INDEPENDENT SCHOOL DISTRICT NO. 625
Saint Paul, Minnesota
COMMITTEE OF THE BOARD MEETING
Administration Building
360 Colborne Street

February 13, 2018
4:30 PM

A G E N D A

I. **CALL TO ORDER**
   A. Introductions
II. **AGENDA**
   A. Superintendent's Update
   B. Standing Item: SEAB Report
   C. SPPS/SPFT District Integration Committee Update
      1. Introduction
      2. Presentation 2
      3. Discussion
      4. Action (Acceptance of Report)
   D. 2018-2019 Budget Guidelines
      1. Introduction
      2. Presentation 62
      3. Discussion
      4. Action (Acceptance of Report)
   E. FY2019 General Fund Budget Update
      1. Introduction
      2. Presentation 63
      3. Discussion
      4. Action (Acceptance of Report)
III. **ADJOURNMENT**
IV. Work Session: External Partnerships, Committees, and School Assignments

Integration Task Force Report

Established and Appointed by the St. Paul Federation of Teachers and the St. Paul Public Schools

February 12, 2018

St. Paul Federation of Teachers

February 13, 2018

St. Paul Public Schools

Task Force Background

- **Task Force Members**—14 people from the community and SPPS teachers, principals, central office, parents, and one student
- **Leadership**—Three representative co-chairs
- **Duration**—20 meetings held over 14 months
- **Final Report**—37 pages, submitted 12/31/2017
- **Host Institutions**—SPFT and SPPS

Our Charge

The task force shall recommend to the Board...

shared definitions and values related to school integration as well as **specific goals** and **actions steps** reflective of those values.

Task Force Critical Findings

I. Integration promotes increased academic achievement and improved life outcomes for all students

II. Integration promotes important civil and social benefits for all students

III. Segregated schools are associated with lower academic achievement

Definition of Integration

Integration is the inclusion of different racial, socioeconomic and ethnic groups to remove the legal and social barriers that perpetuate disparities in student achievement.

Integration…

Integration values multiple perspectives and practices within curriculum, staffing, and decision making, within the school and district that serve the purpose of eliminating education inequities.

Integration…

Integration is more than just diversity and racial desegregation (count the people); it is inclusion and belonging (the people count).

It is foundational for equal and equitable access to education resources for all students.

Integration…

The Task Force identified eight values by which integration could be recognized in individual schools:

Student Achievement	Student Experience
Demographics	Staffing
Curriculum	Governance
Resources	Community

An Integration Model

The Task Force began work on a model to document integration characteristics on a school by school basis so indicators of integration could be identified and measured.

An Integration Model

(Continued)

Rather than limit measurement to "integrated" or "not integrated" Task Force model sought to identify:

- Schools trending toward integration
- Schools closest to meeting the conditions of integration
- Schools trending away from integration

An Integration Model

(Continued)

Task Force members did not reach full agreement on which characteristics could be measured.

Task Force recommends school district engage a variety of stakeholders in the development of such a model.

We have offered two case studies in Saint Paul worthy of more study.

Goals and Action Steps

The Task Force identified goals and corresponding actions steps in these general categories:

1. District, Parents/Families and Community
2. Demographics
3. Parents and Families
4. Title 1 Schools
5. Accountability
6. Diverse Workforce
7. Student Placement

Highlighted Goals and Action Steps

1. District, Parents/Families and Community

Goal 1.1: Increase public awareness of the positive value of integration for all students among staff, parents, students and community members

Action Step—Develop ongoing process for community dialogue on school integration

1. District, Parents/Families and Community

Goal 1.6: Ensure that all future major initiatives are measured in light of possible impact on school integration

Action Step—Require an "integration footprint" analysis in advance of approving any major initiative so as to consider whether initiatives will have a positive or negative impact on school integration before they are implemented

5. Accountability

Goal 5.3: Ensure District and schools are aligned with Task Force's shared definition of integration and values

Action Step—SPPS staff create evaluation tool (innovation configuration maps) to monitor integration implementation for various stakeholders

6. Diverse Workforce

Goal 6.2: Monitor the factors that contribute to a strong sense of inclusion for licensed staff of color

Action Step—Create and implement an anonymous Inclusion Survey to administer to licensed staff of color. Collect survey responses to establish baseline data on staff of color's experiences with inclusion

A "To Do" List

Expand Integration work to include secondary schools.

Extend Integration categories beyond race to include at a minimum:

- English Language Learners
- Students in poverty
- Students with disabilities

Engage the wider community in further discussions on school Integration.

Conclusion

The integration of our public school system is the work of every citizen of our community.

Future work on integration must engage the same diversity as our student population.

Successful integration requires “outside the box” thinking and elimination of “silos.”

Our future depends not on what is “lost” but what is “gained.”

Questions and Comments

Integration Task Force Report

Established and Appointed by the St. Paul Federation of Teachers and the St. Paul Public Schools

Submitted December 31, 2017

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Executive Summary

The Integration Task Force was established by the 2015-17 labor agreement between the St. Paul Federation of Teachers (SPFT) and the St. Paul Board of Education (SPPS). The Task Force is comprised of a group of volunteers appointed by SPFT and SPPS in the fall of 2016. The Task Force includes representatives of community organizations, parents, community members, a union official, a school district official, and school principals. The Task Force met over the course of 14 months to assess, discuss, and study school integration. Its charge was to create "definitions and shared values" associated with integration and to recommend "goals and action steps" toward integrating St. Paul's public schools.

The Task Force reviewed numerous studies, government reports, and other materials. From this extensive body of literature on school integration the Task Force made three critical findings:

I. Integration promotes increased academic achievement and improved life outcomes.

II. Integration promotes important civic and social benefits for all students.

III. Segregated schools are associated with lower academic achievement.

The Task Force also identified a range of barriers that inhibits public school integration. The most significant barriers include inertia, fear, a lack of commitment, budget and transportation issues, the tendency to "chase the money," district policies, "too few" White students, disproportionate enrollment, institutional racism, and insufficient residential integration across the city's neighborhoods.

Integration was defined by the Task Force as the "inclusion of different racial, socioeconomic and ethnic groups to remove the legal and social barriers that perpetuate disparities in student achievement" and identified additional values of "inclusion and belonging" to form a foundation for "equal and equitable access to educational resources for all students." The Task Force defined eight key characteristics of integrated schools: student achievement, student experience, demographics, staffing, curriculum, governance, resources and community.

The Task Force began preliminary work on the development of a model to measure integration at a given school and track its impact on student achievement. The Task Force refrained from recommending a model in this report, but highly recommends one be created for long-range integration planning.

The Task Force recommended a series of goals and action steps to forward the development and implementation of school integration in our community. As a subject, "integration" is in and of itself "integrated," meaning that all goals and action steps deeply relate to one another. The Task Force loosely organized goals and action steps in the following categories: broad goals, demographics, parents and families, Title 1 schools, accountability, teaching staff and student placement.

There were numerous subject areas that the Task Force recognized as important for further evaluation and concluded its report with a "To Do" list that policymakers and other stakeholders should address. In conclusion, the Task Force determined integration is an urgent issue required for the long-term vitality of the St. Paul schools and a community initiative that requires all stakeholders to be at the table.

Foreword

This report is the product of 14 months of inspiring and difficult work by a group of dedicated volunteers known as the Integration Task Force (hereafter the Task Force). Task Force members were selected by the St. Paul Federation of Teachers (SPFT) and the St. Paul Schools (the District or SPPS) in the fall of 2016. The contract negotiated by those two parties authorized the creation of the Task Force and charged it with the responsibility to

> *recommend to the [St. Paul School] Board, prior to the conclusion of the 2016-17 school year, shared definitions and values related to school integration as well as specific goals and action steps reflective of those values.*

The Task Force adopted this charge as a mission statement and its fulfillment guided the group's work throughout their research and spirited discussion as they addressed an extremely complicated issue. [Note: The District submits a separate integration plan to the Minnesota Department of Education every three years].

As they worked, Task Force members became acutely aware that many more people and communities within the city were necessary to fully address the issue of school integration and draft a plan for integrating the school district. As a result, the Task Force's mission evolved from "creating an integration plan" to "pointing the way forward" for the creation such a plan by a larger, more racially and culturally integrated group.

As the Task Force's work continued, the members focused primarily on elementary schools. In large part, this decision was made because members believed that, being fewer in number and attracting attendance from wider portions of the city, middle schools and high schools are currently more integrated—at least demographically—than elementary schools. In addition, Task Force members concluded that elementary schools were the best places to begin a lengthy process to integrate St. Paul's Public Schools beyond demographics.

Coming from disparate backgrounds, Task Force members took some time to get acquainted with each other and to supplement their individual knowledge on integration and the issues related to it. Task Force members read widely on the subject of school integration and came to consensus that school integration provided positive benefits for all students attending the St. Paul Public Schools and long range benefits for the wider community.

To address shared definitions and values, Task Force members drafted a working definition of integration and outlined eight defining characteristics of integrated schools.

In the spring of 2017, the Task Force asked for an extension of its original deadline to September 30, to have adequate time to draft goals and action steps toward the integration of the St. Paul Public Schools. As that deadline neared and their work continued, the Task Force requested a second extension to December 31, 2017.

Throughout their research and discussion, different task force members developed deep knowledge about subtopics within the larger subject of school integration, with a core group drafting sections of this report associated with their expertise during the writing process. The result was a mixture of writing formats and styles. In the interests of time and to preserve the integrity of each individual's

work, Task Force members elected not to assign a specific individual to redraft the report in a single writing style.

