



# MEMO

---

DATE: November 5, 2018  
TO: Charter Authorizer  
FROM: ADE Legal Services Staff  
SUBJECT: Desegregation Analysis of Open-Enrollment Charter Renewal Application for Covenant Keepers/Friendship Aspire Academy Middle School

---

## I. INTRODUCTION

Friendship Aspire Arkansas submitted a renewal application for its open-enrollment public charter school, Covenant Keepers/Friendship Aspire Academy Middle School, located within the boundaries of the Little Rock School District. The charter was approved on January 15, 2008. The charter is currently approved to serve a maximum enrollment of 380 students in grades 6-8 and is requesting a seven (7) year renewal.

## II. STATUTORY REQUIREMENTS

Ark. Code Ann. § 6-23-106(a) requires the applicants for a charter school, the board of directors of the school district in which a proposed charter school would be located, and the charter authorizer to “carefully review the potential impact of an application for a charter school on the efforts of a public school district or public school districts to comply with court orders and statutory obligations to create and maintain a unitary system of desegregated public schools.” Ark. Code Ann. § 6-23-106(b) requires the charter authorizer to “attempt to measure the likely impact of a proposed public charter school on the efforts of public school districts to achieve and maintain a unitary system.” Ark. Code Ann. § 6-23-106(c) states that the authorizer “shall not approve any public charter school under this chapter or any other act or any combination of acts that hampers, delays, or in any manner negatively affects the desegregation efforts of a public school district or public school districts in this state.” This analysis is provided to inform the decision-making of the charter authorizer with regard to the effect, if any, of the proposed public charter school upon the desegregation efforts of a public school district.

## III. INFORMATION SUBMITTED BY THE APPLICANT AND THE AFFECTED SCHOOL DISTRICTS

The information submitted from the Applicant is attached as Exhibit A.

#### IV. ANALYSIS FROM THE DEPARTMENT

Enrollment, as of October 1, 2017, for the traditional public school districts and the open-enrollment charter schools in Pulaski County are as follows:

	2 or More Races	Asian	Black/African American	Hispanic	Native Am. Hawaiian/Pacific Islander	White	Totals
<b>School Districts in Pulaski County</b>							
Jacksonville North Pulaski School District	216	41	2,219	302	25	1,503	4,306
	5.02%	0.95%	51.53%	7.01%	0.58%	34.90%	--
Little Rock School District	318	595	14,040	3,350	64	3,971	22,338
	1.42%	2.66%	62.85%	15.00%	0.29%	17.78%	--
N. Little Rock School District	86	95	5,070	741	37	2,398	8,427
	1.02%	1.13%	60.16%	8.79%	0.44%	28.46%	--
Pulaski Co. Spec. School District	366	308	5,101	1,058	57	5,211	12,101
	3.02%	2.55%	42.15%	8.74%	0.47%	43.06%	--
<b>DISTRICT TOTAL</b>	<b>986</b>	<b>1,039</b>	<b>26,430</b>	<b>5,451</b>	<b>183</b>	<b>13,083</b>	<b>47,172</b>
	<b>2.09%</b>	<b>2.20%</b>	<b>56.03%</b>	<b>11.56%</b>	<b>0.39%</b>	<b>27.73%</b>	<b>--</b>
<b>Open-Enrollment Public Charter Schools in Pulaski County</b>							
Academics Plus (PCSSD)	19	44	249	68	14	858	1,252
	1.5%	3.5%	19.9%	5.4%	1.1%	68.5%	--
Capitol City Lighthouse (NLRSD)	3	0	189	11	0	3	206
	1.5%	0.0%	91.7%	5.3%	0.0%	1.5%	--
Covenant Keepers (LRSD)	2	0	48	90	0	1	141
	1.4%	0.0%	34.0%	63.8%	0.0%	0.7%	--
E-Stem (LRSD)	81	45	1,049	147	8	638	1,968
	4.1%	2.3%	53.3%	7.5%	0.4%	32.4%	--
Exalt Academy (LRSD)	2	0	160	204	0	9	375
	0.5%	0.0%	42.7%	54.4%	0.0%	2.4%	--
Jacksonville Lighthouse (PCSSD)	1	21	545	88	11	246	912
	0.1%	2.3%	59.8%	9.6%	1.2%	27.0%	--
Lisa Academy (LRSD/NLRSD)	48	197	952	443	15	503	2,158
	2.2%	9.1%	44.1%	20.5%	0.7%	23.3%	--
LR Prep Academy (LRSD)	2	0	503	52	0	4	561
	0.4%	0.0%	89.7%	9.3%	0.0%	0.7%	--

