



engage^{ny}

Our Students. Their Moment.

Integration: Framing the Conversation

New York State Board of Regents Policy (1968 - 1993)

- ***To reaffirm the Regent determination to see that segregation in education is eliminated, and the conditions under which each individual may grow in self-respect, respect for others and the attainment of his/ her full potential, shall exist everywhere in the State.***
 - **Excerpt:** Fundamental in all efforts to achieve the objective of an integration society is the principle of equality educational opportunities. A manifestation of the vitality of our American democratic society and essential to its continuation, this basic principle, deeply embedded in the education law and policy, has been continually reaffirmed in both its practical advantages and its moral justice by new developments and needs of the changing times.
 - **Date:** January 1968
 - **Program Area:** Elementary and Secondary Higher Education
- ***To eliminate racial segregation in the schools - a restatement of the Regents 1968 position.***
 - **Excerpt:** Events and trends since January 1968, when our statement entitled Integration and the Schools was released, lead us to believe that we should again address ourselves to this critical issue. We have carefully reviewed experience in the last year and a half, and at this time comment on this experience and restate our beliefs. The efforts of the State of New York to eliminate segregation and to speed integration must be increased. We pledge our efforts and those of the State Education Department to greater vigilance in this area.
 - **Date:** December 1969
 - **Program Area:** Elementary and Secondary

Problem Statement

“The push toward socioeconomic and racial integration is perhaps the most important challenge facing American public schools. Segregation impedes the ability of children to prepare for an increasingly diverse workforce; to function tolerantly and enthusiastically in a globalized society; to lead, follow, and communicate with a wide variety of consumers, colleagues, and friends. The democratic principles of this nation are impossible to reach without universal access to a diverse, high quality, and engaging education.”

* Source: Potter, H., Quick, K., & Davies, E. (2016). A new wave of school integration: Districts and charters pursuing socioeconomic diversity. *The Century Foundation*.

If achievement gap disparities are a factor of opportunity to learn disparities that appear to be based on ethnicity, family income, fiscal resources and home zip code, what social, political, policy, and legal obstacles must the Board of Regents confront to ensure all students have equitable opportunities to prepare for college, careers and civic engagement? What leadership can the Board provide to remove these obstacles?

History - Education Law Section 921

Section 921 provided: “The trustees of any union school district, or any school district organized under a special act, may, when the inhabitants of any district shall so determine, by resolution, at any annual meeting, or at a special meeting called for that purpose, established separate schools for the instruction of colored children resident therein, and such school shall be supported in the same manner and receive the same care, and be furnished with the same facilities for instruction, as the white schools therein.” N.Y. Education Law § 921 (McKinney 1916) (repealed 1938).

History

Court Cases

- ***Hillburn NY - 1943***. Thurgood Marshall, representing the petitioners, parents of the children of color, argued successfully for the elimination of a segregated elementary schools system in Hillburn NY - a village in Rockland County. The argument focused in inequitable resources including building facilities. Education Commissioner Allen directed the Board of Education to immediately desegregate to two elementary schools. Prior to this court case, white and black children attended two unequally resourced buildings. Today, the school district enrollment is largely white children. This is largely a residential community of private homes. The district is experiencing a steady influx of Latino children.
- ***Vetere v. Allen***, 15 N.Y. 2d 259 (1965), in which the New York Court of Appeals held that the Commissioner of Education properly exercised his discretion in ordering the rezoning of certain Hempstead-area elementary schools in order to desegregate them.
- ***Arthur v. Nyquist***, 573 F.2d 134 (2d Cir. 1978). In this case, the NYCLA represented plaintiffs challenging segregation in the Buffalo public schools. The federal district court found that the school district had created and maintained policies that increased racial segregation in the city's schools, and the Court of Appeals for the Second Circuit affirmed that holding. The case resulted in a court-mandated desegregation plan. Court monitoring ended, however, in 1987, and Buffalo's public schools have largely re-segregated since that time.
- ***United States v. Yonkers Board of Education***, 837 F.2d 1181 (2d Cir. 1987). In this case, plaintiffs filed suit to challenge segregation in both housing and education policies and practices in Yonkers, and the federal district court held, among other things, that the school board's neighborhood-school policy (and segregative housing policies) constituted intentional racial segregation in the city's schools. The various remedies implemented (and funding disputes between the city and the state) continued to be litigated through the early 2000s. See, e.g., *United States v. Yonkers Bd. of Educ.*, 123 F. Supp. 2d 694, 697 (S.D.N.Y. 2000) (describing the history of the case, court-imposed remedies, and disputes between the city and the state regarding funding for integration plans).

Common Language for Discourse

- **Racially isolated schools:** Different school districts, states, and researchers have varying approaches for defining “racially isolated” schools, but most start with the percentage white or children of color in the school at a single point in time as the baseline. Some possibilities are to define “racially isolated” schools and districts, respectively, as:
 - Those with at least 90% students attend school with a homogeneous population, or that deviate by some percentage from the district/ school share of children of color.⁶
 - Those where the percentages children of color deviates by 20 percentages points from the percentage children of color in the district/ school student population.⁷
 - Those with a percentage children of color that is 25 percentage points different from the district/ school children of color share.⁸
- **Tracking:** Educational tracking refers to the placement of students into different classes or educational programs according to a defined criterion, such as interest, ability, or achievement. It is strongly correlated with socioeconomic status, race, and ethnicity, and thus can lead to segregation within a school.⁹ This is due to confounding factors, such as students’ race/ ethnicity, socioeconomic status, gender, and parental pressure, in the assignment of students into academic tracks which vary in subject content, rigor and instruction methods.¹⁰
- **Low Wealth Districts** - a district where at least 60% of the students are eligible for free or reduced lunch.
- **High Wealth Districts** - a district in where 0%-10% of students are eligible for free or reduced lunch program.