There is an old expression that a camel is a horse designed by a committee. Indeed, the Task Force is a committee and its members recognize this report as something of a camel in terms of style. Nevertheless, the committee stands behind its contents and believe that it points the way forward for continued efforts by SPFT, the District and the wider community to unite and move forward in the development of a school integration plan beneficial to all students and the wider community.

Respectfully submitted by Task Force Co-chairs,

Mr. Roger Barr	*Dr. Bryan Bass*	*Dr. Dana Carmichael-Tanaka*
St. Paul Community Member	*SPPS Principal*	*St. Paul Parent*

December 31, 2017
St. Paul, Minnesota

Revised 02/07/2018 for distribution.

The Case for Integration

Task Force members began their mission with a wide range of ideas and concerns about school integration. The first task was to review existing literature on the subject to understand how other districts around the country had addressed the issue. The Task Force found that there is extensive research documenting positive academic and social outcomes for students of all races who attend integrated schools. For purposes of this report, this body of literature is distilled into three critical findings. Details of these points have been footnoted so readers of this report can review the original sources.

I. Integration promotes increased academic achievement and improved life outcomes.

As a recent report summarized, "[r]esearch shows that African American and Latino students perform better in integrated schools than in schools with higher percentages of students of color."[1] An Amicus Brief submitted by 553 social scientists to the United States Supreme Court[2] found that "[l]ongstanding research on academic achievement has concluded that there are modest positive effects on the achievement levels of African American students who attend desegregated schools."[3]

The impact of integration has no negative effect on the achievement of White students. As the Amicus Brief cited above concluded, "studies have confirmed earlier findings that school desegregation has had little or no measurable negative impact on the test scores of White students."[4] As a result, integrating schools may be an effective way to reduce the so-called achievement gap. A recent meta-study concluded that "[a]ttending racially diverse schools is beneficial to all students and is associated with smaller test score gaps between students of different racial backgrounds, not because White student achievement declined, but rather that Black and/or Hispanic student achievement increased."[5]

The positive impact of integration on students of color, in particular, can be both significant and broad. As a recent Guidance by the Department of Education from earlier this year reported, "[c]ompared to Black students who attended racially isolated schools and their older siblings who attended segregated schools, Black students who attended schools under court-ordered desegregation had significantly

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[1] Adai Tefera, Erica Frankenberg, Genevieve Siegel-Hawley, and Gina Chirichigno, Civ. Rts. Proj., *Integrating Suburban Schools: How to Benefit from Growing Diversity and Avoid Segregation* at 4 (2011) ("*Integrating Suburban Schools*").

[2] The Amicus Brief was submitted by 553 "social scientists and scholars who have extensively studied issues related to school desegregation, diversity and race relations in K-12 schools. Collectively, *amici* include 553 researchers from 42 states and the District of Columbia and 201 different educational institutions and research centers throughout the United States, extending across numerous disciplines, including education, psychology, sociology, economics, political science, and history." Brief for 553 Social Scientists as Amicus Curiae at 1, *Parents Involved in Cmty. Sch. v. Seattle Sch. Dist. No. 1*, 551 U.S. 701 (2007) (No. 05-908) ("Amicus Brief for 553 Social Scientists").

[3] Amicus Brief for 553 Social Scientists, *supra* note 2, at 7 (reviewing multiple studies).

[4] Amicus Brief for 553 Social Scientists, *supra* note 2, at 8. The Brief went on to note that "fears that desegregation will undermine their achievement seem unfounded." *Id*. at App. 19.

[5] Amy Stuart Wells, Lauren Fox, and Diana Cordova-Cobo, Century Found., *How Racially Diverse Schools and Classrooms Can Benefit All Students* at 12 (2016) ("*Racially Diverse Schools*") (emphasis in original) (citing multiple studies).

greater academic achievement and educational and occupational attainment; increased adult earnings; a reduction in the probability of incarceration; and improved health outcomes."[6]

Integration has been shown to improve graduation rates, parental involvement, and post-education income. For example, "[a]ttendance at desegregated schools . . . is associated with higher graduation rates from high school by [students of color]."[7] Additionally, "[r]esearch further shows that desegregated school systems tend to have higher levels of parental involvement, which may be due to the fact that there are greater incentives for all residents, regardless of race or class, to commit their resources to the success of the school system as a whole in districts where schools are racially integrated."[8] Lastly, "[l]abor market studies have also found that African Americans who attended desegregated schools have higher incomes than their peers in segregated schools."[9]

II. Integration promotes important civic and social benefits for all students.

Recent studies show that students who have greater levels of interracial contact have more tolerant and inclusive viewpoints about individuals of different racial groups than students who have less interracial contact. As a joint report by the United States Department of Education and the United States Department of Justice explained, "[r]acially diverse schools provide incalculable educational and civic benefits by promoting cross-racial understanding, breaking down racial and other stereotypes, and eliminating bias and prejudice."[10] Further, "[r]acially integrated schools are associated with a reduction in racial stereotypes and greater cross-racial understanding among all students."[11] As the Amicus Brief submitted by 553 social scientists explained, "[s]tudents who have greater levels of intergroup contact are also more likely to evaluate exclusion of individuals on the basis of group membership as wrong and harmful."[12] Moreover, "[w]hite students who attend racially diverse schools demonstrate more racial tolerance than their peers in segregated White environments."[13]

The U.S. Departments of Education and Justice found that "[p]roviding students with diverse, inclusive educational opportunities from an early age is crucial to achieving the nation's educational and civic goals."[14] As the Departments' report clarified, "the Departments recognize, as has a majority of Justices on the Supreme Court, the compelling interests that K-12 schools have in obtaining the benefits that flow from achieving a diverse student body and avoiding racial isolation."[15] Indeed, "[s]tudies also

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[6] United States Department of Education, Improving Outcomes for All Students: Strategies and Considerations to Increase Student Diversity at 10 (2017).
[7] Amicus Brief for 553 Social Scientists, *supra* note 2, at 8 (listing studies).
[8] Amicus Brief for 553 Social Scientists, *supra* note 2, at 9 (listing studies).
[9] Amicus Brief for 553 Social Scientists, *supra* note 2, at 9 (listing studies).
[10] United States Department of Justice & United States Department of Education, Guidance on the Voluntary Use of Race to Achieve Diversity and Avoid Racial Isolation in Elementary and Secondary Schools at 1 (2011) ("Depts. Of Educ. & Just. Guidance").
[11] Tefera et al., Integrating Suburban Schools, *supra* note 1, at 4.
[12] Amicus Brief for 553 Social Scientists, *supra* note 2, at 6 (listing studies).
[13] Tefera et al., Integrating Suburban Schools, *supra* note 1, at 4.
[14] Depts. Of Educ. & Just. Guidance, *supra* note 10, at 1.
[15] Depts. Of Educ. & Just. Guidance, *supra* note 10, at 2.

reveal that students of all racial and ethnic groups who attend more diverse schools report an increased sense of civic engagement than do their more segregated peers."[16]

III. Segregated schools are associated with lower academic achievement.

The joint report of the U.S. Departments of Education and Justice found that "[t]he academic achievement of students at racially isolated schools often lags behind that of their peers at more diverse schools."[17] In a review of the literature, a recent report found that "[t]he bulk of the K–12 educational research on the impact of school racial and socioeconomic composition on measurable academic outcomes documents that attending racially segregated, high-poverty schools has a strong negative association with students' academic achievement."[18]

Segregated schools are also associated with concentrated poverty, which negatively impacts educational achievement. In its recent report to Congress, the Government Accountability Office determined that "[r]esearch has shown a clear link between a school's poverty level and student academic outcomes, with higher poverty associated with worse educational outcomes."[19]

Segregated schools are also associated with other negative academic inputs and outcomes, including more inexperienced teachers, lower quality of resources, higher dropout rates, and higher levels of disciplinary action. As the Government Accountability Office reported, "[o]ur analysis of [Department of] Education data also showed that schools that were highly isolated by poverty and race generally had fewer resources and disproportionately more disciplinary actions than other schools."[20] By contrast, "[i]ntegrating schools leads to more equitable access to important resources such as structural facilities, highly qualified teachers, challenging courses, private and public funding, and social and cultural capital."[21]

Studies have specifically found that "dropout rates are significantly higher for students in segregated, high-poverty schools."[22] The Government Accounting Office concluded that "[s]tudents in [segregated schools] were held back in 9th grade, suspended (out-of-school), and expelled at disproportionately higher rates than students in [desegregated] schools and all other schools."[23] Further, "[d]ue in part to higher teacher turnover, African American and Latino students in predominantly minority schools typically have a greater proportion of teachers who are inexperienced and have lesser qualifications."[24]

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[16] Amicus Brief for 553 Social Scientists, *supra* note 2, at 9 (listing studies).
[17] Depts. Of Educ. & Just. Guidance, *supra* note 10, at 1.
[18] Wells et al., *Racially Diverse Schools*, *supra* note 5, at 12.
[19] U.S. Government Accountability Office, *GAO-16-345*, *K-12 Education: Better Use of Information Could Help Agencies Identify Disparities and Address Racial Discrimination* at 42 (2016) ("GAO Report").
[20] GAO Report, *supra* note 19, at 16.
[21] Wells et al., *Racially Diverse Schools*, *supra* note 5, at 12.
[22] Wells et al., *Racially Diverse Schools*, *supra* note 5, at 14.
[23] GAO Report, *supra* note 19, at 22.
[24] Amicus Brief for 553 Social Scientists, *supra* note 2, at 10-11 (listing studies).

