

2011

# Tom Luce testimony to Integration Revenue Task Force (2011)

Thomas Luce

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# Testimony to the Integration Revenue Task Force

December 20, 2011

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Institute on Race and Poverty  
University of Minnesota Law School



**institute on race & poverty**

Research, Education and Advocacy

# Outline

I. Diversity, Segregation, and Integration in Twin Cities Schools

A. Traditional schools

B. Charter Schools

II. Potential Impact on Neighborhoods

III. Two incentive based options to reform the Integration Revenue Program

Many urban and suburban school districts in the Twin Cities are rapidly becoming more racially diverse.

**Racially Diverse Twin Cities School Districts, 1995-2010**

Percentage of Elementary Students Non-white in 2009-10	Number of Districts	Districts	Percent of Students Non-white			
			1995-96	2000-01	2005-06	2009-10
67-100	5	Brooklyn Center St. Paul Richfield Columbia Heights Minneapolis	57	68	71	71
40-50	8	Robbinsdale Osseo Bloomington Fridley North St. Paul/Maplewood Burnsville West St. Paul/Mendota Hts./Eagan Roseville	14	23	37	44
30-40	7	St. Louis Park South St. Paul Hopkins St. Cloud Shakopee Inver Grove Hts. Spring Lake Park	9	15	27	34
20-30	6	Eden Prairie Mounds View Rosemount/Apple Valley/Eagan South Washington Wayzata Anoka-Hennepin	7	11	19	24

At the same time, more and more schools are becoming segregated.

- The number of elementary schools in the Twin Cities with non-white percentages greater than 80 percent increased from 11 in 1995 to 83 in 2010.

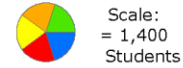
- The number of students of color attending these schools increased from 3,419 in 1995 (8% of all non-white elementary students) to 30,822 in 2010 (36%).



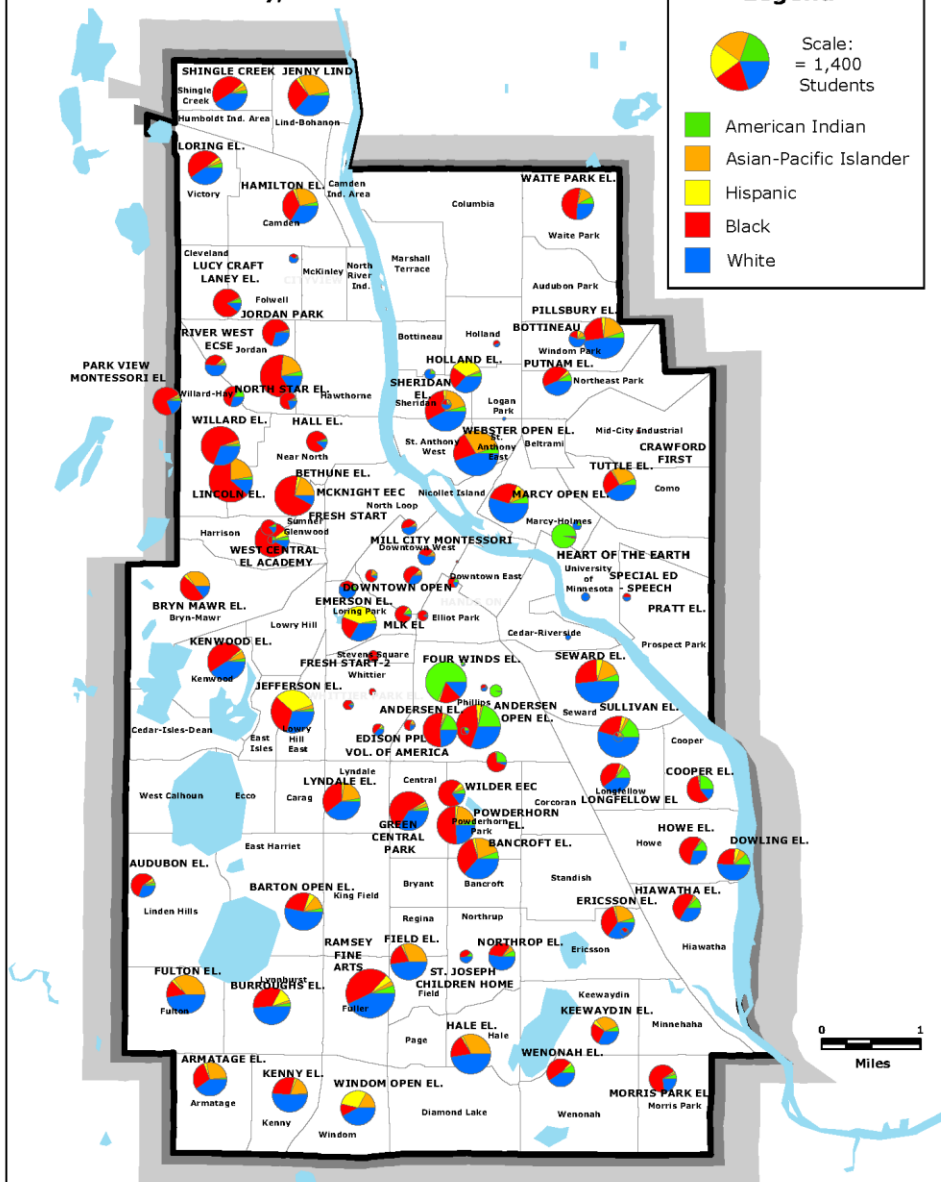
Rapidly increasing racial diversity  
can be seen in cities and suburbs  
alike.