Common Language

- **Segregation** is the separation or isolation of a race, class, or ethnic group by enforced or voluntary residence in a restricted area, by barriers to social intercourse, by separate educational facilities, or by other discriminatory means, integration and desegregation (Merriam-Webster, 2004)
- **Integration** incorporates as equals into society or an organization of individuals of different groups (such as race); (Merriam-Webster, 2004)
- **Disproportionality** is the under or over representation of a given population group (Merriam-Webster, 2004)
- **Equity vs. equality** - Equity is giving every student what they need to be successful. Equality is giving every student equal access and opportunity (Skiba, 2016)
- **Culturally Responsive Framework** recognizes the importance of including students' cultural references in all aspects of learning (Ladson-Billings, 1994)
- **Restorative practices** take a restorative approach to resolving conflict and preventing harm through inclusivity, establishing relationships and building a sense of community (Restorative Practice Workgroup, 2014).
- **Public good** is an item whose consumption is not decided by the society as a whole, and which is financed by taxation (businessdictionary.com)

Common Language

- **Low performing:** Schools that are low-performing for all students in the aggregate identified as “Priority School”; Schools that are low-performing for specific subgroups of students are identified as “Focus Schools”.
- **High performing:** We identify high performing Reward Schools annually. Reward Schools are schools that demonstrate either high academics achievement or the most progress with minimal gaps in students achievement between certain populations of students. Based on our current methodology these schools are almost always, either located in low-need school districts or have at least some students selected through admissions’ criteria.
- **Segregated schools:** The Merriam-Webster dictionary defines “segregated education” as an educational system that is “divided in facilities or administered separately for members of different groups or races” and “segregated schools” as schools that are “restricted to members of one group or one race by a policy of segregation”. In education policy, states sometimes quantify segregation by the percentages of a school’s or district’s student population that belong to particular racial or socioeconomic groups.
 - For example, Connecticut defines a segregated school as “having a student population that is 75% or more black or latino”.⁴
 - In 1968, the then Commissioner of the New York State Education Department ordered New York City to desegregated and defined a segregated school as one that was “90% or more black/ Puerto Rican or 90% or more white”.⁵

PROMOTING DIVERSITY: INTEGRATION IN NEW YORK STATE

BOARD OF REGENTS RESEARCH WORK GROUP

JULY 2017

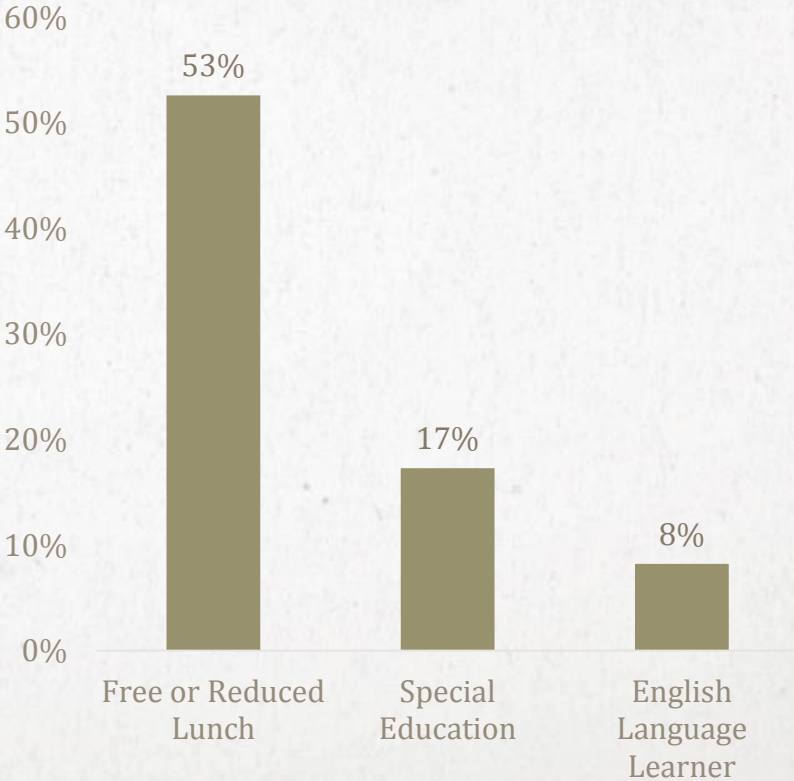
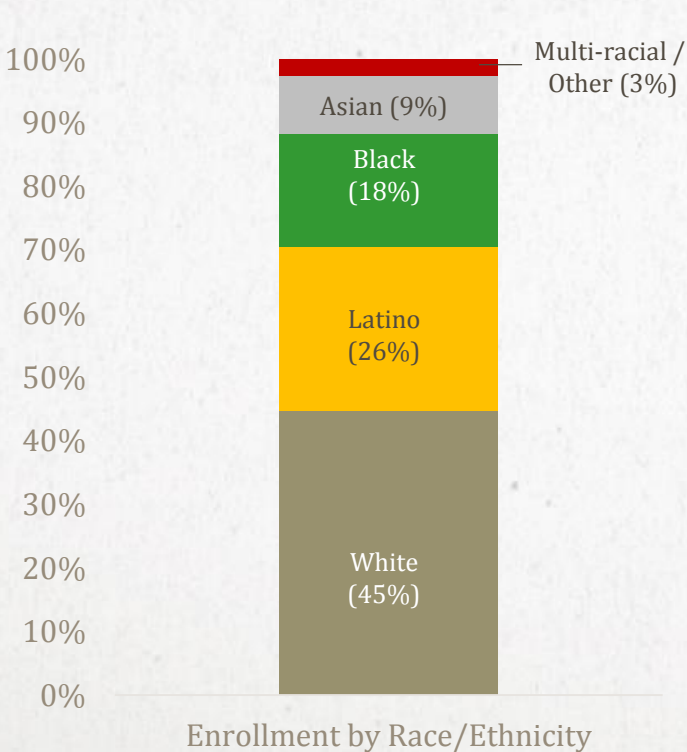
NEW YORK IS A VERY RACIALLY AND SOCIOECONOMICALLY DIVERSE STATE

Key Facts:

