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THE STATE EDUCATION DEPARTMENT / THE UNIVERSITY OF THE STATE OF NEW YORK / ALBANY, NY 12234

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2	SUBJECT:	Draft Policy Statement on Promoting Diversity, Equity, and
3		Integration in New York State
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6		SUMMARY
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8	Issue for Discussion	<u>n</u>
9		
10	Continued Bo	pard input on a draft policy statement on Promoting Diversity, Equity,
11	and Integration in No	ew York State.
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13	Reason(s) for Cons	sideration
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15	Despite a de	ecade of progress and many instances of excellence, New York's
16	educational system	today faces two critical problems that demand urgent attention:
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18	• First, we f	ace a great divide in educational opportunity and achievement along
19	lines of ra	ace, ethnicity, sexual orientation, gender identity, special learning
20	needs, far	nily income, home zip code, language barriers, and citizenship status.

Second, New York – and the nation – are not keeping pace with growing
 demands for still more knowledge and skill in the face of increasing competition
 in a changing global economy.

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25 Closing the achievement gaps must begin with the fundamental belief that all 26 learners can reach higher standards. It requires that we set high expectations and employ 27 powerful strategies that build on the success of many University of the State of New York 28 (USNY) institutions that are working to close these gaps.¹

29

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.²

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38 The mechanics of educational segregation operate both as structural barriers 39 around access and resources and as internal functions of racism embedded in school 40 policy and practice. These mechanisms have implications for achievement and 41 opportunity, and perpetuate disparities among students based on race, ethnicity, sexual

¹ <u>http://www.oms.nysed.gov/plan05/plan05.htm</u>

² Potter, H., Quick, K., & Davies, E. (2016, February 09). A New Wave of School Integration: Districts and Charters Pursuing Socioeconomic Diversity (Rep.). Retrieved https://s3-us-west-

^{2.}amazonaws.com/production.tcf.org/app/uploads/2016/01/29103335/ANewWave_Potter.pdf

42 orientation, gender identity, special learning needs, family income, home zip code,
43 language barriers, and citizenship status.

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45 A Call to Action

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The Board of Regents looks forward to working with districts across the State to support their integration efforts. The New York State Education Department (NYSED) respects the value of integration and has supported such efforts most notably through the Socioeconomic Integration Pilot Program (SIPP) grants.³ High-quality early childhood education is the only intervention that has shown a higher return on investment than socioeconomic and racial integration.⁴

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Several districts in New York State already have made efforts to integrate their 54 55 schools. For example, the White Plains School District has been implementing a 56 controlled choice enrollment policy for nearly 30 years. The District's emphasis on school 57 diversity, parent choice, and magnet school themes resulted in an integrated student 58 body. The Rochester City School District has made recent efforts to grow its Urban-59 Suburban Interdistrict Transfer program through a NYSED SIPP grant to work with 60 suburban districts. Other districts are using new strategies, such as Freeport School 61 District, which provides two-way bilingual programs in all of its elementary schools to 62 integrate schools.

³ NYSED Press Release, "NYS Schools to Receive Grants to Promote Socioeconomic Integration," Dec 30, 2014, available at <u>http://www.nysed.gov/news/2015/nys-schools-receive-grants-promote-socioeconomic-integration</u>. ⁴ Kahlenberg, R. (2012). All Walks of Life: New Hope for School Integration. *American Educator*, *36*(4),

In New York City, several Community Schools Districts (CSDs) are developing plans that are designed to create schools that feature academic as well as socioeconomic diversity. Furthermore, some of these districts, such as CSD1 on the lower East Side; CSD3 on the Upper West Side, Morningside Heights and Harlem; and CSD15 in Brooklyn, have worked with NYC DOE as well as local elected officials to ensure that the diversity created at schools under each new plan will come with resource-rich supports such as guidance and social workers as well as academic supports [need citation].

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These are just a few examples of integration efforts already underway in New York State. Because the Board of Regents recognizes that there is no "one right way" or single approach to effective integration, the Board encourages all districts and schools to adopt existing or develop new integration strategies that fit the needs of their students and communities.