# Minneapolis Public Elementary Schools Race and Ethnicity, 1995-1996

## Legend

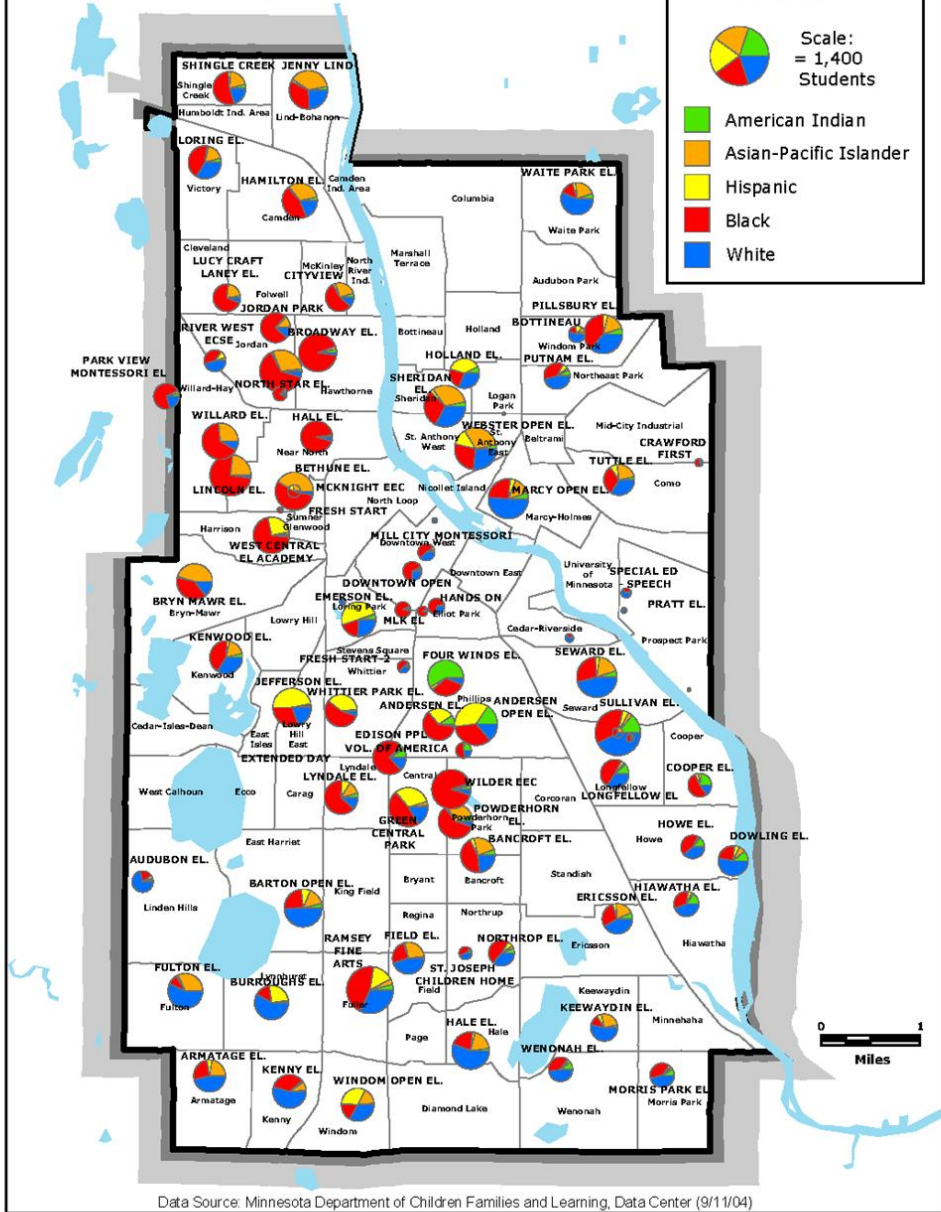
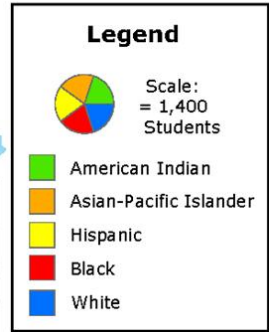