2.6 million students

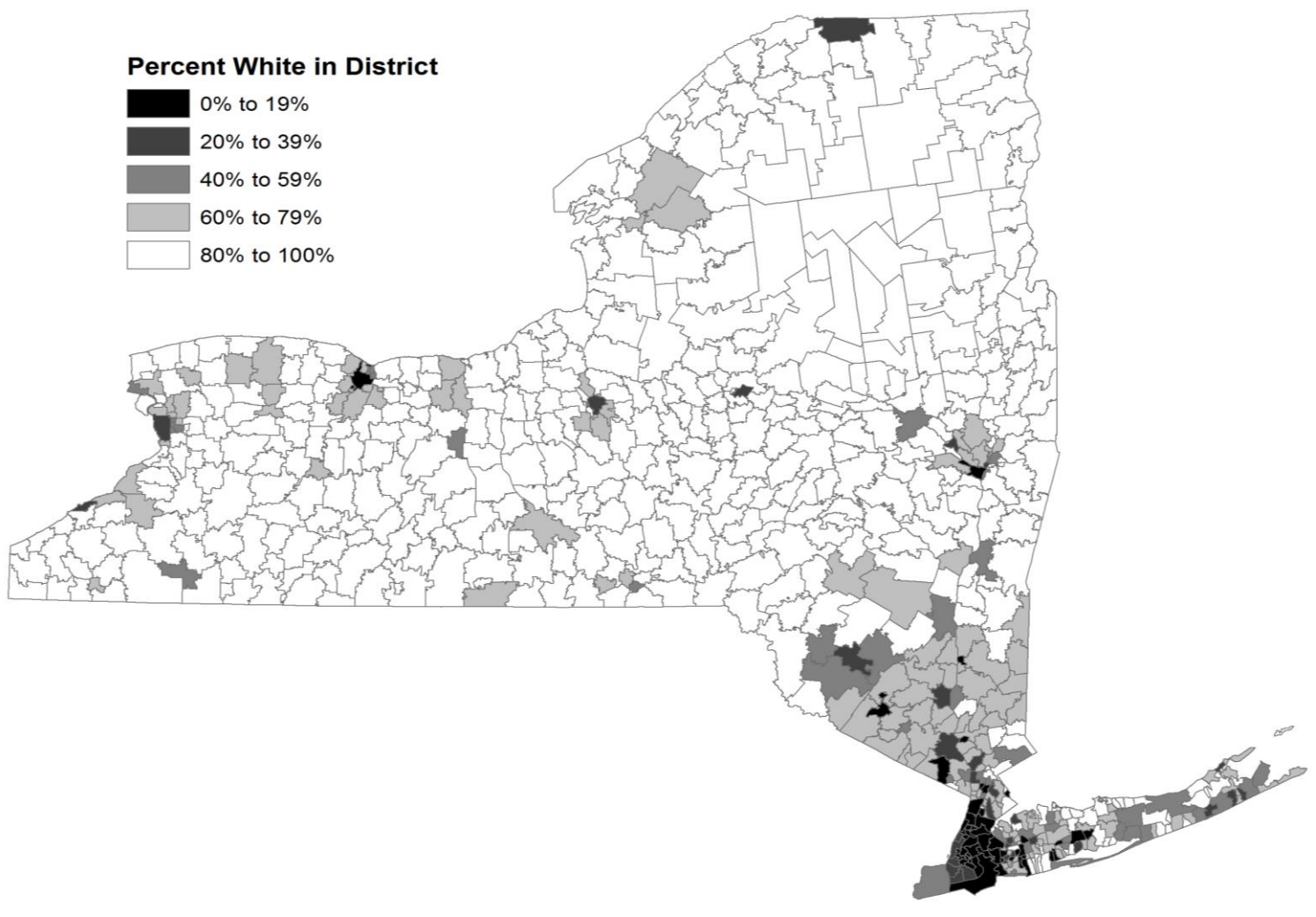
4,739 schools

721 school districts



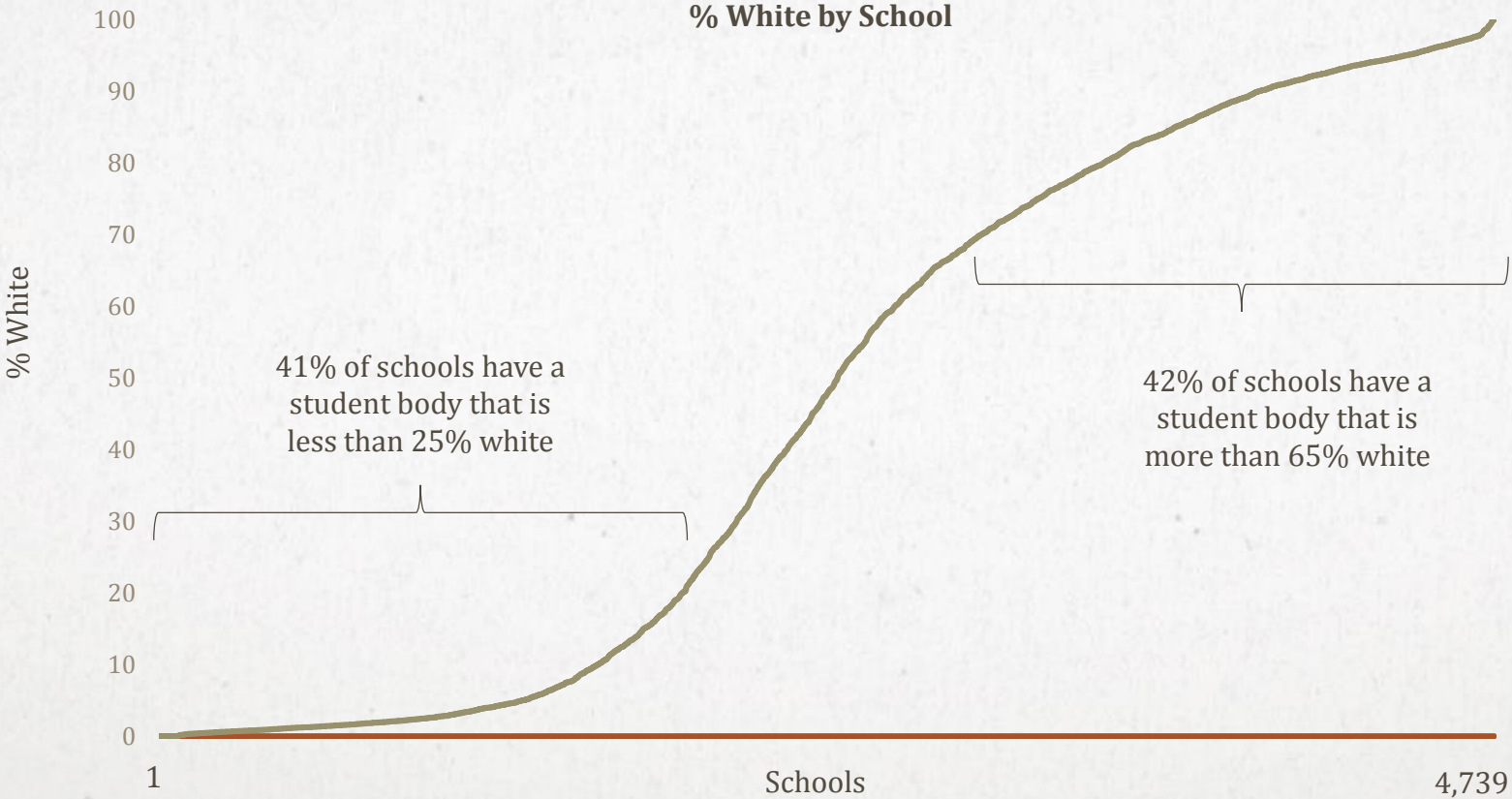
Source: 2016 New York State School Report Card database. Note: charter schools are grouped into their geographic district for this analysis.