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To support these efforts, the Board of Regents will continue to incorporate integration strategies into its Boys and Young Men of Color initiative and shall seek State funding to support research-based efforts by school districts to integrate their schools. Working together, we can ensure that New York State becomes an integrated school system that provides high-quality learning opportunities and culturally responsive school environments for all students.

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85 Supporting Background Information

87 Shifting demographics in the US population, and particularly in New York, are 88 bringing this issue into sharper focus. Currently, five states are considered to have a 89 "minority-majority," where the White, non-Hispanic population represents less than 50% 90 of the population. New York is among eight more states that are trending in this direction, 91 with White non-Hispanics representing less than 60% of the populationⁱ. As of 2016, 92 students in New York State public schools were one percent American Indian, two percent 93 multiracial, nine percent Asian or other Pacific Islander, 18 percent Black, 26 percent 94 Latino, and 45 percent White. Additionally, eight percent of the State's students are 95 English Language Learners representing approximately 200 different native languages 96 other than English [need citation], 17 percent are students with disabilities, and 52 percent 97 are eligible for free or reduced-price lunch.⁵ The current poverty threshold is defined as \$24,858 for a family of fourⁱⁱ. Note that some students may fall into two or more of these 98 99 categories [need state data on students that fall into multiples categories].

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101 Not all children in the State are able to take advantage of this rich diversity. More 102 than 60 years after *Brown v. Board of Education*, New York is the most segregated state 103 in the country. In 2010, over half of Black and Latino students in the State attended 104 schools with less than ten percent White enrollment, and the typical Asian student in the 105 State attended schools in which a little over 30 percent of their peers were White.⁶ In that 106 same year, the average White student attended schools in which close to 80 percent of 107 his or her classmates were White.⁷ Further, in 2010, the average White student attended

⁵ NYSED's Student Information Repository System (SIRS) 2015-2016 Demographic Data, available at: <u>https://data.nysed.gov/enrollment.php?year=2016&state=yes</u>.

⁶ Kucsera, J., & Orfield, G. (2014). New York State's Extreme School Segregation: Inequality, Inaction and a Damaged Future. p 35, 48, *UCLA Civil Rights Project*, available at: <u>https://www.civilrightsproject.ucla.edu/research/k-12-education/integration-and-diversity/ny-norflet-report-placeholder/Kucsera-New-York-Extreme-Segregation-2014.pdf</u>.

⁷ ld. p 41.

a school in which 30 percent of his or her classmates were low-income, while the average
Black and Latino student attended a school where 70 percent of his or her classmates
were low-income.⁸

- 111 [the concentration of students in the foster care system in low income districts]
- 112 Families with school age children have struggled to participate in the economic
- 113 recovery that followed the Great Recession. Statewide, the number of homeless
- 114 <u>schoolchildren increased by 30% between the 2010-11 and 2014-15 academic yearsⁱⁱⁱ.</u>
- 115 Outside of New York City this number increased by 50% during that period to record
- 116 levels^{iv}. Within New York City, the number of homeless students has ballooned to more
- 117 <u>than 114,000, or roughly one in 10^v.</u>
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<u>There is an intersection between homelessness and other subgroups.</u>
 <u>Approximately 40% of homeless youth self-identify as LGBTQ^{vi}. Moreover, LGBTQ</u>
 <u>homeless youth tend to be disproportionately of color^{vii}.</u>

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123 Struggling families with school age children do not necessarily reside exclusively 124 in urban centers, nor are they necessarily people of color. Currently, 11% of all New 125 York's students attend schools in rural areasviii. Of the five lowest income counties in New 126 York, only one (Bronx County) is within an urban center. The remaining four counties 127 (Wyoming, St. Lawrence, Allegany and Franklin) are located in the rural North Country 128 and Western New York. According to the 2010 Census, each of five counties had per 129 capita income ranging from \$17,575 (Bronx) to \$20,605 (Wyoming). Further, the ethnic 130 makeup of the Bronx most closely resembles that of New York State as a whole, with

⁸ Id. p vii.