- American Indian
- Asian-Pacific Islander
- Hispanic
- Black
- White



Data Source: Minnesota Department of Children Families and Learning, Data Center (9/11/04)

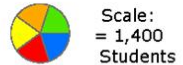
# Minneapolis Public Elementary Schools Race and Ethnicity, 1999-2000



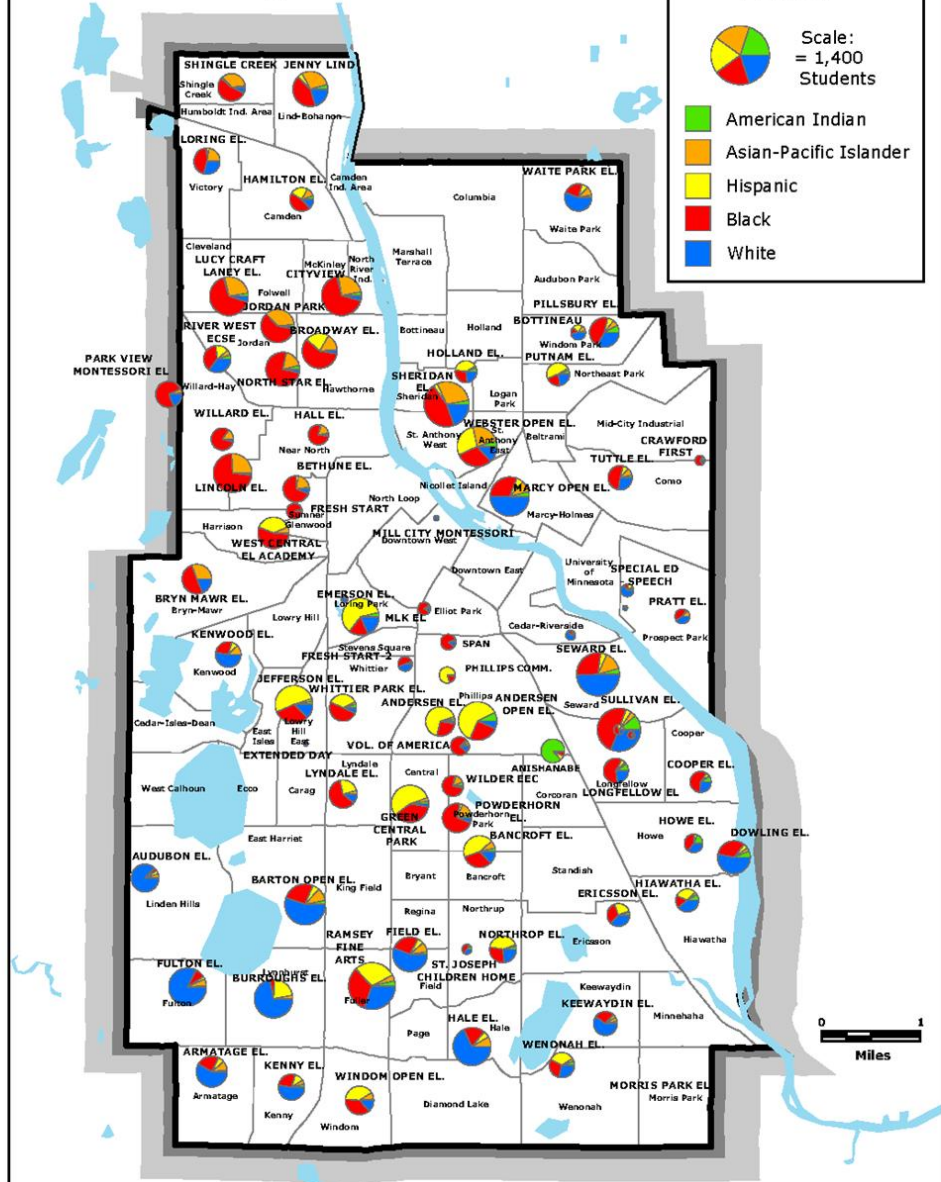
Data Source: Minnesota Department of Children Families and Learning, Data Center (9/11/04)