NEW YORK HAS POCKETS OF RACIALLY ISOLATED COMMUNITIES, WITH LATINO, BLACK, AND ASIAN STUDENTS CONCENTRATED IN THE NYC METRO AREA, LONG ISLAND, CITIES ALONG THE HUDSON RIVER AND ERIE CANAL

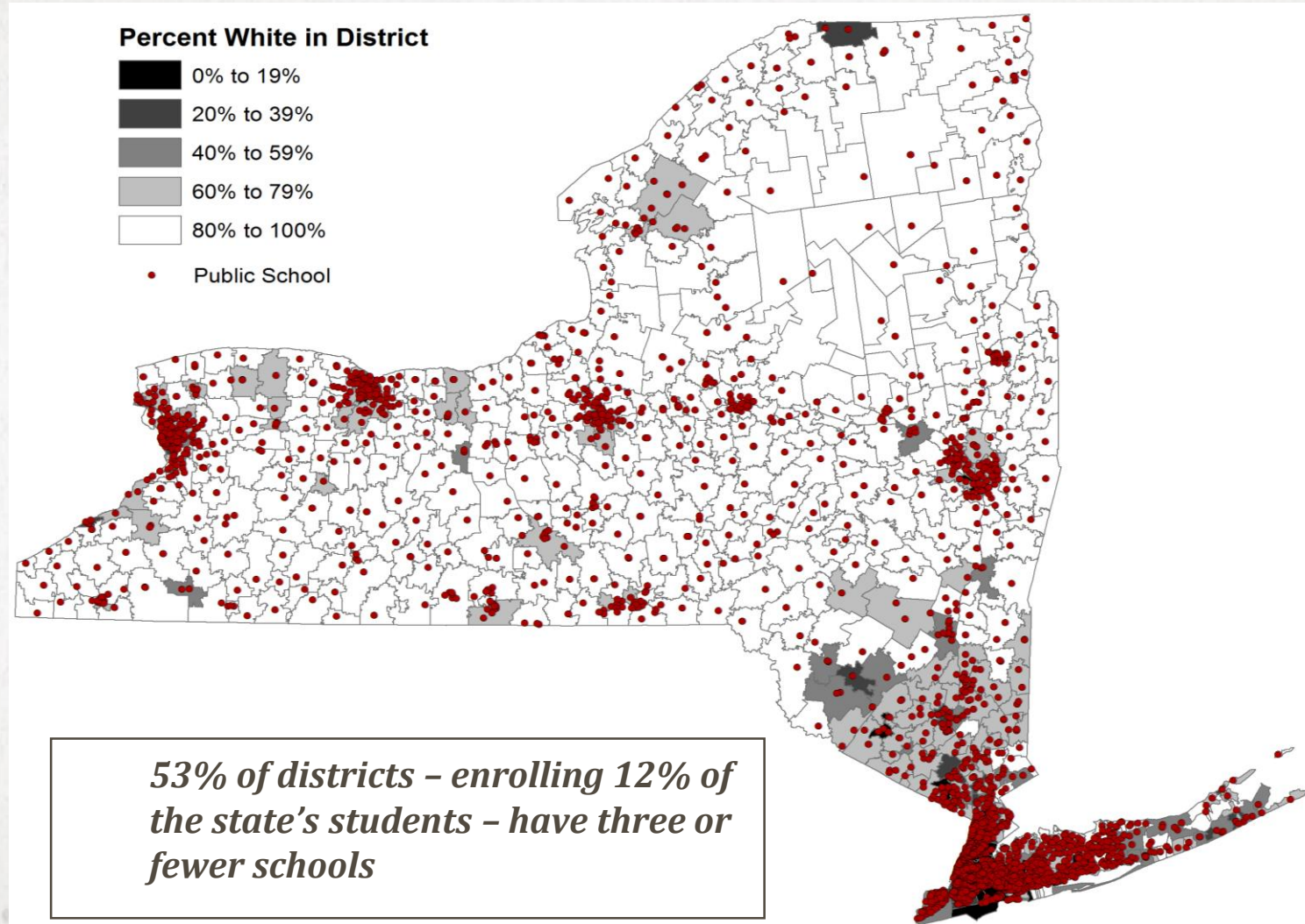


Source: School district boundaries from GIS.NY.GOV. Demographics from NYSED.

45% OF NEW YORK STATE STUDENTS ARE WHITE; THE MAJORITY OF SCHOOLS ARE FAR FROM THE STATEWIDE AVERAGE



THE PREDOMINANTLY WHITE, RURAL AREAS OF THE STATE HAVE FAIRLY FEW SCHOOLS; MOST SCHOOLS ARE CONCENTRATED IN THE URBAN AND SUBURBAN AREAS OF THE STATE



MEASURING ISOLATION IN NEW YORK STATE

- For the purpose of measuring isolation (including that related to race, socioeconomic status, English Language Learners, and special education), we can look at several categories of student groups that make up the diversity in our state:
 - Race, Socioeconomic status, English Language Learners, Students with Disabilities
- Isolation across the state varies greatly, in order to get a full picture we need to measure isolation both within districts and between districts.
- There are many ways to do this, the following are a few examples to illustrate the picture of isolation across the state.

BETWEEN DISTRICT ISOLATION

SAMPLE DISTRICT COMPARED TO ITS COUNTY DEMOGRAPHICS

Group	District	County
Asian	1%	12%
Black	25%	12%
Latino	72%	23%
White	1%	51%
Other Race	0%	1%
Free or Reduced Lunch	88%	30%
Special Education	9%	13%
English Language Learner	32%	7%