Shared Definitions and Values

Task Force members were requested to articulate "shared definitions" and "values related to school integration." Toward that end, upon studying integration in literature that addressed the subject, Task Force members crafted a working definition of integration they used throughout their work:

> Integration is the inclusion of different racial, socioeconomic and ethnic groups to remove the legal and social barriers that perpetuate disparities in student achievement. Integration values multiple **perspectives** and practices within curriculum, staffing, and decision making, within the school and district that serve the purpose of eliminating educational inequities. Integration is more than just diversity and racial desegregation (**count** the people); it is inclusion and belonging (the people count). It is foundational for equal and equitable access to educational resources for all students.

In further study, the Task Force identified values by which integration could be recognized in individual schools. "Integrated Schools" have the following characteristics:

Student Achievement. Integrated Schools provide high-quality educational opportunities to all of their students, regardless of race, culture and socioeconomic status. Integrated Schools eliminate disparities by race or socioeconomic status in learning, discipline, support services, class participation, and extracurricular activities.

Student Experience. Integrated Schools ensure that all students feel valued, welcome, and respected, regardless of race, culture or socioeconomic status. Integrated Schools promote inclusive learning environments in which all students feel able, and are encouraged, to actively engage in all school activities.

Demographics. Integrated Schools are fully desegregated by race, culture and income at both the school building and classroom level. Each school and classroom reflects racial, cultural and socioeconomic diversity that closely resembles the racial, cultural and socioeconomic diversity of the entire district. In any case, no school that is either a) 90% or more students of color and 90% or more low-income students or b) 35% or less students of color and 35% or less low-income students can be considered integrated, regardless of any other measures.

Staffing. Integrated Schools ensure racial and cultural diversity in the teaching ranks, administrative staffing, and all other personnel in the school. The racial and cultural make-up of each personnel group, including teachers, administrators, and other staff, reflects the racial and cultural make-up of the students in the school.

Curriculum. Integrated Schools incorporate, value, and celebrate the culture, language, history, and intellectual contributions of all racial and cultural groups in rigorous curriculum and all other learning and school-based activities.

Governance. Integrated Schools are governed in a manner that ensures the meaningful participation in decision-making of students, and their family members, from all racial and cultural groups represented in the school.

Resources. Funding, staffing, professional development, support services, and other resources are allocated, re-allocated, or augmented to promote and support Integrated Schools.

Community. Integrated Schools are supported by the District, by way of the District working with district officials and other local and state government officials to design and promote policies and actions that increase integrated housing and reduce racial disparities in a) employment, b) income, c) wealth, d) health outcomes and life expectancy, and e) arrests, prosecutions, and sentencing in the criminal justice system, and by the district communicating the value of integration to families, community members, and community groups.

Barriers to and Status of School Integration in St. Paul

In order to analyze the status of integration in SPPS, the Task Force analyzed a number of data sets. Ultimately, results revealed that integration as defined by the Task Force is very difficult to assess and even harder to foster. The following section outlines key considerations and barriers for the District and SPFT to better understand the urgency behind this report and recommendations. As desirable and beneficial as school integration might be, Task Force members identified a range of barriers that stand in the way of its implementation. Task Force members found that each of these barriers inhibits efforts to integrate schools and that these challenges continue to impact the current status of integration in SPPS. The current conditions and status of integration at SPPS is described according to existing state definitions.

Regardless of whatever metrics the state requires the District to meet with respect to school integration, the Task Force agreed that St. Paul schools are not currently adequately integrated and that integration is an urgent requirement for improving outcomes.

1. Integration Challenges Unique to SPPS as a Large Minnesota Urban District

According to the Minnesota Departments of Education's 2017 web-based report card,[25] SPPS is one of the state's three largest districts. Currently, it is Minnesota's second largest school districts with more than 37,000 students, though Anoka Hennepin and Minneapolis Public Schools (MPS) have comparable total numbers of students. What differs significantly are student populations, as shown in Figure 1. Aside from similar percentages of special education students, the specific population profile differs significantly across the three districts.

SPPS' student population is diverse, with students who speak more than 125 languages and dialects. Approximately 34% of students are English Language Learners, six times more than Anoka Hennepin with 5.6% and 1.5 times more than MPS with 22.6%. Of the three districts, SPPS has the highest number of students eligible for free or reduced price lunch at 69.9%, and though comparable to MPS's 61.8%, is nearly double that of Anoka Hennepin with 33.9%. Perhaps the most striking difference with respect to integration is the comparison between White students and students of color. SPPS has 78.8% students of color and 21.2% White students compared to Anoka Hennepin, with almost the inverse, at 28.6% students of color and 71.4% White students. MPS falls in between the two, with 64% students of color and 34% White students.

Why is this important? Meaningful integration with the number of students of color, English Language Learners, and students eligible for free or reduced price lunch combined with a low percentage of White students will require outside the box thinking.

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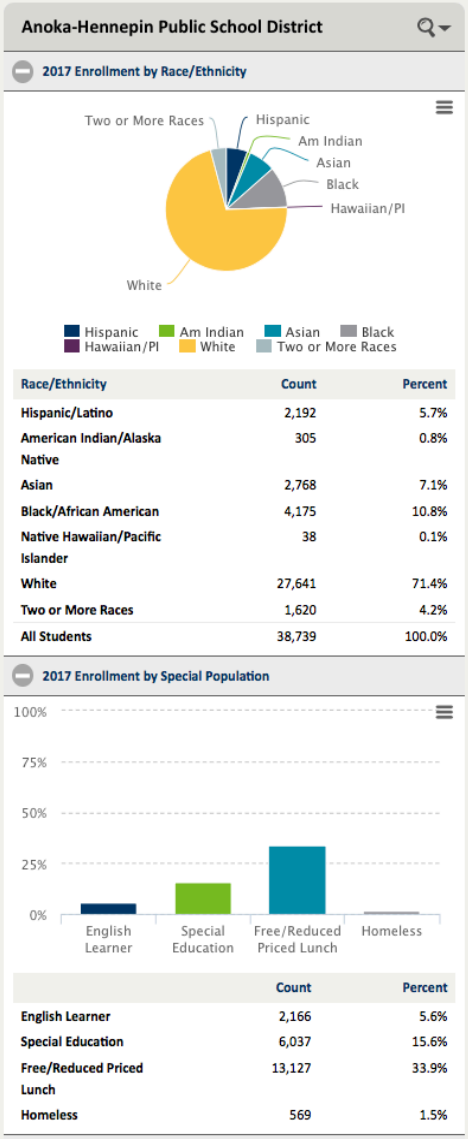
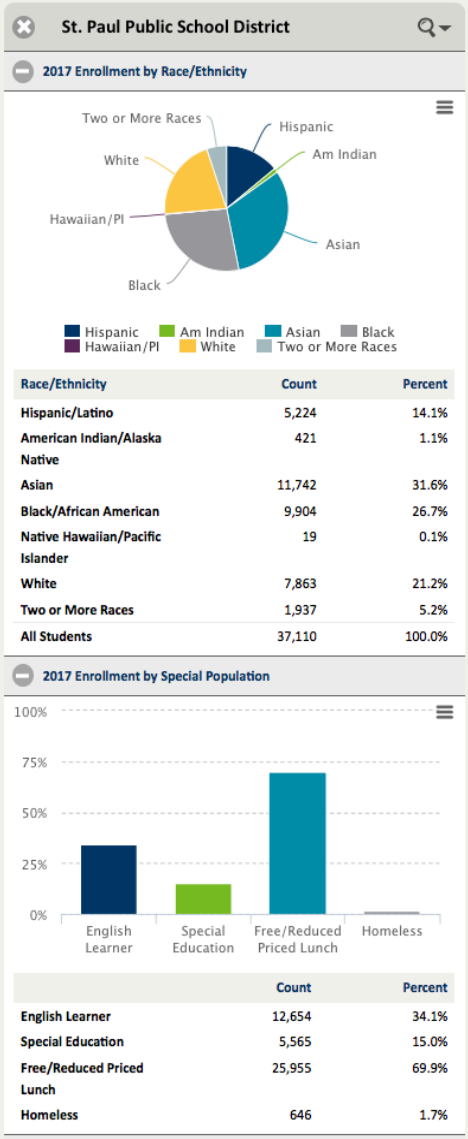
[25] Report Link: http://rc.education.state.mn.us/#demographics/orgId--10011000000__groupType--district__p--3/orgId--10625000000__groupType--district__p--3/orgId--30001000000__groupType--district__p--3.