Premier High School (LRSD)	0	0	108	2	0	4	114
	0.0%	0.0%	94.7%	1.8%	0.0%	3.5%	--
Quest LR Middle School (LRSD)	1	14	53	12	3	105	188
	0.5%	7.4%	28.2%	6.4%	1.6%	55.9%	--
SIATech Little Rock (LRSD)	0	1	166	12	0	9	188
	0.0%	0.5%	88.3%	6.4%	0.0%	4.8%	--
<b>CHARTER TOTAL</b>	<b>159</b>	<b>322</b>	<b>4,022</b>	<b>1,129</b>	<b>51</b>	<b>2,380</b>	<b>8,063</b>
	<b>2.0%</b>	<b>4.0%</b>	<b>49.9%</b>	<b>14.0%</b>	<b>0.6%</b>	<b>29.5%</b>	<b>--</b>
<b>COUNTYWIDE TOTAL</b>	<b>1,145</b>	<b>1,361</b>	<b>30,452</b>	<b>6,580</b>	<b>234</b>	<b>15,463</b>	<b>55,235</b>
	<b>2.1%</b>	<b>2.5%</b>	<b>55.1%</b>	<b>11.9%</b>	<b>0.4%</b>	<b>28.0%</b>	

Source: ADE Data Center, Oct. 1, 2017 Enrollment

“Desegregation” is the process by which a school district eliminates, to the extent practicable, the lingering negative effects or “vestiges” of prior *de jure* (caused by official action) racial discrimination. The ADE is aware of desegregation orders affecting LRSD, PCSSD, and the North Little Rock School District (NLRSD). *Little Rock School District, et al. v. Pulaski County Special School District, et al.*, Case No. 4:82-cv-00866-DPM (E.D. Ark.). The goal of a desegregation case with regard to assignment of students to schools is to “achieve a system of determining admission to the public schools on a non-racial basis.” *Pasadena City Board of Education v. Spangler*, 427 U.S. 424, 435 (1976) (quoting *Brown v. Board of Education*, 349 U.S. 294, 300-301 (1955)).

In 2002, the Little Rock School District was declared unitary with respect to the majority of its desegregation plan obligations and released from court supervision in those areas. *Little Rock School District v. Pulaski County Special School District*, 237 F. Supp. 2d 988, 999 (E.D. Ark. 2002). In 2007, LRSD successfully completed its desegregation efforts and was declared fully unitary by the federal court. *Little Rock School District v. Pulaski County Special School District*, Case No. 4:82-cv-0866 (E.D. Ark.), Order filed February 23, 2007. This order was affirmed by the Eighth Circuit Court of Appeals on April 2, 2009. *Little Rock School District v. Pulaski County Special School District*, 561 F.3d 746 (8th Cir. 2009). In February and March 2010, the federal court held hearings on the motions of NLRSD and PCSSD to be declared unitary. On May 19, 2011, the federal court held that neither district was fully unitary. *Little Rock School District v. Pulaski County Special School District*, Case No. 4:82-cv-0866 (E.D. Ark.), Order filed May 19, 2011. However, on December 28, 2011, the Eighth Circuit Court of Appeals ruled that NLRSD is fully unitary but that PCSSD is not. *Little Rock School District v. State of Arkansas*, 664 F.3d 738 (8th Cir. 2011).