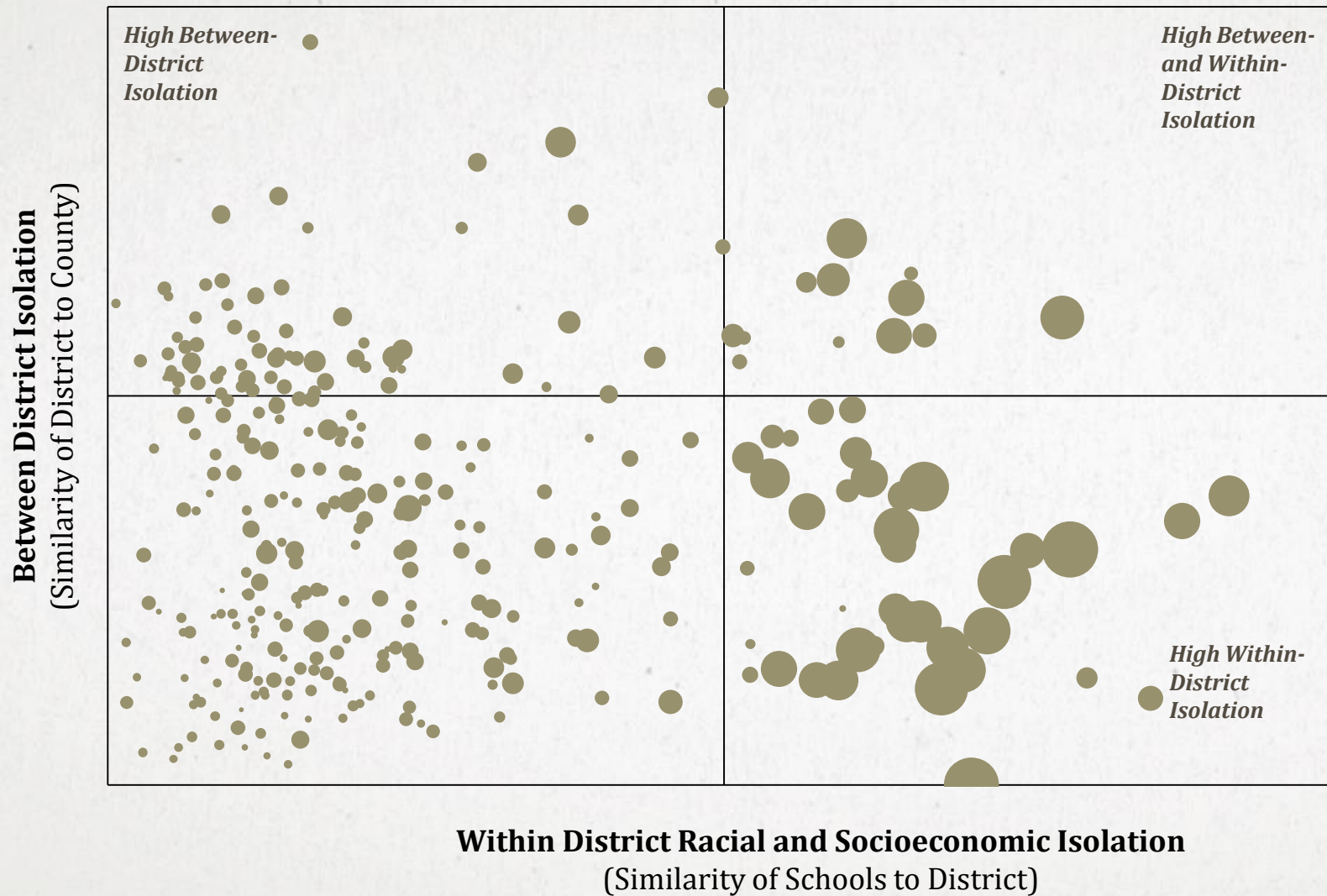
- One simple way to look at between district isolation is to compare each district to its county
- This allows you to see isolation between school districts in the same county
- In this example we can see that this district has much higher concentrations of Latino, Black, Free and Reduced Lunch and English Language Learners than the County in which it lies

INTRA-DISTRICT ISOLATION

- A simple way to look at within-district isolation is to compare each school to its district
- This allows you to isolation between schools in the same district
- In this example, the school in this district does not reflect the district's diversity and is very isolated

SAMPLE SCHOOL COMPARED TO ITS DISTRICT DEMOGRAPHICS		
Group	School	District
Asian	10.5%	5.3%
Black	4.5%	32.3%
Latino	8.6%	31.8%
White	70.3%	26.7%
Other Race	6.1%	3.8%
Free or Reduced Lunch	10%	53.5%
Special Education	4.3%	21.8%
English Language Learner	0.2%	6.3%

COMBINING THE WITHIN- AND BETWEEN-DISTRICT ISOLATION MEASURES, ONE CAN CREATE A MATRIX HIGHLIGHTING RACIAL AND SOCIOECONOMIC ISOLATION ALONG BOTH DIMENSIONS



Note: size of the circle is based on the total enrollment of the district. Excludes 12 school districts with 50% or more students receiving special education services. Excludes schools for which within-district racial and socioeconomic isolation cannot be calculated.

IMPACT OF ISOLATION ON STUDENT OUTCOMES

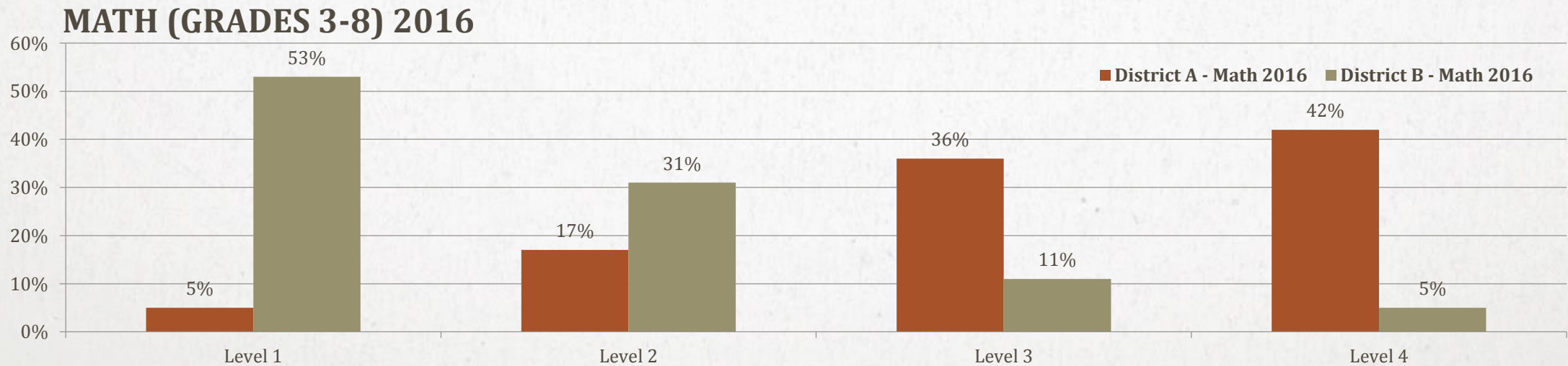
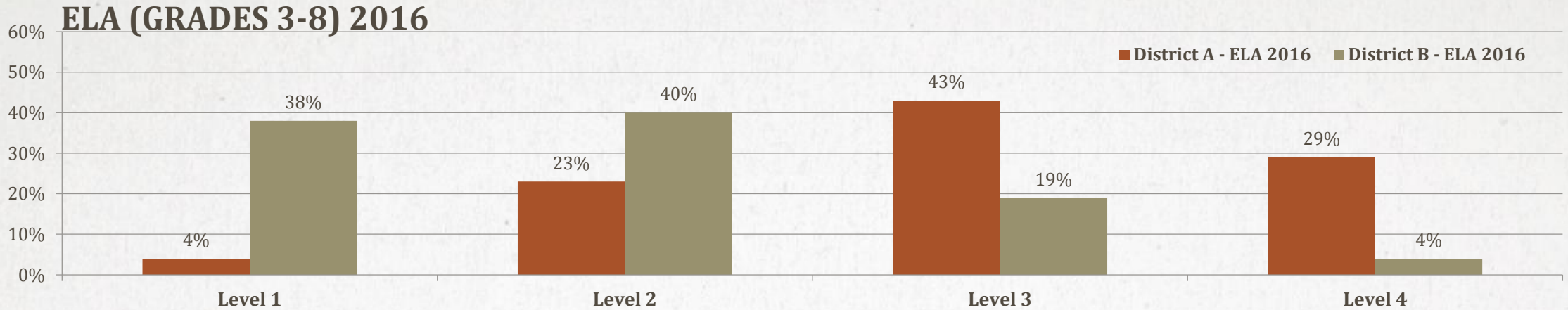
- The data on isolation measures helps us understand how isolation manifests throughout the state.
- When we look at the resulting performance gap between isolated schools and districts we get a full sense of the impact of that isolation in the state.
- To do this we can compare two districts that we identified as having a lot of between district isolation.