FIGURE 1. Enrollment Data by Race/Ethnicity and Special Populations for Top Three Minnesota Public Districts for 2017[26]



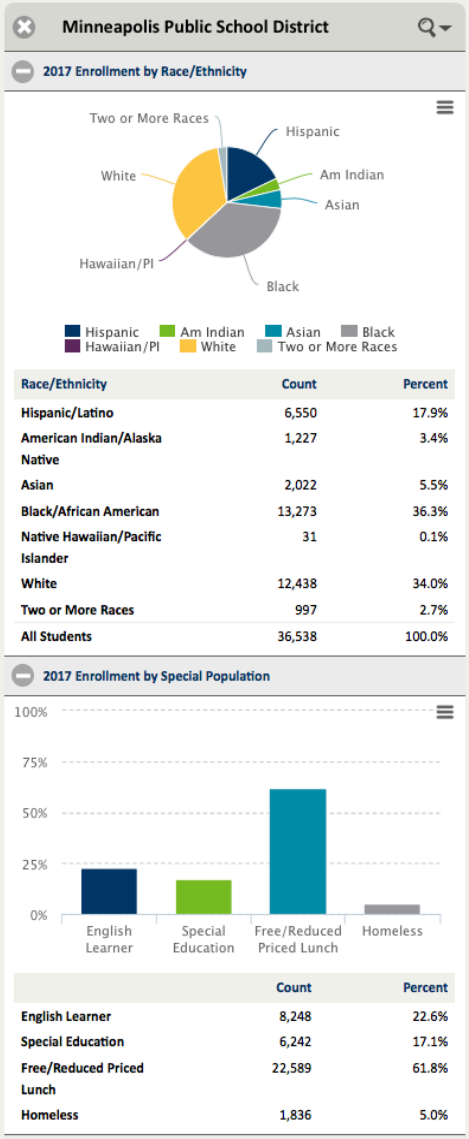
Race/Ethnicity	Count	Percent
Hispanic/Latino	2,192	5.7%
American Indian/Alaska Native	305	0.8%
Asian	2,768	7.1%
Black/African American	4,175	10.8%
Native Hawaiian/Pacific Islander	38	0.1%
White	27,641	71.4%
Two or More Races	1,620	4.2%
All Students	38,739	100.0%

	Count	Percent
English Learner	2,166	5.6%
Special Education	6,037	15.6%
Free/Reduced Priced Lunch	13,127	33.9%
Homeless	569	1.5%



Race/Ethnicity	Count	Percent
Hispanic/Latino	5,224	14.1%
American Indian/Alaska Native	421	1.1%
Asian	11,742	31.6%
Black/African American	9,904	26.7%
Native Hawaiian/Pacific Islander	19	0.1%
White	7,863	21.2%
Two or More Races	1,937	5.2%
All Students	37,110	100.0%

	Count	Percent
English Learner	12,654	34.1%
Special Education	5,565	15.0%
Free/Reduced Priced Lunch	25,955	69.9%
Homeless	646	1.7%



Race/Ethnicity	Count	Percent
Hispanic/Latino	6,550	17.9%
American Indian/Alaska Native	1,227	3.4%
Asian	2,022	5.5%
Black/African American	13,273	36.3%
Native Hawaiian/Pacific Islander	31	0.1%
White	12,438	34.0%
Two or More Races	997	2.7%
All Students	36,538	100.0%

	Count	Percent
English Learner	8,248	22.6%
Special Education	6,242	17.1%
Free/Reduced Priced Lunch	22,589	61.8%
Homeless	1,836	5.0%

2. Going Beyond State Compliance

No other district is like SPPS, so while we may look to other models and exemplary programs, our approach must address St. Paul's context. Success will depend on systemic change, comprehensively planned and strategically implemented. Compliance mandates, required for federal and state funding or grants, must be addressed as opportunities to enhance integration rather than as isolated requirements.

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[26] Source: MDE Report Card, http://rc.education.state.mn.us/ - demographics/orgId--10011000000__groupType--district__p--3/orgId--10625000000__groupType--district__p--3/orgId--30001000000__groupType--district__p--3.

One specific opportunity is when complying with Minnesota Department of Education (MDE)'s reporting for districts with racially isolated schools[27] every three years. SPPS' current Achievement and Integration plan for 2017-2020, reflects requirements in the current achievement and integration statutes and desegregation/integration rule (Minn. Stat. § 124D.861, Minn. Stat. § 124D.862, Minn. R. 3535.0100-0180), but it bears no resemblance to the District's previous plan.[28] While the number of MDE defined racially isolated schools has dropped from seven identified in the 2014-2017 plan to five targeted in the current 2017-20 plan, action steps and details within the two plans are unrelated. Furthermore, the two schools came off the list strictly because their enrollment demographics shifted and not because they had met any of the school specific achievement goals in the plan.

In fact, Achievement and Integration Progress report for SY16-17 indicates that very few goals were met. Figure 2 shows that number of staff receiving foundational racial equity professional development (PD) (Goal 1A) did increase each year as the plan indicates; similarly, the number of staff attending professional development (Goal 1C) also increased. Yet, none of the subgroups of students met the academic achievement targets over three years. The only bright spot is that Black students' graduation rates moved to 71%, exceeding the 69% target.

FIGURE 2. SPPS Achievement and Integration Plan Annual Report 2017: SMART Goals and Results[29]

		Annual Goals			Actual Results		
Activity #	SMART Goal Statement	SY14/15	SY15/16	SY16/17	SY14/15	SY15/16	SY16/17
District Achievment Goals							
1A	The number of staff receiving foundational racial equity PD will increase each year	3,000	3,500	4,000	3,626	4,011	5,223
1B, 3	The graduation rates for students of color will increase to the following rates within three years: American Indian 56%, Asian American 80%, Hispanic 71%, African American 69%			AI: 56%, Blk:69%, As: 80%, His: 71%	AI: 52%, Blk: 69%, As: 78%, His: 69%	AI: 52%, Blk:70%, As: 76%, His: 72%	AI: 50%, Blk: 71%, As: 78%, His: 72%
1C	Increase the number of staff served at MRC-sponsored professional development events to 600 annually by SY 2016-17. Name of the MRC changed fall 2017 to Center for	400	500	600	593	607	637
2	The academic achievement of students, as measured through the percent proficient on the MCA READING, will increase according to overall Achievement and Integration Plan goals (American Indian +13 pts, Asian +14 pts, Hispanic +12 pts, Black +15 pts, White +9 pts.)			AI: +13%pts, As: +14%pts, Blk: +15%pts, His: +12%pts, Wh: +9%pts	AI: +1%pt, As: +4%pts, Blk: +0%pts, His: +1%pt, Wh: -2%pts	AI: -2%pt, As: +6%pts, Blk: +0%pts, His: +2%pt, Wh: +1%pt	AI: -5%pt, As: +4%pts, Blk: -2%pts, His: +1%pt, Wh: +2%pt

Given that the plan did not achieve any of its achievement targets, as shown in Figure 3, one has to ask if increasing the "head count" and "seat time" in professional development is sufficient to close the achievement gap? Ironically, it does not matter because by simply turning in the report, it appears that SPPS may be in compliance. MDE requirements apparently serve one purpose: to help districts comply with state requirements.

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[27] According to the MDE definition.
[28] Both plans are publically available on the district website at https://www.spps.org/Page/29231.
[29] Source: Original data used for SPPS Achievement and Integration Progress report for SY 16-17—Goals and Results 2016-17, available from SPPS upon request.

FIGURE 3. SPPS Achievement and Integration Plan Annual Report 2017: Proficiency and Gaps[30]

MCA Reading	Baseline	2017 Report				
	2013	2017	Prof Increase	2013 Gap	2017 Gap	Gap Change
American Indian	30.9	25.6	-5	39	46.3	7
Asian American	26.6	30.1	4	44	41.8	-2
Hispanic	29.3	29.9	1	41	42	1
African American	25.8	23.8	-2	44	48.1	4
White	70.2	71.9	2	0	0	
All Students	37	37.9	1			
MCA Math	**Baseline**	**2017 Report**				
	2011	2017	Prof Increase	2011 Gap	2017 Gap	Gap Change
American Indian	30.5	13.1	-17	36.3	53	17
Asian American	39.1	33.5	-6	27.7	33	5
Hispanic	31.8	24.5	-7	35	42	7
African American	23.8	19.1	-5	43	47	4
White	66.8	66.0	-1		0	
All Students	40.0	35.2	-5		31	

SPPS, with its unique demographics, cannot afford compliance-only options. Generating new plans every three years that are independent of the past or future will serve only to keep it in apparent compliance and prevent progress. Just because MDE does not require cross-referencing how action steps from one plan relate to the next one does not mean the District cannot. Responsibility falls to SPPS to go above and beyond compliance by generating its own accountability. For example:

- Prior to writing a new plan, the previous plan must be analyzed for what worked and what did not.
- Action steps that did not work must be thoroughly examined to determine why they did not yield intended results before developing new action steps.
- New innovations under consideration should be vetted to ensure synergy with the District's own integration goals and state compliance mandates.
- Prior to submission, someone needs to double-check that all the steps within the plan work together with intended impact throughout the district. Specifically, is the plan comprehensive and are the steps within it cohesive? Will it address issues within the racially isolated schools and also schools on the cusp of becoming racially isolated? Do any action steps work at cross-purposes with the district's strategic plan with unintended impacts?
- Lastly, is the plan substantive enough to work over several years so that when the next cycle of MDE report is due, the district would expect build off current steps?

[30] Source: Original data used for SPPS Achievement and Integration Progress report for SY 16-17—Goals and Results 2016-17, available from SPPS upon request.

3. Barriers to District Policy Implementation

Another impediment to integration in SPPS is the separation of initiatives, programs and policies related to integration. Throughout SPPS, there are pockets of excellence -- in classrooms, in buildings, and in departments -- as a result of individuals intentionally implementing practices they know work. However, key decision-makers work in silos throughout the district, which results in a lack of cohesion of these policies and ultimately, in a lack of cohesion within the District.

Inertia. Significant changes in any institution can be daunting and people often find comfort in the status quo, even when the status quo is inadequate.

Budget. This is an obvious and significant barrier to school districts in general, let alone integrated ones. Currently, SPPS, like many districts across the country, is facing large deficits and looking at where to make cuts. Integration could easily be perceived as invisible in the budgeting process, or programs fostering it could be cut as budget priorities are set.

Chasing the money. Foundations often offer grants to school districts to implement specific programs. In order to receive the funding, school districts sometimes develop this programming designed to secure and service the grant's requirements. Task Force members are concerned that focusing on receiving this grant money can lead to mission creep. Similarly, too many initiatives also can lead to a lack of focus and key initiatives like school integration can go unaddressed.

