



**GOVERNING BOARD AGENDA ITEM
AMPHITHEATER UNIFIED SCHOOL DISTRICT NO. 10**

DATE OF MEETING: July 10, 2018

TITLE: Verification of Desegregation Funding Matters and Submission of Desegregation Funding Report, Pursuant to A.R.S. §15-910(J)(3).

BACKGROUND: A.R.S. § 15-910 permits Arizona school districts to:

“... budget for expenses of complying with or continuing to implement activities which were required or permitted by a court order of desegregation or administrative agreement with the United States department of education office for civil rights directed toward remediating alleged or proven racial discrimination which are specifically exempt in whole or in part from the revenue control limit and the capital outlay revenue limit...”

During the 2004-2005 legislative session, the above-quoted statute was amended to mandate annual school district reporting and verification of data and other information concerning desegregation expenditures made by any school district pursuant to the law. This requirement has continued since and, each year, the District submits the requisite verification to the Department of Education.

While much of the information being presented here is familiar to the Governing Board, a general explanation of the bases for Amphitheater’s desegregation funding is being provided as part of this agenda item since the desegregation funding must be verified by the Governing Board.

Desegregation Funding, Generally.

The purpose of the desegregation funding mechanism is to enable school districts to comply with court orders and U.S. Department of Education Office for Civil Rights (OCR) administrative agreements. Compliance with judicial or administrative requirements like these generally represent new, and sometimes substantial, expenses for school districts because, by their very nature, they mandate doing things differently from, and in addition to, those things already being done and funded under existing district budgets.

Without the funding made possible by A.R.S. §15-910, districts would have to fund the supplemental programs and activities required by applicable court orders and OCR agreements, by diverting funds from their maintenance and operations budgets and “capital” funding sources. With other programs’ services already dependent upon limited (and in recent years, reduced) education budgets, funding of desegregation activities through the diversion of other funds jeopardizes the ability of districts to just maintain the *status quo* in terms of educating students. The resulting and proverbial “borrowing from Peter to pay Paul” would result in a dilution of existing services or the quality thereof, perhaps even exposing districts to further claims of inadequate service like those that led to desegregation complaints in the first place.

While there has historically been some degree of legislative criticism of the desegregation funding mechanism as extraneous or unnecessary, the legislature has notably taken a different posture with regard to state programs which are subject to new mandates. For example, during the 2002-2003 legislative year, the legislature passed HCR 2022. HCR 2022 placed a referendum on the 2004 General Election Ballot which would have required any new initiative or

referendum proposing a mandatory expenditure of state revenues or allocating state funding for any specific purpose also provide for the increased revenues necessary to cover the new costs.

In the case of HCR 2022, the legislature determined that new programs which go beyond the level, type and form of existing state programs should have their own funding source, so as not to burden the state and its current and continuing programs. In the very same way, the cost of new programs or services mandated or permitted by OCR agreements or desegregation court orders should have their own source of additional revenue, rather than burdening the existing and continuing programs and services of a school district. Presumably, the legislature agreed when it originally placed A.R.S. § 15-910 into law.

The Bases for Amphi's Desegregation Funding.

Amphi's desegregation activities, and consequently its expenses under the statute, arise from two administrative agreements between Amphi and OCR. These agreements are known as "Corrective Action Agreements".

Amphi's Lau Corrective Action Agreement.

The first of the OCR agreements requiring or permitting desegregation activities as contemplated by ARS §15-910 followed an extensive OCR investigation of Amphi educational programs and services in Compliance Review No. 08925002 ("the Lau Review"). This review initiated in November 1991 and concerned issues not too dissimilar from the allegations raised by the plaintiffs in the Flores litigation against the State of Arizona. In short, the inquiry of this OCR review was whether Amphi provided students who are Limited English Proficient ("LEP") with sufficient educational services to allow them educational opportunities which were equal to non-minority students.

The Lau Review lasted for more than two years and resulted in findings in January 1994 from OCR that Amphi had denied LEP students an equal opportunity to meaningfully participate in District programs, in violation of Title VI of the Civil Rights Act of 1964, Section 504 of the Rehabilitation Act of 1973, and Title II of the Americans with Disabilities Act. OCR therefore required corrective action by Amphi. Failure of Amphi to take corrective action would have potentially subjected Amphi to loss of federal funds and civil penalties for civil rights violations. Consequently, the District entered into a Corrective Action Agreement in January 1994 ("the Lau Agreement").