STUDENT ENROLLMENT BY ETHNICITY & SUBGROUP 2015-2016

DISTRICT - A	
AMERICAN INDIAN OR ALASKA NATIVE	
0	0%
BLACK OR AFRICAN AMERICAN	
7	0%
HISPANIC OR LATINO	
89	5%
ASIAN OR NATIVE HAWAIIAN/OTHER PACIFIC ISLANDER	
116	7%
WHITE	
1,406	84%
MULTIRACIAL	
60	4%
ENGLISH LANGUAGE LEARNERS	
13	1%
STUDENTS WITH DISABILITIES	
137	8%
ECONOMICALLY DISADVANTAGED	
0	0%

DISTRICT - B	
AMERICAN INDIAN OR ALASKA NATIVE	
12	0%
BLACK OR AFRICAN AMERICAN	
5,881	73%
HISPANIC OR LATINO	
1,653	20%
ASIAN OR NATIVE HAWAIIAN/OTHER PACIFIC ISLANDER	
122	2%
WHITE	
388	5%
MULTIRACIAL	
40	0%
ENGLISH LANGUAGE LEARNERS	
723	9%
STUDENTS WITH DISABILITIES	
1,482	18%
ECONOMICALLY DISADVANTAGED	
5,992	74%

2016 ELA & MATH (GRADES 3-8) PERFORMANCE ALL STUDENTS – DISTRICT A VS. DISTRICT B



ADVANCED PLACEMENT COURSES & GUIDANCE COUNSELOR RATIO 2015-16

District A

- 28% of students are enrolled in AP courses in District A
- 240 students per Counselor

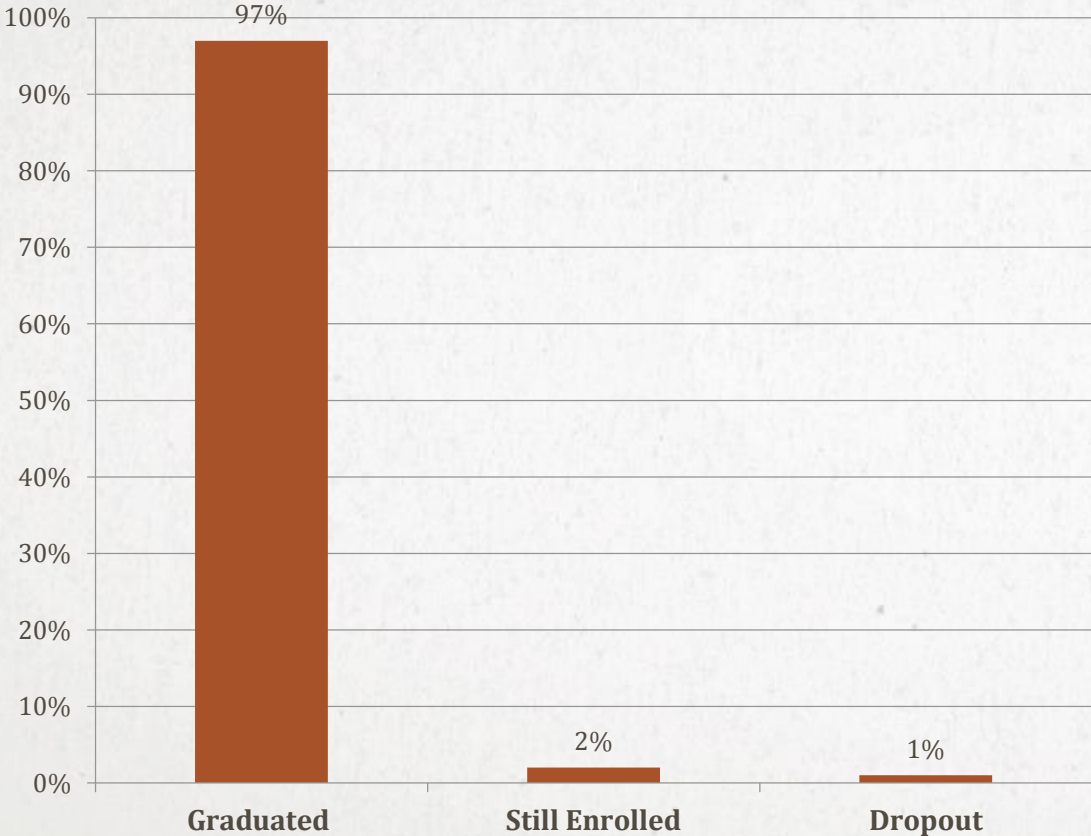
District B

- 9.8% of students are enrolled in AP courses in District B
- 300 students per Counselor