"Too few" White students. Forty years ago, White students made up the majority of the student population. Schools were desegregated by moving students of color from one school to another. In 2017, the percentages of White students and students of color have roughly reversed. The District now faces the task of moving around White students to address integration.

District policies. Task Force members encountered instances where district policies had unintended consequences that worked against integration. For example, the development of geographic zones created boundaries that isolated schools. Some academic programs were only available at specific schools, which attracted some students and at the same time denied opportunities to other students.

4. The Minnesota Paradox—Alive and Well in St. Paul

According to Craig Helmstetter, Ph.D., Senior Research Manager at Wilder Research and Project Director for Minnesota Compass, "Minnesota Paradox" is a growing crisis.

> *While our state ranks among the very best in overall quality of life, we also rank among the very worst in racial and ethnic disparities. Professionals in fields ranging from education and employment to health and housing – as well as grassroots advocates and the affected communities themselves – have been working hard to close gaps.*
>
> *In other words, Minnesotans have been inspired into action (or embarrassed into action), at least in part by the inequity evident in the data. Compass tracks a number of key measures related to these topics, and nearly all continue to show stubbornly large racial gaps.*[31]

Insufficient residential integration. Many of our city's neighborhoods are not well integrated by race and socio-economic status. This lack of integration in our neighborhoods requires the school district to transport students from one neighborhood to schools in another neighborhood. The Task Force members note, with some irony, that the schools are charged with a responsibility of achieving an integrated school population when the communities in which the students live are not integrated.

Lack of commitment. Many St. Paul families with school age children are not necessarily committed to school integration. Evidence of a lack of commitment exists on both sides of the color line. Task Force members heard anecdotal stories about White families' concerns that school integration would in some way harm the academic achievement of their children, and that "progress" for students of color would be at the expense of progress for White students. This lack of commitment is evident among government policy makers at all levels.

Similarly, Task Force members heard stories among communities of color who were dissatisfied with SPPS and, ultimately, selected race and culturally specific schools for their children. They felt their children would have a better educational experience in a learning environment where they saw educators who looked like them and were represented in the curriculum. Because of the negative educational experiences of some families of color, education leaders in SPPS have had difficulty mobilizing communities of color to integrate district schools.

Institutional racism. Racism can be enacted individually or institutionally. Institutional racism operates at a population level, whereby the dominant or White cultural group imposed policies or practices that advantage Whites and disadvantage other racial groups. These practices are embedded in the operations of institutions and have become normalized. They may or may not be perpetuated consciously. In the Appendix, please see SPPS Racial Equity Policy 101.00 where this is contextualized for schools, although schools are not unique in experiencing inequities driven by institutional racism. Enacting policies that address racism does not inherently discontinue racist practices.

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[31] Source: http://www.mncompass.org/trends/insights/2016-08-16-disparities-trends.

5. Barriers for Meaningful Integration Across St. Paul Public Schools

There are 56 K-8 schools/programs in SPPS. Because of the complexity of integration and time constraints, the Task Force limited its analysis to uncovering how race and poverty impact a student's experience from Pre-K through 8th grade, though the committee strongly recommends the district continue to analyze how the lack of intentional integration efforts are impacting all of St. Paul's students.

Transportation. Historically, transportation (or busing) has been one of the proposed "solutions" to integrate schools. For decades, school districts throughout the country bused students of color in efforts to desegregate schools. In St. Paul**,** 81 percent of public school students are assigned a bus to school. In a district with 70 percent free or reduced price lunch population, many families lack resources to self-transport to school. In cities like St. Paul that have segregated neighborhoods, transportation can have a big impact on integration.

Disproportionate enrollment. Neighborhood schools tend to reflect the racial make-up of the neighborhoods. In some neighborhoods, the city of St. Paul's housing is highly racially segregated. This stems from a history of racial segregation by policy (redlining in lending) and practice (concentration of low-income and workforce housing in certain neighborhoods).

Fear. There is an element of concern that significant changes to integrate schools and programs will cause families to leave SPPS. Because revenue is calculated on a per student basis, the loss of a significant number of students would mean less revenue for SPPS to serve the needs of all students.

An Integration Model

As stated elsewhere in this report, the Task Force defines integration as something more than using various demographic elements to balance school enrollments. Using the Task Force's definition, integration also includes "multiple perspectives and practices within curriculum, staffing, and decision making, within the school and district that serve the purpose of eliminating educational inequities."

The Task Force began work on a model to document these integration characteristics on a school by school basis so that their presence (or absence) could be quantified and the impact on the presence (or absence) of the different characteristics on academic achievement could be measured. Rather than classifying a school as simply "integrated" or "not integrated" the Task Force took a broader approach, creating three classifications to show progress toward integration: schools whose individual characteristics were trending toward integration, schools closest to meeting the conditions of integration, and schools that were trending away from integration.

While Task Force members embraced the idea of the development of such a model, members did not reach agreement on exactly which characteristics could be measured. Neither did the Task Force reach agreement on the high and low ranges of parameters to use for measurement. Task Force members agreed that recommending a "draft" model to the Board and SPFT would be inappropriate, and instead embraces the concept of such a model for future analysis. The Task Force recommends that the school district engage a variety of stakeholders in the development of such a model. Ideally, an audit to identify the extent of segregation in SPPS and address the aforementioned silos would precede the development of a model. Part of the audit could identify schools that are trending toward or are closest to meeting the conditions of integration. The Task Force is happy to share the model it worked on with those who continue the work initiated by the Task Force.

Case Studies

One of the problems facing SPPS in integrating its elementary schools is that the city of St. Paul itself is not integrated. This means that to further integrate our schools we need to increase the number of students of color and/or students qualifying for free or reduced price lunch at neighborhood schools that are in Whiter and more affluent neighborhoods. SPPS also needs to attract White and/or more affluent families to choose schools in neighborhoods that are less affluent and have higher percentages of people of color. Both strategies have unique challenges. There are a handful of elementary schools within SPPS that show promise and could be models for the rest of the district in terms of integration and achievement. Two schools that the Task Force identified as showing progress toward meeting the conditions of integration envisioned by the Task Force are Chelsea Heights and Battle Creek Elementary.

Chelsea Heights Elementary

Chelsea Heights is in a predominantly White neighborhood but it attracts students from all backgrounds. All students achieve at a higher levels than district averages for their corresponding demographics. This achievement is attained with less resources than district averages.

- Chelsea Heights sits in St. Paul's Como Park neighborhood. Como Park is 79% White. Median household income is more than $15,000 above the city average.[32]
- Chelsea Heights enrollment is 53.5% students of color, 30% higher than the neighborhood.[33]
- Chelsea Heights enrollment is 46.5% free or reduced price lunch, district average is 69.9%.[34]
- Chelsea Heights achievement, based on 5th grade MCAs, are above district averages for White, Black, and Asian in math, reading, and science.[35]
- Chelsea Heights receives funding levels on a per pupil basis (building allocation/enrollment) in the bottom 30% of all SPPS elementary schools.[36]

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[32] http://www.mncompass.org/profiles/neighborhoods/st-paul/como.
[33] http://rc.education.state.mn.us/#demographics/orgId--10625425000__p--1.
[34] http://rc.education.state.mn.us/#demographics/orgId--10625425000__p--3/orgId--10625000000__groupType--district__p--1.
[35] http://rc.education.state.mn.us/#mySchool/orgId--10625425000__p--1/orgId--10625000000__groupType--district__p--1.
[36] https://www.spps.org/cms/lib/MN01910242/Centricity/Domain/10652/FY18%20Proposed%20Budget%20Summary.pdf, page 30.

Battle Creek Elementary

Battle Creek is in a diverse neighborhood, and its enrollment reflects that diversity. Though White students make up for less that the district wide average Battle Creek has substantial percentages of Asian, Black, Latinx, and White students. Achievement for all these demographics exceeds district averages. Although funding levels for Battle Creek are above the district average for all SPPS elementary schools, they are in the bottom 25% of funding for similar high-poverty schools.

- Battle Creek sits in St. Paul's Battle Creek-Highwood neighborhood. Battle Creek-Highwood is 40% White, 23% Black, 20% Asian, 11% Latinix, and 5% two or more races. Median household income is approximately $1,500 below the city average.[37]
- Battle Creek enrollment by race is approximately 35% Asian, 28% Black, 15% Latinix, 12% White, two or more races 8%, Native American 2%.[38]
- Battle Creek enrollment is 79.2 % free and free or reduced price lunch, district average is 69.9%.[39]
- Battle Creek achievement, based on 5th grade MCAs, are above district averages for White, Black, Asian, and Latinix in math, reading and science.[40]
- Battle Creek receives funding levels on a per pupil basis (building allocation/enrollment) in the bottom 60% of all SPPS elementary schools.[41]

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[37] http://www.mncompass.org/profiles/neighborhoods/st-paul/battle-creek-highwood.
[38] http://rc.education.state.mn.us/#demographics/orgId--10625422000__p--1/orgId--10625000000__groupType--district__p--1.
[39] http://rc.education.state.mn.us/#demographics/orgId--10625422000__p--3/orgId--10625000000__groupType--district__p--1.
[40] http://rc.education.state.mn.us/#MCAMTAS/orgId--10625422000__test--MCA-III__subject--all__grade--05__categories--Black__p--1/orgId--10625000000__groupType--district__test--MCA-III__subject--all__grade--05__categories--Black__p--1.
[41] https://www.spps.org/cms/lib/MN01910242/Centricity/Domain/10652/FY18 Proposed Budget Summary.pdf page 30.