131	45.8% white, 43.3% black or African American, 4.2% Asian, 3.0% American Indian, 0.4%
132	Pacific Islander, and 3.3% of two or more races; 54.6% of the population was of Hispanic
133	or Latino origin. The other four counties have white populations ranging from 84.03%
134	(Franklin) to 97.03% (Allegeny), with blacks / African Americans comprising 0.72%
135	(Allegneny) to 6.63% (Franklin), and Latinos or Hispanics of any race representing 3% or
136	less in these counties. Franklin County has the highest Native American population of
137	these five counties at 6.20%.
138	
139	But demographics alone do not tell the whole story in laying out the challenge that
140	lies before us. There are extreme inequities across the state with regard to school-based
141	resources. They include, but are not limited to, disparities in access to the following: arts
142	programs, highly qualified and/or experienced teachers, rigorous / college preparatory
143	and/ or CTE coursework, post-secondary advisement including college and career
144	opportunities; social-emotional supports and culturally responsive pedagogy.
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146	For example, in New York City and other large city districts, only about half of
147	schools offer Physics. Offerings of Algebra and Calculus are even more abysmal with
148	only 47% of New York City schools offering Algebra and 41% offering Calculus; within
149	large city districts only 33% of schools offer algebra and 37% of schools offer calculus.
150	About a fifth of high needs rural school do not offer Calculus. About half of New York City
151	schools do not offer Advanced Foreign Language or Music. About a third of schools in
152	high need rural districts do not offer International Baccalaureate or Advanced Placement
153	courses. The same is true for about one fifth of New York City and other Large City District
154	schools ^{ix} .

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Supports for students with special needs are also lacking. In New York City, more
 than 375 schools have 25 or more homeless students on their rolls yet have no social
 worker^x. Moreover, only 18.4% of school buildings in New York City are considered to be
 fully accessible to individuals with physical disabilities^{xi}.

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161 Some supporters of equity are parents of color who assert that, given adequate 162 resources, their children do not necessarily have to be educated alongside white 163 children to succeed academically. A striking example of this is an open letter addressed 164 New York City Mayor Bill DeBlasio from a group called Parenting While Black. They write (emphasis added): "[W]e want an education policy that focuses on addressing the 165 166 barriers to equitable education that create racially disparate outcomes [...] Schools 167 should have the resources to provide a quality education to students at all levels [...] 168 [W]ork with school administrators to ensure they have the necessary support to align 169 their budgets with improving school outcomes in a way that acknowledges and is 170 responsive to the cultural academic needs of Black children [...] Every student in New 171 York City should be able to attend a good school within walking distance."xii 172 173 A rich body of research, including a number of high-guality studies, shows that -174 other factors being equal – schools that are racially, economically, and academically 175 segregated produce lower educational achievement and attainment for children. Children 176 in segregated schools are more likely to be children of color and low-income students 177 than those attending schools with less segregation, which in turn limits lifetime

178 opportunities for students.⁹ The same body of research shows that increased

⁹Kucsera, J., & Orfield, G. (2014). New York State's Extreme School Segregation: Inequality, Inaction and a Damaged Future. p 29, *UCLA Civil Rights Project*, available at: <u>https://www.civilrightsproject.ucla.edu/research/k-12-education/integration-and-diversity/ny-norflet-report-placeholder/Kucsera-New-York-Extreme-Segregation-2014.pdf</u>.

socioeconomic and racial integration results in the following benefits among students of
color and economically disadvantaged students, again, without negatively affecting
results for other students:

182	• Leads to higher academic outcomes for students of color and economically
183	disadvantaged students without compromising outcomes for other students;
184	• Closes the achievement gap between students of different racial and ethnic
185	backgrounds;
186	• Fosters critical thinking skills and the ability to communicate and work with
187	people of all backgrounds;
188	• Reduces racial and ethnic prejudice while increasing cross-cultural trust and
189	relationships;
190	• Decreases the likelihood of teenage pregnancy and interaction with the juvenile
191	justice system; and
192	 Increases the likelihood of college-going and success in college.¹⁰
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194	There is a gap between the research demonstrating the benefits of integration and
195	the reality of segregation in New York State. A recent study by the UCLA Civil Rights
196	Project concludes that New York State has the most racially and economically segregated
197	schools in the country, ¹¹ and is home to some of the most segregated school districts
198	nationwide. ¹² In many schools in the State, segregation is increasing; with the proportion
199	of New York State schools considered intensely segregated doubling between 1989 and
200	2010. ¹³
201	