In summary, the Lau agreement required the District to ensure that LEP students and students whose primary home language was other than English ("PHLOTE" students) have equal access to educational programs and services. There were three main components in the Lau Agreement. The first component was the development of a comprehensive plan for providing specific programs and services to all LEP students. The agreement required that the comprehensive plan include specific procedures for consistent, reliable and timely identification and assessment of students whose language is other than English. The plan was also required to include:

- Timely provision of ESL services for Limited English Proficient students at the appropriate level, i.e., beginner, intermediate or advanced;
- A method for collecting and recording follow-up data on students who have left the ESL program
- A provision for students who re-enter the program, if necessary;
- Program evaluation to determine its effectiveness;
- Elimination of barriers which might exclude LEP students from receiving gifted education services; and
- Expansion of gifted education identification and assessment process to ensure access of LEP students.

The second component of the Lau Agreement was a requirement that Amphi develop a plan to ensure appropriate placement of special-needs LEP students, whether enrolled at the time of the Lau Agreement or thereafter. The third

component was mandated development of plans to improve services to LEP students. Also required by the Lau Agreement was translation of parental notices into home languages.

As required by the Lau Agreement, the comprehensive plan described above was developed and implemented in the years that followed. Implementation continues today and takes many forms required or permitted by the Lau Agreement. Implementation strategies include:

- Sufficient levels of specially trained teachers to provide specialized instruction to LEP students, in Sheltered English Immersion classrooms in accordance with Proposition 203, to ensure timely provision of services to LEP students.
- Bilingual instructional assistants to assist teachers in Sheltered English Immersion/ESL classrooms.
- Additional special education teachers, placed at schools with high numbers of ESL students to ensure prompt access to special education services by ESL students and families.
- At schools with significant LEP populations, regular classroom teachers and administrators also play key roles in the provision of educational services, monitoring of student success, and assurance of LEP student access to other District services including special and gifted education.
- An ESL department, staffed by a director and support staff, operates to coordinate ESL programs and services, collect and record data regarding student participants and their families, monitor student success, and improve program performance.
- Bilingual clerks are hired to assist in data collection necessary to evaluate program effectiveness and student success. Bilingual clerks also enable the District to comply with the requirement to translate parental notices and other important district materials.
- Administrative monitoring of continuing compliance with the Lau Agreement and remain responsible for supervision of those efforts.
- An Equal Opportunity Office has been established to ensure that parents and other members of the public can raise complaints and concerns about educational opportunities for LEP students within Amphi, including gifted and special education.
- Recurring staff development, through both “in-house” and external means takes place to maintain and improve program effectiveness.
- Provision of necessary supplies and other support materials for the mandated or permitted services.

Amphi’s Student Discipline Corrective Action Agreement.

The second of the two OCR agreements requiring or permitting Amphi’s desegregation activities as funded by ARS §15-910 followed an OCR investigation of Complaint No. 08925002 which concerned, among other things not relevant here, a parent’s complaint that the District engaged in disparate treatment of minority students through its disciplinary policies and actions (“the Discipline Investigation”). The Discipline Investigation began in September 1992. After several months of investigation, OCR concluded that it was unable to make any substantive determination on the merits of the parent complaint because Amphi’s student discipline record keeping at the time was so substandard that OCR was simply *unable* to investigate.

OCR required corrective action in Amphi record keeping practices that would ensure OCR’s ability to investigate and determine district compliance with pertinent civil rights laws in the future. Failure of the District to take corrective action might have subjected Amphi to loss of federal funds and/or civil penalties for civil rights violations. Consequently, the District entered into a Corrective Action Agreement on or about April 5, 1993 (“the Discipline Agreement”). The Discipline Agreement required Amphi to substantially improve its student record keeping practices with the obvious goal of documenting and ensuring equity in student discipline matters.