Possible Approaches to Integrate St. Paul Public Schools

In addition to other research, the Task Force discussed and reviewed integration plans from other school districts. The review of these plans was not exhaustive nor comprehensive, but the general overview of these plans was helpful to the Task Force in considering possible integration strategies. The Task Force believes that review of these plans, along with the plans of additional districts, would be useful to the District in considering integration options in St. Paul.

The descriptions below are overviews of current or recent policies of the districts reviewed. The list of districts is organized by alphabetical order only, and the order below is of no other significance.

Berkeley, California

Berkeley operates a managed choice plan, where families submit school choices and the district considers both the family's choice and the demographics of the schools in assigning students. The district assigns each student a diversity score that is based not on the individual student's demographics but on the neighborhood in which the student lives, based on neighborhood-wide measures of household incomes, education level of adults, and the racial composition of the neighborhood's children. As a result, all students within each neighborhood are assigned identical diversity indices, regardless of their own racial identity or socioeconomic status.

Cambridge, Massachusetts

Similar in some respects to Berkeley, Cambridge uses a controlled choice program, but it is based on socioeconomic status of the student, rather than race or neighborhood. The district also imposes a numerical limit on the percentage of low-income students that can attend any particular school. In Cambridge, all schools must be within plus or minus ten percentage points of the district's overall average eligibility for free or reduced price lunch.

Clinton, Mississippi

In Clinton, school buildings are designated for only one or just a few grades, rather than the traditional K-6 or middle school structure. For example, all sixth-grade students in the district attend the same school, regardless of where they live or their individual demographics.

Louisville, Kentucky (Jefferson County)

The Jefferson County school district is a larger district that incorporates the city of Louisville and a number of surrounding suburbs. Through this metropolitan-wide structure, the district is able to draw a much more diverse group of students than any single community could draw on its own. The district relies on the neighborhood of students, rather than individual student characteristic's (similarly to Berkeley). The district imposes a limit on the number of students from "low-opportunity" neighborhoods in each school.

Lynn, Massachusetts

Unlike other districts, Lynn considers both the race of the student and the racial balance at individual schools (rather than neighborhood demographics or socioeconomic status). In addition, the program in Lynn goes beyond mere balancing of students and requires curricular and professional development specifically designed to improve interracial relations.

Morris, New Jersey

Similar in some respects to Jefferson County, Morris is a larger district that is comprised of the merger of two school districts into one. In addition, Morris has responded to changing demographics by hiring sufficient multilingual faculty and staff.

Rock Hill, South Carolina

Facing racial imbalances in both elementary and high school buildings, Rock Hill adjusted its attendance zones and student assignment plan to create more integrated school buildings. In doing so, Rock Hill created a citizen advisory committee to have an active role in shaping the policy and monitoring its impact.

Goals and Action Steps

As part of its charge, the Task Force was asked to articulate goals and action steps addressing school integration. This proved to be a daunting task both in terms of setting priorities and organizing goals and action steps by type or category. Several proposals for organizing and prioritizing goals were discussed and rejected for one reason or another. The difficulty in prioritizing and organizing goals and action steps into any kind of ranked sequence suggested to Task Force members that all of the goals and action steps we generated had a shared importance and would be supported (or perhaps opposed) by different segments of school and wider community. The discussion around prioritization and organization steps did produce a handful of categories that Task Force members tended to agree upon, though they may have labeled them differently.

Those general categories are the organizational structure chosen for this report. Task Force members want to emphasize that all of the goals and action steps outlined here are considered important and closely interrelated. The numbering system employed here is for the sake of organization and should not be interpreted as an indication of the priorities of the Task Force. All of the recommendations are a priority.

The goals and action steps articulated here were conceived in a pure environment. That is the Task Force considered what should be done or could be done, but did not take extended time to investigate whether the school district was already addressing these goals and taking these or similar action steps. Neither did the Task Force attempt to temper their recommendations against the barriers identified earlier, or the cost to implement them. Task Force members understand that some of these goals will be considered "impractical" for political or budgetary reasons. Task Force members chose not to be limited by "practicality" but by what was possible and what should be done to achieve a goal.

1. Broad Goals for District, Parents/Families and Community

Both the school and wider communities tend to perceive integration in purely demographic terms. That is, most people look at integration as racially balancing enrollment at each school. Though critically important, the Task Force believes "integration" encompasses far more than just demographics. Widening the definition of "integration" is deemed critical to future success in integrating individual schools and the district as a whole.

Goal 1.1: Increased public awareness of the positive value of integration for all students among staff, parents, students and community members.

- **Action Step:** Develop ongoing process for community dialogue on school integration. The Task Force members see this as a continuing process rather than something done one time.

Goal 1.2: Public looks at integration beyond standard demographic "numbers" but also in terms of "thinking" integration in terms of curriculum, instruction, discipline and other elements.

- **Action Step:** Audit curriculum for how "integrated" it is (unless such an assessment already exists), as a first step in this process.

- **Action Step:** Create integration publication to help students, parents and community members to understand the value of integration for all students, noting that: White students generally do just as good academically in integrated schools as they do in predominantly Whiter schools; students of color generally do better in integrated schools than "racially isolated" schools.

Goal 1.3: Engage the wider community in addressing systemic issues that impact student achievement, in particular socio/economic inequalities.

- **Action Step:** Partner with the City of St. Paul, Ramsey County, Met Council, and any other government agency to reduce three major impediments to a child being prepared to receive an excellent education: poverty, housing insecurity and segregated neighborhoods.

Goal 1.4: A long-range plan is in place to integrate SPPS and individual schools.

- **Action Step:** Extend work of this Task Force or an expanded task force to monitor implementation of broad goals at the "ground level."

Goal 1.5: Measure the presence or absence of integration characteristics on a school by school basis.

- **Action Step:** Create a model that measures the presence or absence of integration characteristics and measures the impact on student achievement.

Goal 1.6: Ensure that all future major initiatives are measured in light of possible impact on school integration.

- **Action Step:** Require an "integration footprint" analysis in advance of approving any major initiative so as to consider whether initiatives will have a positive or negative impact on school integration before they are implemented.

2. Demographics

Integrating the St. Paul Public Schools involves balancing demographics in schools across the district and thinking about integration in broader terms that embraces inclusiveness. Integration will involve operational changes that could make currently racially segregated schools be more attractive to all students. The Task Force felt too limited in expertise and time to plunge deeply into operations, but these strategies were identified during the course of the Task Forces' work.

The Task Force strong believes that "outside the box" thinking is needed to develop successful integration strategies. The goals and action steps outline in this category are intended to model examples of future "outside the box" thinking in addition to the actual recommendation being made.

Goal 2.1: Integrate the St. Paul Public Schools.

- **Action Step:** Draw boundary lines even more aggressively for pro-integrative results where practicable, particularly at schools that are predominately White and/or predominately non-free-or-reduced-price lunch.

- **Action Step:** Partner with neighborhood districts on enrollment "exchanges" or joint magnets to achieve integration.
- **Action Step:** Facilitate limited intra-district expansions that are pro-integrative (e.g. certain neighborhoods get transportation outside of their attendance area to attend designated low-poverty schools, such as expanding the Reflecting St. Paul program).
- **Action Step**: Implement grade realignment strategies – like Clinton, MS (although perhaps not just one grade per school).
- **Action Step:** Consider allowing students who attend racially isolated schools to receive priority enrollment status the rest of their SPPS career:
    - *The district could award this to all students that attend a racially isolated elementary school, for example.*
    - *Students that attend "X" number of years at one of these schools gain some sort of enrollment priority in middle and high school for every school in SPPS.*
    - *For example: a family living in Mac-Groveland sends their child to a racially isolated school(s) for 4th and 5th grade. They then receive a priority enrollment into a school, where they really want their children to attend over their neighborhood school(s) at a nonracially isolated school(s).*
    - *This would be another incentive to attend SPPS' most segregated schools. It would seemingly be of little expense, unless of course transportation was provided for these students.*
- **Action Step:** Consider creating district-wide integration magnet**s,** bearing in mind any unintended impact on a neighborhood school.

Goal 2.2: Guarantee that all students have access to transportation to enable them to attend the school of their choice.

- **Action Step:** Rethink current transportation strategies, focusing on using transportation as a tool for integrating schools rather than a simple expense that could be cut to save money.
- **Action Step:** Work in partnership with Metro Transit Commission (MTC) to provide transportation options for students.

3. Parents and Families

With more than one hundred languages spoken by SPPS families, Task Force members recognize the immense challenges of fully communicating with students' parents and family members. Task Force members also recognize that language barriers, work schedules, and a sense of feeling isolated in the public education system discourage many parents and family members from actively participating in their children's education, whether it be working with the teachers, participating in school events or being involved in policy decisions at the school or district level. Toward integrating parents more deeply in our public education system, Task Force members suggest the following goals and action steps.

Goal 3.1: Re-examine parent outreach and engagement with the goal of getting more communities, especially of color, substantively involved at both the school and district level.

- **Action Step:** Increase parent involvement in schools through creation of Parent-Teacher Organizations (PTOs) at all schools.
- **Action Step:** Consider having schools with strong PTOs mentor schools that do not have a PTO in the development of a strong organization.
- **Action Step:** Encourage election of parents of color as PTO officers.
- **Action Step:** Ensure that fundraising activities include parents of color and parents who are low income.
- **Action Step:** Provide practical steps parents and communities can use to increase integration and community engagement in their own schools.
- **Action Step:** Charge PTOs or site councils to look at their school's integration realities and plans.