¹⁰ Wells, A.S., Fox, L., & Cordova-Cobo, D. (2016). How Racially Diverse Schools and Classrooms Can Benefit All Students, *The Century Foundation*, available at: <u>https://tcf.org/content/report/how-racially-diverse-schools-</u> <u>and-classrooms-can-benefit-all-students/</u>. *See also* Mickelson, R.A. (2016). School Integration and K-12 Outcomes: An Updated Quick Synthesis of the Social Science Evidence, *The National Coalition on School Diversity*, available at <u>http://www.school-diversity.org/pdf/DiversityResearchBriefNo5.pdf</u>.

¹¹ Kucsera, J., & Orfield, G. (2014). New York State's Extreme School Segregation: Inequality, Inaction and a Damaged Future. *UCLA Civil Rights Project*.

¹² Fessenden, F., A Portrait of Segregation in New York City's Schools, *The New York Times*, May 11, 2012, available at: <u>http://www.nytimes.com/interactive/2012/05/11/nyregion/segregation-in-new-york-city-public-schools.html</u>.

¹³ Kucsera, J., & Orfield, G. (2014). New York State's Extreme School Segregation: Inequality, Inaction and a Damaged Future. *UCLA Civil Rights Project*.

202	Historically, the Board of Regents has promoted integration efforts, including ones
203	championed by Dr. Kenneth Clark, who was the first black member of the Board when he
204	was elected in 1966. ¹⁴ Dr. Clark was a life-long integration advocate, whose famous
205	research on children's reactions to black and white dolls in Clarendon County, South
206	Carolina played a pivotal role in the 1954 Supreme Court decision in Brown v. Board of
207	Education.
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211	Proposed Definition of Equity
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213	The New York State Board of Regents unequivocally believes that every child
214	deserves and must have equitable access to high quality learning opportunities.
215	There can be no educational excellence without educational equity.
216	Equity means every student will experience academic success without regard to
217	differences in age, citizenship status, disability, ethnicity, gender, national origin
218	race, native language, religion, sexual orientation, or socio-economic status. The
219	varied learning needs of students are met in an environment where all students
220	are valued, respected, and see themselves in culturally responsive-sustaining
221	curriculum and instructional materials.
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224	Statement in Support of Promoting Diversity, Equity, and Integration in New York
225	<u>State</u>
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227	To respond to these findings and address the needs of our diverse community, the
228	Board of Regents commits to promoting increased equity and integration within New York
229	State's public schools and embracing the State's racial, ethnic, socioeconomic, linguistic,
230	and ability diversity as an important educational asset.
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¹⁴ Severo, R., Kenneth Clark, Who Fought Segregation, Dies, *The New York Times*, May 2, 2005, available at: <u>http://www.nytimes.com/2005/05/02/nyregion/kenneth-clark-whofought-segregation-dies.html?_r=0</u>.