Desegregation activities required or permitted by the Discipline Agreement consist of the following:

- Maintenance of a computerized student information system that provides timely, complete and accurate disciplinary records for students, particularly with regard to disabled or minority students.
- Retention of personnel and service providers responsible for ensuring accurate, timely student data which can be examined and evaluated on race, national origin and disability status.
- Placement of behavioral intervention monitors and in-school suspension personnel at schools to implement disciplinary programs and services to ensure equitable and lawful treatment of minority, national origin and disabled students.
- Maintenance of internal student discipline record audit staff to monitor Amphi student disciplinary practices, confirm timely and accurate record keeping,
- Monitoring, by certain district central office administrators, of continuing compliance with the Discipline Agreement.
- Operation of an Equal Opportunity Office to enable parents and other members of the public to file complaints or report concerns about District disciplinary practices.
- Recurring staff development, through both "in-house" and external means to maintain compliance.
- Provision of necessary supplies and other support materials for the mandated or permitted activities.

Progress Since OCR Agreements.

Both aspects of Amphi's desegregation activities described above have been highly effective at resolving the issues that gave rise to them. One very clear indication of their success is the fact that OCR has ceased monitoring Amphitheater's compliance under both corrective action agreements. This reflects OCR's determination that Amphitheater is compliant, i.e., that Amphitheater provides the requisite programs and services for LEP student and that Amphitheater evidences demonstrable proof of equitable disciplinary practices. Despite having attained compliance status, however, the District cannot simply terminate the programs that enabled compliance. Thus, the District's continuing desegregation expenditures are necessary to ensure continuing compliance with federal mandates.

The Required Verifications.

Pursuant to A.R.S. §15-910(J)(3), the Governing Board must now provide the following data and verifications concerning the above described desegregation program on or before July 15, 2018:

- (a) A District-wide budget summary and a budget summary on a school-by-school basis for each school in the District that lists the sources and uses of monies that are designated for desegregation purposes.
- (b) A detailed list of desegregation activities on a District-wide basis and on a school-by-school basis for each school in the District.
- (c) The date that the District was determined to be out of compliance with Title VI of the Civil Rights Act of 1964 (42 United States Code § 2000d) and the basis for that determination.
- (d) The initial date that the District began to levy property taxes to provide funding for desegregation expenses and any dates that these property tax levies were increased.
- (e) If applicable, a current and accurate description of all magnet type programs that are in operation pursuant to the court order during the current school year on a district-wide basis and on a school-by-school basis. This information shall contain the eligibility and attendance criteria of each magnet type

program, the capacity of each magnet type program, the ethnic composition goals of each magnet type program, the actual attending ethnic composition of each magnet type program and the specific activities offered in each magnet type program.

(f) The number of pupils who participate in desegregation activities on a District-wide basis and on a school-by-school basis for each school in the District.

(g) A detailed summary of the academic achievement of pupils on a District-wide basis and on a school-by-school basis for each school in the District.

(h) The number of employees, including teachers and administrative personnel, on a District-wide basis and on a school-by-school basis for each school in the District that is necessary to conduct desegregation activities.

(i) The number of employees, including teachers and administrative personnel, on a District-wide basis and on a school-by-school basis for each school in the District and the number of employees at District administrative offices that are funded in whole or in part with desegregation monies received pursuant to this section.

(j) The amount of monies that is not derived through a primary or secondary property tax levy and that is budgeted and spent on desegregation activities on a District-wide basis and on a school-by-school basis for each school in the District.

(k) Verification that the desegregation funding will supplement and not supplant funding for other academic and extracurricular activities.

(l) Verification that the desegregation funding is educationally justifiable.

(m) Any documentation that supports the proposition that the requested desegregation funding is intended to result in equal education opportunities for all pupils in the District.

(n) Verification that the desegregation funding will be used to promote systemic and organizational changes within the school district.

(o) Verification that the desegregation funding will be used in accordance with the academic standards adopted by the state board of education pursuant to sections 15-701 and 15-701.01.

(p) Verification that the desegregation funding will be used to accomplish specific actions to remediate proven discrimination pursuant to title VI of the civil rights act of 1964 (42 United States Code section 2000d) as specified in the court order or administrative agreement.

(q) An evaluation by the District of the effectiveness of the District's desegregation measures.

(r) An estimate of when the District will be in compliance with the court order or administrative agreement and a detailed account of the steps that the District will take to achieve compliance.

(s) Any other information that the Department of Education deems necessary to carry out the purposes of this paragraph.

A substantial portion of the required information listed above is provided to the State through the budget forms for the District. Items (d) and (k) through (s), however, must be submitted as individual documents, together with a verification form to be executed by the Governing Board President. These requisite submissions, including the verification form to be executed by the Board President, are included as attachments to this item.