4. Title 1 Schools

The Task Force spent many hours discussing Title 1 schools. Chief among our observations, was that Title 1 schools often receive "the most" money, yet student achievement remains low and many families endeavor to choose other schools, inhibiting efforts to balance enrollment demographically. The Task Force recommends some "outside the box thinking" to make Title 1 schools more attractive.

Goal 4.1: Make Title 1 Schools More Attractive.

- **Action Step:** Consider lengthening the day at Title 1 schools by 15 minutes, lengthening existing recess or creating a second recess.
- **Action Step:** Consider reducing the class size in Title 1 schools by one student per class.
- **Action Step:** Consider increasing the class size in non-Title 1 schools by one per class.
- **Action Step**: Ensure all Title 1 schools have quality after school care, with enrichment opportunities such as art, music, or any enrichment could be added to the after-school option. Partner with organizations that offer after school programming, especially the City of St. Paul.
- **Action Step:** Provide incentives for teachers to remain at Title 1 schools.
- **Action Step:** Provide Gifted and Talented programming at all Title 1 schools.

5. Accountability

No program and its implementation can be fully successful without accountability steps to ensure continuous review and adjustment. Toward that end, the Task Force recommends these goals and action steps.

Goal 5.1: Create a rating system for schools by using student achievement, demographics, curriculum, and resources to provide a holistic view of the student, with deeper demographic analysis of students/families to help measure student achievement.

- **Action Step:** Expand race/ethnicity student demographics beyond the current standard categories (White, Black, Asian, etc.) to more accurately reflect our very diverse student population.
- **Action Step:** Explore ways to combine race/ethnicity demographics with socio-economic and other categories to further help define which students are doing well and which are not.

Goal 5.2: Set a demographic max level of White students at individual schools.

- **Action Step:** Articulate integration thresholds for district and individual schools. For the Task Force's thoughts on these thresholds, see page 9. Schools not meeting the thresholds established must create and institute a plan to increase integration.
  - *Giving students of color the first priority for acceptance.*
  - *Expanding busing into neighborhoods with higher percentages of kids of color.*

Goal 5.3: District and schools are aligned with Task Force's shared definition of integration and values.

- **Action Step:** Monitor statewide and/or national definition of school integration, to ensure compliance.
- **Action Step:** SPPS staff create innovation configuration maps to monitor integration implementation for various stakeholders, (i.e., schools, school board, parents, students, administrators, teachers, curriculum, union, placement office, etc.…).[42]

[42] Innovation Configuration maps are a series of rubrics developed to track implementation efforts of an initiative from multiple perspectives.

6. Diverse Workforce

The Task Force believes that the school district's commitment to a diverse workforce is in service to integration efforts so long as it maintains a balanced approach between diversity (the representation) and inclusion (the sense of belonging). Toward that goal, the Task Force recommends the following goals and action steps.

Goal 6.1: Increase the diversity of licensed staff to more closely reflect the student population of the district.

- **Action Step:** Continue developing and investing in the SUTR program that "grows our own" talent from within the district paraprofessional staff. Monitor the racial makeup of the cohort model to avoid an underrepresentation of staff of color.
- **Action Step:** Develop a recruitment plan that includes an emphasis on accessing graduates of color from existing student teaching partnerships locally. Expand student-teaching partnerships with regional universities that have greater diversity of student teaching candidates (e.g. University of Milwaukee, University of Wisconsin-Madison, University of Illinois at Chicago, etc.).

Goal 6.2: Monitor the factors that contribute to a strong sense of inclusion for licensed staff of color.

- **Action Step:** Create and implement an anonymous Inclusion Survey to administer to licensed staff of color. Collect survey responses to establish baseline data on staff of color's experiences with inclusion. Are they able to show up authentically in their classroom, team meetings, staff meetings, and/or with their administrative leaders?
- **Action Step:** Assess the skill of building leaders to confront or interrupt any staff resistance to diversity of staff and inclusion efforts promoted by the district; shifting accepted cultural norms that lack a sense of culturally affirming or culturally sensitive mindsets.
- **Action Step:** Identify and make transparent the career pathways/opportunities for all staff of color within the district. Note: this is important for all licensed staff to know. However, staff of color are frequently recruited away to other metro districts for lack of career advancement opportunities in the district.
- **Action Step:** Establish a strong mentorship program for new teachers of color that partners them with experienced and successful teachers recommended by school building leadership. Inclusion factors related to mentorship for licensed staff of color (including intersectionality, multilingual, etc.) should be fully explored and taught formally in mentorship training.

7. Student Placement

In their role as parents of children currently attending school or parents of SPPS alumni, some Task Force members experienced frustrations working with the student placement office. In addition, Task Force members heard various anecdotal stories from parents who experienced similar frustrations. With approximately 37,000 individual students to place while balancing enrollment across the district, some difficulties are to be expected. That said, Task Force members are concerned that integration not get lost in the larger mission of balancing student enrollments in the 56 elementary programs. The Task Force recommends the following goal and action steps:

Goal 7.1: Align Student Placement Office with established integration goals.

- **Action Step:** Provide training for placement staff that includes information about integration definition and attending values.
- **Action Step:** Ensure that all placement staff are knowledgeable of all St. Paul schools, or consider having staff specialize in providing placement assistance to schools by level (elementary, middle, high school), or by zone.

A "To Do" List

Due to various limitations, including Task Force members' available time and their recognition of the need for additional diversity on the Task Force, some critical issues were not examined at the level Task Force members believe is necessary. Some key issues are referenced here so that those who continue this work in 2018 and beyond address them more fully. The Task Force members believe that these issues are of equal importance to the work done and in relationship to each other.

Programs in Secondary Schools. For reasons stated earlier, Task Force members focused on elementary schools/programs during their work. In future work on school integration, secondary schools and programs within secondary schools need to be studied in depth and incorporated into a long-range integration plan.

Extending Integration Categories Beyond Race. When individuals hear the word "integration" most think of the concept in racial terms, that is, integrating people of color into the wider (White) culture. The Task Force's working definition of integration goes beyond these preconceptions. Any long-range integration plan should include a wider range of demographic factors. In particular, Task Force members believe that attention be given to English Language Learners (ELL), students in poverty and students with special education needs.

Community Organizing. Task Force members were acutely aware that the group's demographics did not match the demographics of the wider community and the student population of St. Paul Public Schools. It is essential that working groups who draft a long-range integration plan and monitor its implementation on a regular basis more accurately represent the demographics of St. Paul's residents and students.

Conclusion

Members of the Task Force are grateful for the opportunity to study school integration and take these modest steps to point the way toward the development of a long-range integration plan for the St. Paul Public Schools. We envision a future where all barriers are eliminated that inhibit students from being academically successful in our public schools and prepared to be active, caring and productive citizens in our diverse community.

The integration of our public schools is the work of every citizen of our community. To provide equal opportunity for every student will require changes in a public education system built generations ago by White educators for primarily White students. Our student population and our community is diverse. Our "community" now consists of the entire globe rather than our race or ethnicity, our city, state or country.

Any further work on school integration must engage the same diverse communities that our end product is intended to serve.

To integrate our public school system will require "outside the box" thinking and the elimination of the (often inadvertent) "silos" that characterize our public system. Some may view the goals and action steps recommended here with concern, even fear, for what they might "lose." Task Force members understand these concerns and believe that their airing and discussion is an integral part of the development of an integration plan. Research documented within these pages shows that all students benefit by attending integrated schools. In an era where change is constant and inevitable, we must focus not on what is "lost" but what is gained for the students and the wider community as a whole.

Appendix

Task Force Members

As appointed by the Board and SPFT, the Task Force consisted of the following individuals. Task Force members are listed alphabetically.

Abdulle, Abdirahman (Abdi) (Community Member)

Barr, Roger (Community Member) *

Bass, Dr. Bryan (SPPS Principal) *

Carmichael-Tanaka, Dr. Dana (Parent)*

Hilbert, Jim (St. Paul NAACP, Parent) *

Howatt, Clayton (Parent)*

Marchese, Steven (St. Paul Board of Education)

Martinez-Freeman, Aida (Community Member)

Reynolds, Gabriel (Student)*

Sommerville, Mary Jane (Parent)*

Turner, Jackie (SPPS Administration) *

Vang, Be (SPPS Principal)

Vue, Chue (St. Paul Board of Education)

Wade, Rebecca (St. Paul Federation of Teachers) *

Members Roger Barr, Bryan Bass, and Dana Carmichael-Tanaka served as co-chairs of the Task Force, organizing meeting agendas and leading individual meetings. Rebecca Wade and Jackie Turner provided support and technical expertise in addition to their roles as Task Force members. Those names that include "*" comprised the core work group, helping to draft the report narrative and review multiple drafts for this report.

Paul Adams of the Division of Operation (SPPS) provided expert assistance in scheduling meeting rooms at district headquarters, ordering dinner for Task Force members and stocking the room with supplies.

Schedule of Meetings Held

Prior to submitting this report, the Integration Task Force met as a full group on eighteen occasions. Subcommittees addressing various topics also met multiple times as deemed necessary. Following are the dates that the full Task Force met.

2016

November 10

2017

January 19	May 18	August 8	December 12
February 2	June 1	September 18	December 21
March 28	June 22	October 5	
April 13	July 6	November 14	
May 4	July 27	November 30	

The Task Force also held additional meetings in 2018 to prepare presentations for the St. Paul Teachers Federation Executive Board (scheduled February 12, 2018) and the St. Paul Public Schools Board (scheduled February 13, 2018).

2018

January 18—all

January 28 and February 6—Co-chairs

Racial Equity

Following is the School District's policy on Racial Equity, referenced on page 17 of this report.