232 The mission of the Board of Regents is to raise the knowledge, skill, and 233 opportunity of all the children and adults in New York State. Goals recently articulated by the Board of Regents as part of the My Brother's Keeper Initiative¹⁵ include ensuring that 234 235 all students: 236 237 Enter school ready to learn; 1. 238 2. Read at grade level by third grade; 239 3. Graduate from high school ready for college and careers; 240 4. Complete postsecondary education or training; 241 5. Successfully enter the workforce; and 242 243 Promoting socioeconomic and racial integration is a powerful mechanism for 244 achieving these goals. Based on careful consideration of substantial, well-validated, and 245 longstanding social, scientific, and experiential evidence, the Board of Regents finds that 246 integrated schools: 247 248 1. Enrich the educational experience of students; 249 2. Promote higher academic and many other favorable outcomes for all students; 250 3. Close the achievement gap for students of different socioeconomic and racial 251 backgrounds; 252 4. Foster critical thinking skills and the ability to communicate and work with 253 people of all backgrounds; 254 5. Advance postsecondary success and lifetime opportunities for all students; and 255 6. Graduate students prepared to succeed in an increasingly pluralistic society in 256 which the more perspectives that can be brought to bear, the more problems 257 people are capable of solving.¹⁶ 258 259 To achieve equity and integration, the Board of Regents is committed to the 260 development and support of educational programs that promote the values of racial, 261 ethnic, socioeconomic, linguistic, and ability diversity. The Board of Regents encourages

 ¹⁵ New York State, My Brother's Keeper Initiative, <u>http://www.nysed.gov/mbk/schools/my-brothers-keeper</u>.
 ¹⁶ New York State, My Brother's Keeper Initiative, <u>http://www.nysed.gov/mbk/schools/my-brothers-keeper</u>.

districts and schools, to the greatest extent possible, to adopt integration plans that result in schools that reflect a diverse mix of students – of different *races and ethnicities, abilities, home languages,* and *socioeconomic status* – to ensure that schools, programs, and services reflect – thus obtain the full educational, instructional, and developmental benefit of – the diversity of the district and/or surrounding districts. Such strategies may include, but are not limited to:

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- Developing flexible integration and diversity targets and enrollment systems to
 ensure that each school generally reflects the demographic diversity of the
 district and/or surrounding districts;
- Implementing classroom placement strategies to ensure that each classroom
 is diverse and that students receive the full educational and other benefits of
 diversity;
- Applying an equity index algorithm, publishing data regularly to monitor whether
 integration goals are being met, and adjusting goals, policies, and practices in
 light of the evidence of how well they are succeeding and how they can be
 improved. The index identifies tracking, resource allocation, desegregation of
 suspensions/expulsions by age, gender, race, ethnicity, and home language;
- Creating partnerships or regional districts or consolidating with nearby districts
 to address socioeconomic and racial isolation across districts;
- Re-drawing school zones, strategically selecting new school sites, and creating
 un-zoned schools with weighted enrollment (e.g., enrollment preferences or
 weighted lottery) to increase integration;
 - Providing transportation and other logistical support to ensure that segregated housing patterns do not prevent students from attending integrated schools;
 - Investing in professional development to support instructional practices that reflect the tenets of culturally sensitive instruction and disciplinary practices; and/or
 - Developing employment practices that promote a culturally and ethnically diverse workforce.

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293 For students to receive the full educational and other benefits of diversity, equity, 294 and integration, not only should students attend integrated and/or diverse schools 295 wherever possible, but integration, diversity and equitable practices should be woven into 296 the fabric of each district's and school's culture. As such, to the greatest extent possible, 297 districts and schools should consider integration, diversity and equity when making 298 decisions about staff recruitment and training, pedagogy and curriculum, parental 299 involvement efforts, and extracurricular activities. Specific strategies may include, but are 300 not limited to:

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- 303 multiple languages, and providing transparency in the development, 304 implementation, and evaluation of integration strategies;
- Developing programs that attract a diverse student body and meet the unique
 needs of students within each school;

Soliciting community and parental feedback through accessible means and in

- Encouraging targeted staff recruitment efforts so that school staff reflect the diversity of New York State and that all students receive the educational and other benefits of that diversity;
- Distributing resources within and across schools and programs according to
 students' needs; and
- Providing professional development focused on culturally and linguistically
 responsive instruction and strategies to support integrated learning
 environments within each school.
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316 Desired Outcomes

- Identify the opportunity-to-learn disparities many students face that appear to
 be based on race, ethnicity, sexual orientation, gender identity, special
 learning needs, family income, home zip code, language barriers, and
 citizenship status.
- All parents and families receive timely and complete information regarding
 children's rights and opportunities to learn as prescribed by state law and
 regulations.