RECOMMENDATION:

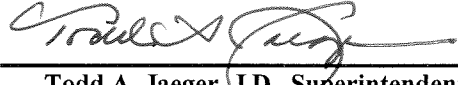
The Administration recommends approval of the attached verifications and authorization of the Governing Board President to execute the verification form on behalf of the Governing Board.

INITIATED BY:



Michelle H. Tong, J.D.,
Associate to the Superintendent and General Counsel

Date: July 2, 2018



Todd A. Jaeger, J.D., Superintendent

Desegregation Verification Reporting
Fiscal Year 2019
A.R.S. §15-910(J)(3)

District Name: Amphitheater Unified Public Schools No. 10 of Pima County Arizona

CTD: 100210000

A.R.S. §15-910(J)(3)

- _____ (d) any dates that property tax levies to provide funding for desegregation expenses were increased.
- _____ (k) verification that the desegregation funding will supplement and not supplant funding for other academic and extracurricular activities.
- _____ (l) verification that the desegregation funding is educationally justifiable.
- _____ (m) any documentation that supports the proposition that the requested desegregation funding is intended to result in equal education opportunities for all pupils in the school district.
- _____ (n) verification that the desegregation funding will be used to promote systemic and organizational changes within the school district.
- _____ (o) verification that the desegregation funding will be used in accordance with the academic standards adopted by the State Board of Education pursuant to A.R.S. §§15-701 and 15-701.01.
- _____ (p) verification that the desegregation funding will be used to accomplish specific actions to remediate proven discrimination pursuant to Title VI of the Civil Rights Act of 1964 (42 United States Code section 2000d) as specified in the court order or administrative agreement.
- _____ (q) an evaluation by the school district of the effectiveness of the school district's desegregation measures.
- _____ (r) an estimate of when the school district will be in compliance with the court order or administrative agreement and a detailed account of the steps that the school district will take to achieve compliance.
- _____ (s) any other information that the district deems necessary to assist ADE in carrying out the purposes of this paragraph.

Please check each reporting item approved by the governing board of the school district. The determination that the documentation being submitted to the Arizona Department of Education meets the requirements listed above has been made by the district. All submitted documentation will be provided to the Governor, the President of the Senate, the Speaker of the House of Representatives and the chairpersons of the education committees of the Senate and the House of Representatives, as required by A.R.S. §15-910.

I certify that the attached documents of the Amphitheater Unified Public Schools No. 10 of Pima County Arizona, meet the requirements outlined in A.R.S. §15-910(J)(3), listed above, and have been authorized by the Governing Board of the District for submission to the Arizona Department of Education.

President of the Governing Board (signature)

Deanna M. Day M.Ed. (printed)

Mail original signed document to:

ADE, School Finance
1535 West Jefferson, Bin 13
Phoenix, AZ 85007

In addition, electronic copies of documentation, in either Microsoft Word, Microsoft Excel, or in portable document format (pdf), should be e-mailed to SFBudgetTeam@azed.gov. Electronic copies may also be submitted via a CD, if file size is too large for e-mail. Mail CDs to the address to the left.

15-910(J)(3)(d) The initial date that the school district began to levy property taxes to provide funding for desegregation expenses and any dates that these property tax levies were increased:

Initial Levy: 1992-1993 fiscal year

Levy Increases: The Records Retention and Disposition Schedule for Arizona School Districts, promulgated by the Arizona State Library, Archives and Public Records Agency, mandates the destruction of school district budgets three years after their adoption. The District therefore lacks records necessary to fully answer this inquiry.

It is known, however, that the District has not increased its desegregation levy in any fiscal year from 1999-2000 to the present.

15-910(J)(3)(k)

Verification that the desegregation funding will supplement and not supplant funding for other academic and extracurricular activities

The Amphitheater Unified School District desegregation programs did not exist in their current form at the time the federal Office of Civil Rights required the District, by administrative agreement, to develop those programs and services. Those programs and services have changed over time, but do and will supplement and do not and will not supplant the programs and services which existed prior to the Administrative Agreements.

15-910(J)(3)(I)

Verification that the desegregation funding is educationally justifiable.

The Amphitheater District's April 1993 Administrative Agreement with the U.S. Office for Civil Rights mandated the implementation of a new system of imposing, documenting and auditing student discipline, for the purpose of ensuring equity and the absence of discriminatory impact in student discipline-related functions. The District's January, 1994 administrative agreement with the U.S. Office for Civil Rights required programs and activities which would assure access to and equity in programs in District programs and services for minority students. Desegregation funding received by the Amphitheater District is used to implement these agreements.