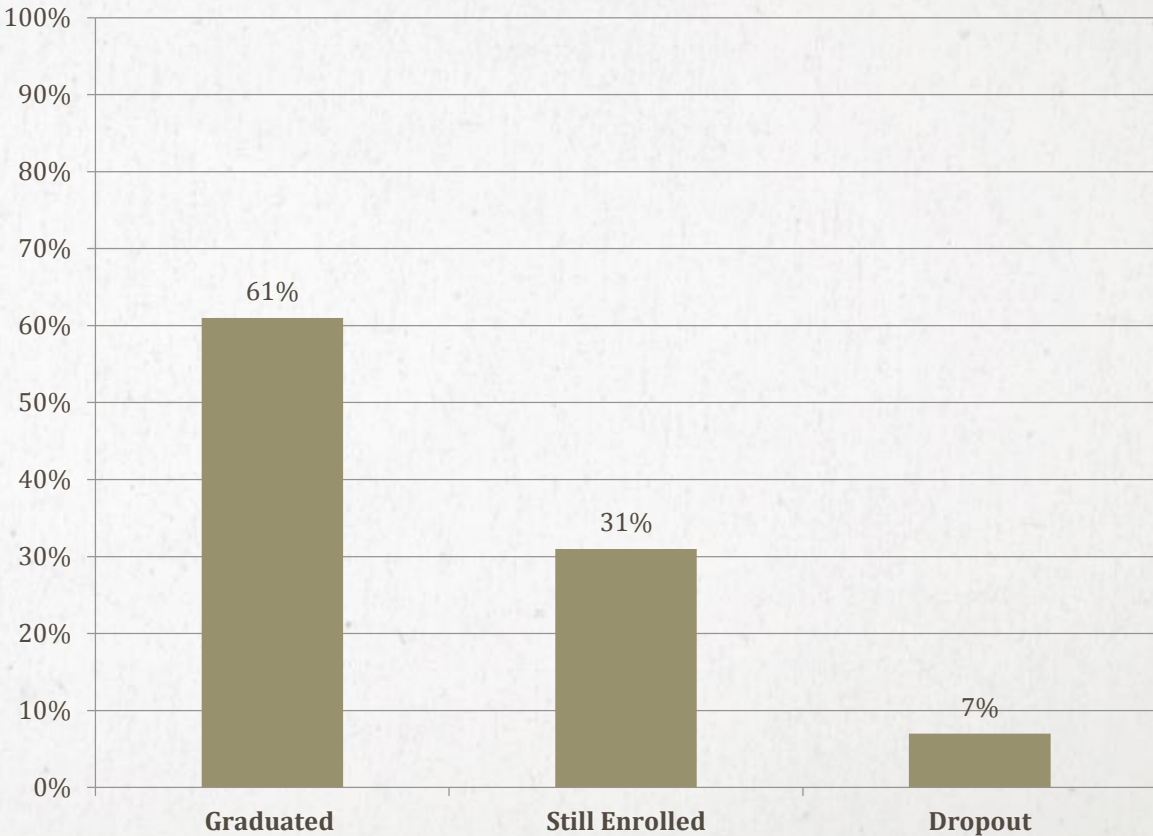
Source: NYS Information and Reporting Services (IRS)

2016 GRADUATION OUTCOMES ALL STUDENTS

DISTRICT A

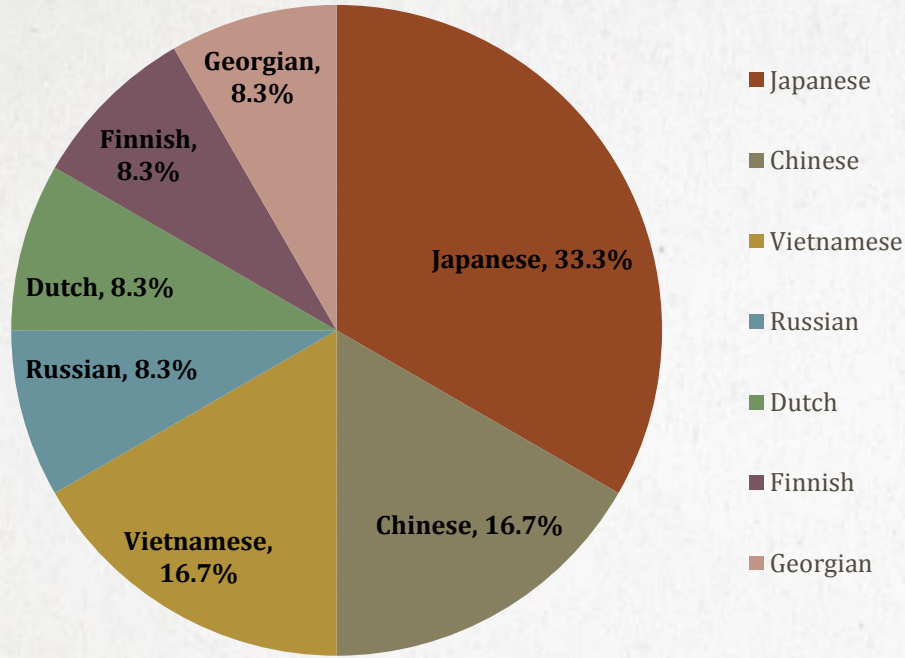


DISTRICT B



ELL DEMOGRAPHICS DISTRICT A & DISTRICT B 2015-2016 SY

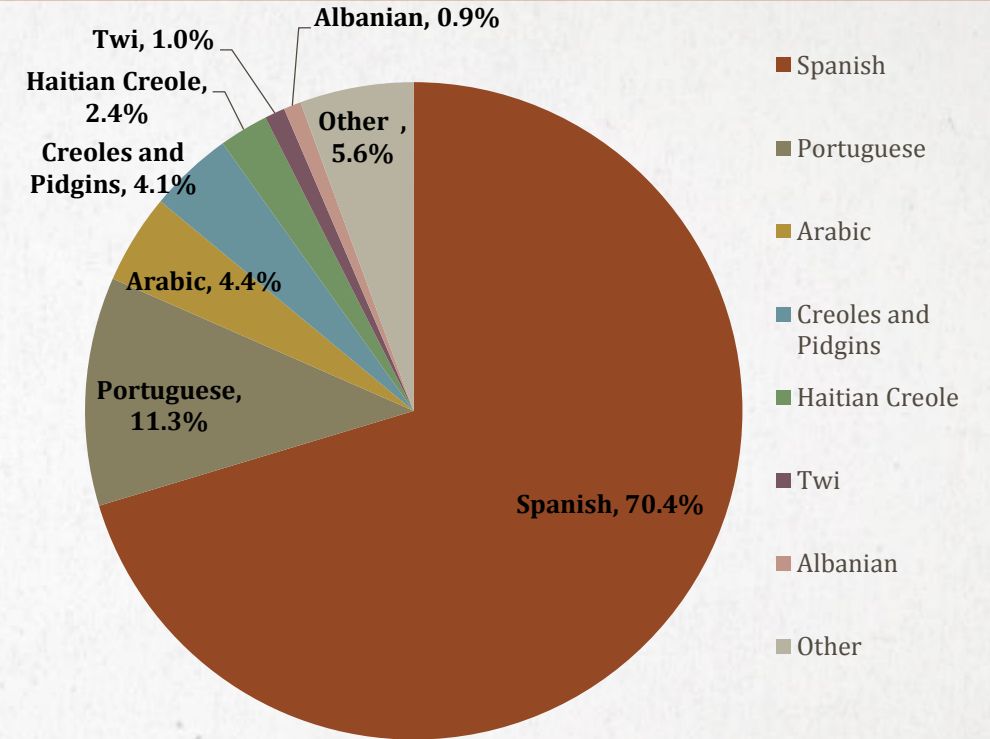
District A-Top ELL Languages 2015-2016 SY