324	 Identify the social, political, policy, and legal obstacles the NYS Board of
325	Regents must confront to address these disparities and ensure all students
326	have equitable opportunities to prepare for college, careers, and civic
327	engagement.
328	 Utilize published and ongoing research studies to present research-based
329	policies and best practices regarding socioeconomic and racial integration.
330	 Recommend to the Board of Regents how it can best prioritize socioeconomic
331	and racial integration and create a vision for school districts and individual
332	schools and encourage both schools and school districts to work together to
333	create inter-school and inter-district solutions.
334	 Recommend to the Board of Regents and to elected officials at all
335	governmental levels policies, legislation, and budgetary priorities to engage
336	educational institutions as well as other city and state agencies in promoting
337	diversity, equity, and integration.
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339	Proposed Handling
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341	This draft policy statement is being submitted to the P-12 Education Committee for
342	consideration and discussion at the XXXX meeting of the Board of Regents.
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344	Procedural History
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346	At the April 2017 Board of Regents Meeting, the Department presented two "high
347	concept ideas" regarding the promotion of socioeconomic and racial integration through
348	its ESSA Consolidated State Plan. On May 9, 2017, the Board of Regents published its
349	draft ESSA Consolidated State Plan for public comment. After an extensive, 18-month
350	long public engagement process, the Department, with Board approval, submitted New
351	York State's ESSA plan to the USDE for review on September 17, 2018. On January 17,
352	2018, the USDE approved the State's plan that included provisions implementing those
353	high concept ideas.

At the June 2017 Board of Regents meeting, the Department presented a draft policy statement on Promoting Diversity: Integration in New York State. Also at that

356	meeting, a Research Work Group was appointed to oversee the work of the Board and
357	the Department to promote greater diversity and equity within New York State's schools
358	and districts. At subsequent meetings of the Work Group, the policy statement has been
359	revisited and refined.
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361	Related Regents Items
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363	Promoting Diversity: Integration in New York State, April 2017 Presentation to
364	Board of Regents:
365	http://www.regents.nysed.gov/common/regents/files/FB%20Tuesday%20-
366	%202%20Promoting%20Diversity%20-
367	%20Integration%20in%20New%20York%20State.pdf
368	
369	Draft Policy Statement on Promoting Diversity: Integration in New York State,
370	June 2017 Discussion Item:
371	https://www.regents.nysed.gov/common/regents/files/617p12d5.pdf
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373	Recommendation
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375	It is recommended that this be a continued discussion at the September Board of
376	Regents meeting.
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378	Timetable for Implementation
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380	Next steps will be determined at the September Board of Regents meeting.
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ii https://www.census.gov/data/tables/time-series/demo/income-poverty/historical-poverty-thresholds.html
iii http://www.vocal-ny.org/wp-content/uploads/Rising-Homeless-in-New-York-State-2016-2.pdf

vii https://scholarlycommons.law.northwestern.edu/cgi/viewcontent.cgi?article=1150&context=njlsp

ⁱ https://www.census.gov/quickfacts/

iviv http://www.vocal-ny.org/wp-content/uploads/Rising-Homeless-in-New-York-State-2016-2.pdf

 ^v https://www.nytimes.com/2018/10/15/nyregion/homeless-students-nyc-schools-record.html
 ^{vi} http://williamsinstitute.law.ucla.edu/wp-content/uploads/Durso-Gates-LGBT-Homeless-Youth-Survey-July-2012.pdf

viii http://www.centerforpubliceducation.org/system/files/Rural%20School%20Full%20Report.pdf

^{ix} http://equityinedny.edtrust.org/wp-content/uploads/sites/14/2018/05/Within-Our-Reach.pdf

* https://www.advocatesforchildren.org/sites/default/files/library/gaps_in_social_workers.pdf?pt=1
 *i https://www.advocatesforchildren.org/sites/default/files/library/access_denied.pdf?pt=1
 *ii "Mayor de Blasio Isn't Even Trying to Deliver Good Schools for New York City's Blacks." Parenting While Black Open Letter to the Mayor. New York Post. September 9, 2018.