Certainly, without question, the purpose, intent and requirements of the administrative agreements are educationally justified as is the funding of the same.

15-910(J)(3)(m)

Any documentation that supports the proposition that the requested desegregation funding is intended to result in equal education opportunities for all pupils in the school district.

Substantial documentation of the basis, purpose and intent of the Amphitheater District's desegregation funding was included in the District's September 19, 2003 Sunset Review submission concerning the desegregation funding statute, which was submitted to Ms. Kimberly Yee at the Arizona State Senate.

15-910(J)(3)(n)

Verification that the desegregation funding will be used to promote systemic and organizational changes within the school district.

The 1993 and 1994 Office for Civil Rights Administrative Agreements mandated substantial systemic and organizational changes within the Amphitheater District. New programs and services were required. For example, prior to the 1993 Agreement, student discipline records were maintained on a localized, school-site basis. The Administrative Agreements required, among other things, the District implement a centralized, district-wide recordkeeping system. That centralized system was, and continues to be, made possible by the District's desegregation funding. Desegregation funding also supports other programs such as auditing of disciplinary records and expanded, comprehensive ELL services, both of which were also changes in District organization in place at the time of the respective Office of Civil Rights Agreement.

15-910(J)(3)(o)

Verification that the desegregation funding will be used in accordance with the academic standards adopted by the state board of education pursuant to sections 15-701 and 15-701.01.

District programs and services made possible by the District's desegregation funding are in accordance with Arizona State Board of Education academic standards, as these standards are applicable.

15-910(J)(3)(p)

Verification that the desegregation funding will be used to accomplish specific actions to remediate proven discrimination pursuant to title VI of the civil rights act of 1964 (42 United States Code §2000d) as specified in the court order or administrative agreement.

The desegregation funding received by the District has been and will continue to be used to accomplish specific actions which will ensure equity in the provision of programs and services for LEP and minority students, and remediate alleged or proven discrimination, as required by the Office of Civil Rights administrative agreements and as permitted by A.R.S. § 15-910.

15-910(J)(3)(q)

An evaluation by the school district of the effectiveness of the school district's desegregation measures.

All of Amphi's desegregation activities have been highly effective at resolving the issues that gave rise to them. One very clear indication of their success is the fact that OCR has ceased monitoring Amphi compliance under both corrective action agreements. This reflects OCR's determination that the Amphi is compliant, i.e., that Amphi provides the requisite programs and services for LEP student and that Amphi evidences demonstrable proof of equitable disciplinary practices. Other measures of success and effectiveness include the following:

- In 1996-1997, as the Lau Agreement was nearing just its third year of implementation, Amphi's rate of ESL students being reclassified as English Proficient was higher (9.3%) than the statewide rates reported by the Arizona Department of Education (2.7%). In November 1998, as OCR concluded monitoring under the Lau Agreement, it found that for the entire five years of monitoring, Amphi's reclassification rates remained consistently high, at approximately the 9% mark or higher.
- Amphi's Lau Agreement activities continue to result in high numbers of students being reclassified from LEP status to English Proficient status, and specific reclassification rates verifying this are already annually reported to the Arizona Department of Education.
- The Arizona Department of Education has specifically recognized the quality and effectiveness of Amphitheater Sheltered English Immersion programs and staff.
- Amphi implemented in-school suspension and behavioral intervention alternatives years before the legislature required the same by virtue of A.R.S. § 15-841(I), recognizing the effectiveness of such programs.
- Amphi maintains consistently high correlation in the data found in school based student disciplinary records and those maintained centrally.
- OCR determined that Amphi made significant gains in accuracy of student disciplinary records while at the same time decreasing student disciplinary incidents.

15-910(J)(3)(r)

An estimate of when the school district will be in compliance with the court order or administrative agreement and a detailed account of the steps that the school district will take to achieve compliance.

The Office of Civil Rights has determined that the Amphitheater District is in compliance with the 1993 and 1994 Administrative Agreements. District desegregation efforts and funding continue to maintain compliance.

15-910(J)(3)(s)

Any other information that the department of education deems necessary to carry out the purposes of this paragraph.

To the knowledge of Amphitheater Public Schools, the Department has not indicated that any additional information is required.