On January 13, 2014, the presiding federal judge in the Pulaski County Desegregation Case gave final approval to a settlement agreement between the Joshua Intervenors, Knight Intervenors, Little Rock School District, North Little Rock School District, PCSSD and the State of Arkansas. Pursuant to the settlement agreement, the only remaining obligation of the State of Arkansas is to continue the distribution of desegregation payments to the three Pulaski County school districts through the 2017-2018 school year. On January 30, 2014,

the Court also approved a stipulation among the parties that PCSSD is unitary in the areas of Assignment of Students and Advanced Placement, Gifted and Talented and Honors Programs. Based on the stipulation, the Court released PCSSD from supervision and monitoring in these areas. Thus, as of January 30, 2014, all three school districts in Pulaski County are unitary in the area of student assignments. On April 4, 2014, the court found that PCSSD is unitary in the areas of special education and scholarships. The court has recently declared PCSSD unitary in the area of staffing, but they remain non-unitary in the following four areas of its desegregation plan: (1) Discipline; (2) School Facilities; (3) Student Achievement; and (4) Monitoring.

However, with the creation of the Jacksonville North Pulaski School District (JNPSD) detaching from PCSSD, the JNPSD assumed the desegregation obligations of the PCSSD at the time of detachment. JNPSD remains non-unitary in the following five areas of its desegregation plan: (1) Discipline; (2) School Facilities; (3) Staff; (4) Student Achievement; and (5) Monitoring.

Because Covenant Keepers draws students from Pulaski County, Arkansas, the authorizer must ensure that any act it approves does not hamper, delay, or in any manner negatively affect the desegregation efforts of PCSSD or JNPSD. As the Supreme Court noted in *Missouri v. Jenkins*, 515 U.S. 70, 115 (1995):

[I]n order to find unconstitutional segregation, we require that plaintiffs "prove all of the essential elements of *de jure* segregation -- that is, stated simply, a current condition of segregation resulting from *intentional state action directed specifically* to the [allegedly segregated] schools." *Keyes v. School Dist. No. 1*, 413 U.S. 189, 205-206 (1973) (emphasis added). "[T]he differentiating factor between *de jure* segregation and so-called *de facto* segregation . . . is purpose or *intent* to segregate." *Id.*, at 208 (emphasis in original).

As noted above, PCSSD and JNPSD remain under federal court supervision with regard to five areas of the district's desegregation plan. Therefore, the authorizer should consider whether granting the application will negatively affect PCSSD or JNPSD's efforts to achieve full unitary status.

However, it is difficult to conclude, from data currently available, that approval of the charter school is motivated by an impermissible intent to segregate schools, or that application would hamper, delay or negatively affect the desegregation efforts of the affected school districts.

## V. CONCLUSION

As stated above, Arkansas law does not allow the authorizer to approve any public charter school that "hampers, delays, or in any manner negatively affects the desegregation

efforts" of a public school district. Ark. Code Ann. § 6-23-106(c). The Supreme Court noted in *Missouri v. Jenkins*, 515 U.S. 70, 115 (1995):

[I]n order to find unconstitutional segregation, we require that plaintiffs "prove all of the essential elements of *de jure* segregation -- that is, stated simply, a current condition of segregation resulting from *intentional state action directed specifically* to the [allegedly segregated] schools." *Keyes v. School Dist. No. 1*, 413 U.S. 189, 205-206 (1973) (emphasis added). "[T]he differentiating factor between *de jure* segregation and so-called *de facto* segregation . . . is purpose or *intent* to segregate." *Id.*, at 208 (emphasis in original).

It is difficult to conclude, from information currently available, that renewal of the charter school is motivated by an impermissible intent to segregate schools, or that approval would hamper, delay or negatively affect the desegregation efforts of the affected school districts. However, the authorizer should carefully examine each district conversion charter school renewal applications in an attempt to determine whether there are legitimate, non-racially motivated reasons for the school's existence.