ELL Demographics

ELLs as a share of All Students	ELL SWDs as a share of all ELLs	ELLs Economically Disadvantaged as a share of all ELLs
13	1%	2
	15.3%	0
		0

District B -Top ELL Languages 2015-2016 SY



ELL Demographics

ELLs as a share of All Students	ELL SWDs as a share of all ELLs	ELLs Economically Disadvantaged as a share of all ELLs
723	8%	136
	18.8%	560
		77.4%

SOCIOECONOMIC INTEGRATION PILOT PROGRAM (SIPP)

PURPOSE AND FUNDING

- In December 2014, NYSED announced the SIPP grant program that would run from 2015 to 2018, which aims to increase student achievement in Priority and Focus Schools by encouraging greater socioeconomic integration in these schools.
- 25 Title I Priority and Focus Schools in districts with poverty rates of 60% or higher were eligible to apply for 3 year grants of up to \$1.25 million.
- The grants support up to 18 months of planning activities and two years of program implementation.

SIPP GRANT BENEFITS

- Interview with grantees of promising SIPP models revealed several benefits of the SIPP grant program :
 - Started **conversations** around integration and isolation in districts.
 - Enabled **community engagement** to support programs and develop integration plans.
 - Supported **professional development** around integration and cultural responsiveness.
 - Led to creation of **new programs** which include a goal of furthering integration.
 - Supported **implementation** of some new integration programs.

SIPP PROGRAM EVALUATION AND NEXT STEPS

- Upon completion of the grant period, districts are required to provide a final report that demonstrates how the goals of the project were achieved and the impact on student achievement.
 - Final reports are due July 31, 2018.
- 2017-18 Socioeconomic Integration Community of Practice Grants:
 - Grants of \$40,000 will be provided for up to 25 districts to participate in a community of practice to learn more about strategies to reduce socio-economic and racial/ethnic isolation in identified Title I schools.

Every Student Succeeds Act (ESSA)

State plans must describe how the state will ensure that children receive high-quality education and close achievement gaps, provide additional educational assistance to individual students who need help, identify and implement strategies to strengthen academic programs, and improve school conditions for learning. Plans must also describe the poverty criteria that will be used to select school attendance zones to minimize schools serving concentrations of children in poverty, while others may serve mostly affluent children. They must also outline programs to be conducted that serve students living in local institutions for neglected and delinquent children.

Resource Allocation

Children of Color Who Live in High Poverty Environments

- Inequitable access to technology, CTE, and digital literacy programs.
- High teacher turnover
- Little-to-no access to college credit courses
- Outdated athletic facilities
- Limited Instructional Resources: limited property tax base
- Disproportionate distribution of expulsions and suspensions.
- Stereotypes define expectations

Equity Indicators: Opportunities to Learn

Basic	Enriched
Small class size that is grade, content and age appropriate	A manageable ratio of pupil personnel staff to student case load.
Adequate resources for students with disabilities and English Language Learners	A progressive inquiry based curriculum format across all subject areas that focuses on performance based projects and civic engagement.
Effective, well trained teachers	Fine and Performing Arts classes
Contemporary instructional supplies and technology.	Access to CTE programs
Sufficient numbers of certified staff	An array of college credit courses to select from that are open to all students.
A safe, orderly and welcoming environment.	An array of athletic teams, interscholastic sports, and clubs.
Culturally Responsive Teaching Strategies	Professional Learning Communities
An expanded platform of services for struggling students.	

Integrated Schools

- Updated classroom supplies
- High teacher retention rates
- Access to AP/ CTE and college credit courses
- Diverse student body
- Updated athletic facilities
- Access to more public and private resources

Sources: Bifulco, R., Cobb C. D., & Bell C. (2009). Can interdistrict Choice Boost Student Achievement? The Case of Connecticut's Interdistrict Magnet School Program. *Educational Evaluation and Policy Analysis*, 31 (4). See also, Wells, A. S., & Miles, A. (2015). Still Separate, Still Unequal in a Post-Milliken Era: Why Rodriguez Would Have Been Good but Not Good Enough. *The enduring legacy of Rodriguez: creating new pathways to equal educational opportunity*. Cambridge, MA: Harvard Education Press

Proposed Research Agenda

- Develop a work plan.
- Review of studies and literature
- Author/ researcher/ practitioner presentations
- Listening tours
- Identify site visit opportunities - prepare a framework, guiding questions and a coding system to ensure the visits offer reliable comparisons.
- Data collection and analysis
- Create an advisory board of external stakeholders with diverse views on the nature, scope and content of our work.
- Review and understand the statutory authority the state constitution gives the Board of Regents.
- Prepare a set of recommendations for board consideration - offer advantages and disadvantages of each.

These are items are extracted from a fully developed action plan.

POLICY QUESTIONS

Setting the Stage for Integration Policy in New York State

- How can the Board of Regents prioritize integration and create a vision for districts and schools?
- As the data shows, there is both an issue with within district isolation and between district isolation. What can the state do to encourage districts to work together on this issue and create inter-district solutions?
- There are a myriad of social and institutional factors that lead to isolation, both within and outside of education policy. How can we engage with other state agencies to begin to work together on this issue?

For Board of Regents Discussion

- **Next Steps: Where do we go from here?**

How might previously published studies that examine the implications of the absence or presence of integrated educational communities inform and guide Regent policies? There are examples of past efforts that failed as well as efforts that were successful, what are the lessons to be learned?

- **What are the implications for democracy? Why Care?**

What can we predict about the life goals of students who, over the course of their K-12 segregated school experiences, continuously perform below proficiency levels on state and locally administered standardized tests? What can we learn about the life goals of students who attend schools that seek incentives to sustain policies that focus on economic diversity? What might be the outcome for our democracy?

“Commitment to the success of every student means that we acknowledge the uneven playing (resource inequalities) field that currently exist in many schools for so many children. We must have courageous conversations about the issues that impact on those that are disadvantaged by economic disparities.”

- Chancellor Betty Rosa, New York State Board of Regents (July, 2017)