101.00 RACIAL EQUITY

PURPOSE

Saint Paul Public Schools (SPPS) students deserve respectful learning environments in which their racial and ethnic diversity is valued and contributes to successful academic outcomes.

This policy confronts the institutional racism that results in predictably lower academic achievement for students of color than for their white peers. Eliminating our district's institutional racism will increase achievement, including on-time graduation, for *all* students, while narrowing the gaps between the highest- and lowest-performing students.

SPPS acknowledges that complex societal and historical factors contribute to the inequity within our school district. Nonetheless, rather than perpetuating the resulting disparities, SPPS must address and overcome this inequity and institutional racism, providing all students with the support and opportunity to succeed.

Sources

These selected references were consulted during the work of the Task Force. In addition to these resources, some additional resources were used and are footnoted within the text of these pages. NOTE: Links provided here and in footnotes were confirmed as of December 31, 2017.

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National Center for Education Statistics, U.S. Department of Education, The Condition of Education, 2009, *available at* https://nces.ed.gov/pubs2009/2009081.pdf.

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U.S. Department of Education, Improving Outcomes for All Students: Strategies and Considerations to Increase Student Diversity (Jan. 19, 2017), *available at* https://www2.ed.gov/about/offices/list/oese/oss/technicalassistance/finaldiversitybriefjanuary2017.pdf.

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Adai Tefera et al., Integrating Suburban Schools: How to Benefit from Growing Diversity and Avoid Segregation (Civil Rights Project, 2011), *available at* http://civilrightsproject.ucla.edu/research/k-12-education/integration-and-diversity/integrating-suburban-schools-how-to-benefit-from-growing-diversity-and-avoid-segregation/tefera-suburban-manual-2011.pdf.

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Halley Potter & Kimberly Quick, A New Wave of School Integration: Districts and Charters Pursuing Socioeconomic Diversity (The Century Foundation, Feb. 9, 2016), *available at* https://tcf.org/content/report/a-new-wave-of-school-integration

Amy Stuart Well, Lauren Fox, and Diana Cordova-Cobo, How Racially Diverse Schools and Classrooms Can Benefit All Students (The Century Foundation, Feb. 9, 2016), *available at* https://tcf.org/content/report/how-racially-diverse-schools-and-classrooms-can-benefit-all-students/.

Amicus Brief of 553 Social Scientists (*Parents Involved*, October 2006), *available at* http://school-diversity.org/wp-content/uploads/2013/04/Brief_of_553_Social_Scientists.pdf

Amicus Brief of American Educational Research Association (*Parents Involved*, October 2006), *available at* http://www.aera.net/Portals/38/docs/News_Media/AERABriefings/RaceConsciousSchool/AERA_Amicus_Brief.pdf

Amicus Brief of American Psychological Association (*Parents Involved*, October 2006), *available at* http://www.apa.org/about/offices/ogc/amicus/parents.pdf

Personal Statements from Task Force Members

Jane Sommerville: My family and I are currently involved in a legal matter against St. Paul Public Schools. This occurred after the Task Force commenced, and Task Force members were informed of this issue.

Roger Barr: Thank you to all of our members who participated in a year's worth of full task force meetings and innumerable subcommittee meetings. I especially want thank Dr. Bryan Bass, Dana Carmichael-Tanaka, Rebecca Wade, Jackie Turner, Jim Hilbert, Clayton Howatt, Mary Jane Sommerville and Gabriel Reynolds for their passion, their patience and their diligence.

In our discussions and deliberations, we often found many words to express the same point. I offer these additional words on the subject of institutional racism: while the traditions and practices of our public education system indeed have elements that can accurately be identified as racist, we draw a distinction between the system and its employees. To identify our system as racist does not mean we apply that term to district employees. District employees are caring, open-minded and intent on serving our diverse student population. In further integration discussions, we must not lose sight of this distinction.

Lastly, it would have been nice to had more time to do a careful read for standardization of punctuation, hyphenation, etc., but we're out of time. Most readers will read right over inconsistencies, but the odd copy editor here or there will spot them.

2018-2019 Budget Guidelines

Philosophy

The Proposed Budget will reflect a transition period from the District's Strong Schools, Strong Communities 2.0 (SSSC 2.0) strategic plan as the District's new strategic plan develops over the next year. The budget is the District's financial plan that must sustain the academic plan. The District must maintain a stable financial system and effective operational practices, so that students and staff have the resources they need to succeed inside and outside the classroom. School and Program budgets will use the five focus areas in their budget preparations: Racial Equity, Personalized Learning, Program Articulations and Alignment, Post-Secondary Preparation, and Infrastructure and Systems.

Preparing Budget Calculations

Budget Model: A modified roll-over budget method will be used.

Revenue Projections: Revenue will be calculated using current law.

Expenditure Projections: The Finance Office will project salary and fringe benefits using actual salary and benefit amounts if labor contracts have been negotiated and all non-personnel budget items will reflect no more than two percent (2%) inflation except for items related to contractual commitments.

Enrollment: The Office of Research, Evaluation, and Assessment (REA) will prepare District enrollment projections for 2018-2019.

Average Salary and Benefits Calculation Data: A table detailing the average salary and benefits will be provided for budget preparations at the site level.

Fund Balance: In accordance with BOE policy, the budget will maintain an unassigned fund balance of five percent (5%) of annual General Fund expenditures. District administration will inform the Board of Education (BOE) on potential use of unassigned fund balance during the initial budget planning presentation to the BOE. The District will continue to increase its future unassigned fund balance level to six percent (6%) or greater.

Creating the Budget

Schools:

- Continuation of a refined blended Site-Based and Centralized funding method will be used for schools in 2018-2019.
- Most staffing allocations are criteria based and determined by enrollment and type of school.

Non-School Programs:

- Non-School programs will be reported into three (3) categories: Administration, District-wide Support Services, and School Support Services.

Compiling and Presenting the FY19 Budget

Presentation Format: Summary information will be presented for schools and programs in the preliminary budget document. Each summary page will include an analysis of the changes to the current year budget that are impacting the schools and programs.

Fully Financed Budgets: Fully Financed budgets with anticipated revenues and expenditures that are $500,000 or greater for the 2018-19 school year will be included in the Adopted budget.

Other Resources Allocated to Schools: The Adopted budget document will include a school by school detail of resources allocated to schools such as grants, special education, operations, and student activities, to name a few.

The Adopted Budget: Administration will present a balanced budget to the BOE. The budget for 2018-19 must be approved by the Board of Education by June 30, 2018. The Adopted budget will be published on the Business Office website (http://businessoffice.spps.org).

Saint Paul Public Schools

A World of Opportunities

FY 2018-2019 Preliminary General Fund Budget Committee of the Board

February 13, 2018

Marie Schrul, Chief Financial Officer

Purpose

- To provide an overview of the preliminary FY 2018-19 General Fund budget and timeline to the Board of Education

Agenda

- Preliminary FY 2018-19 General Fund budget numbers & assumptions
- Budget Adoption calendar

FY 2018-19 General Fund Budget Preliminary Big Picture

	FY18 Adopted (in $M)	FY19 Preliminary (in $M)	Difference (in $M)
Revenue (current law)	$521.4	$528.0	$6.6
Use of Fund Balance	0	0	0
Expenditures	$521.4	$545.2	($23.8)
Projected FY19 Shortfall	**$0**	**($17.2)**	

FY 2018-19 General Fund Projected Revenue

Projected Revenue Changes:	Amount $M
General Fund levy increase (revenue restricted to specific levy items)	$5.3
State Aid increase (mostly due to increase in per pupil funding amount)	$2.1
Compensatory Education decrease (based on 10/1/17 Free & Reduced lunch count)	($0.8)
Total FY19 Projected Revenue Increase	**$6.6**

FY 2018-19 General Fund Projected Expenditures

Projected Expenditure Changes:	Amount $M
Inflationary impact of "rolling over" the FY 2017-18 Adopted **salary & benefits** budget	$23.4
Inflationary impact of "rolling over" the FY 2017-18 Adopted **non-salary** budget	$0.4
Total FY19 Projected Expenditure Increase*:	**$23.8**

*Assuming all FY2017-18 budgeted expenditures are rolled forward to FY2018-19.

FY 2018-19 Budget Timeline

Date	Description
December 19, 2017	SPPS Board of Education Certifies Pay 18 Levy for FY 2018-19
December 2017 - January 2018	FY 2018-19 Revenue & Expenditure Projections (utilizing FY19 enrollment by grade projections and preliminary 10/1/17 by school by grade enrollment numbers)
February 13, 2018	Presentation of FY19 Budget Guidelines & Preliminary FY19 General Fund budget summary at the Committee of the Board meeting
February 15, 2018	REA Office & Asst Supts provide final FY19 enrollment by school by grade projections to Finance Dept
February 18- March 9, 2018	Finance prepares FY19 budget allocations & system testing (pending Feb 15 enrollment & planning criteria are received by the Finance Dept)
February 20, 2018	FY19 General Fund budget summary presentation at BOE meeting

FY 2018-19 Budget Timeline

Date	Description
March 16, 2018 (estimated date – could be sooner)	Distribute school allocations Distribute General Fund program allocations
March 16 – 29, 2018	Joint FY19 Budget, Staffing, Enrollment meetings (Principals, Asst Supts, Human Resources, Finance, Title I, Student Placement)
March – June 2018	Community engagement budget presentations Designate a Districtwide "School Budget Presentation Night" for all principals to present their information at their site
March 30, 2018	School budgets returned Program budgets returned HR Staffing worksheets due
June 19, 2018	FY 2018-19 Budget adopted by the Board of Education

Questions?