# Minneapolis Public Elementary Schools Race and Ethnicity, 2004-2005

## Legend



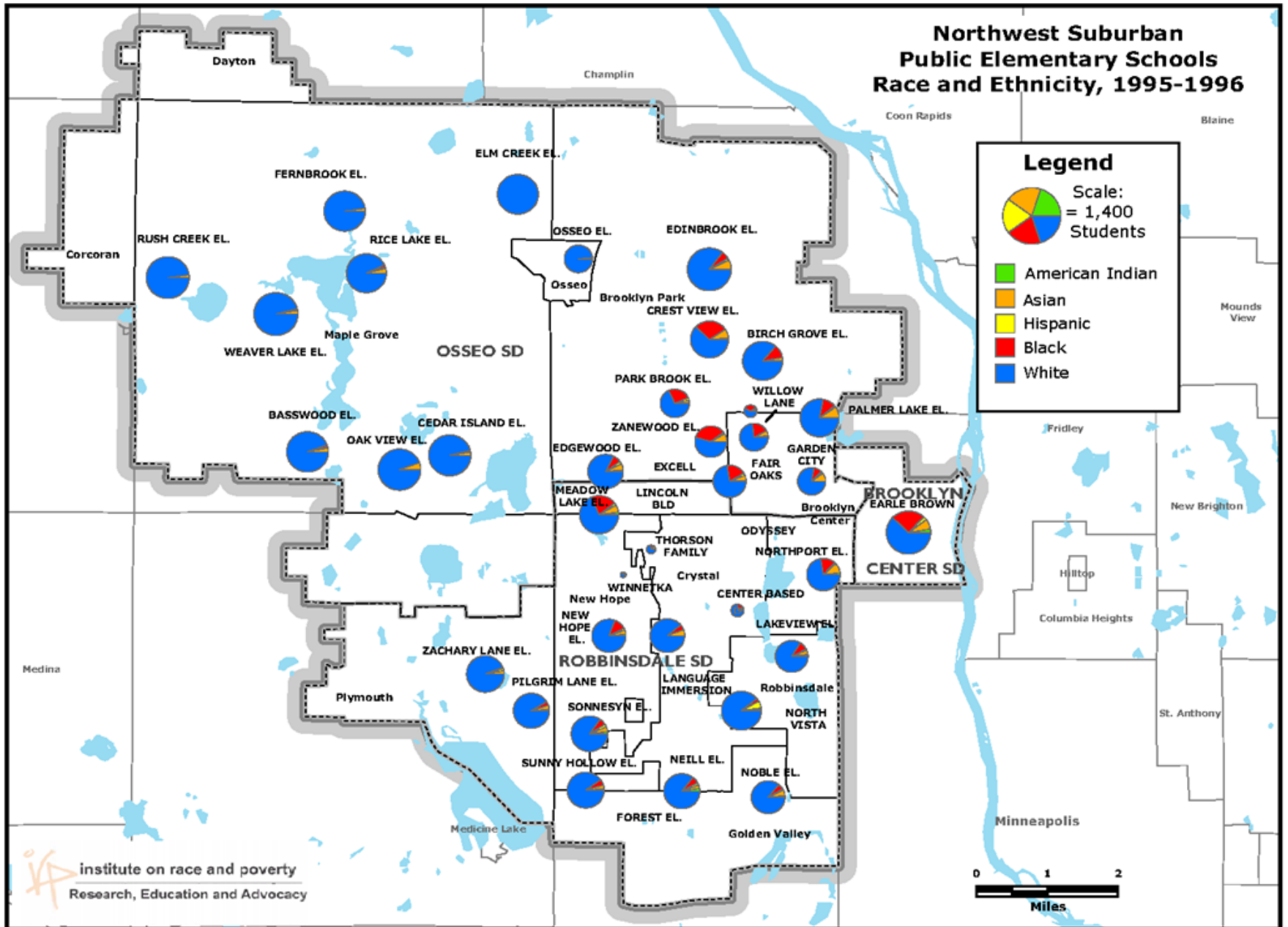
- American Indian
- Asian-Pacific Islander
- Hispanic
- Black
- White



Data Source: Minnesota Department of Children Families and Learning, Data Center (06/22/05)

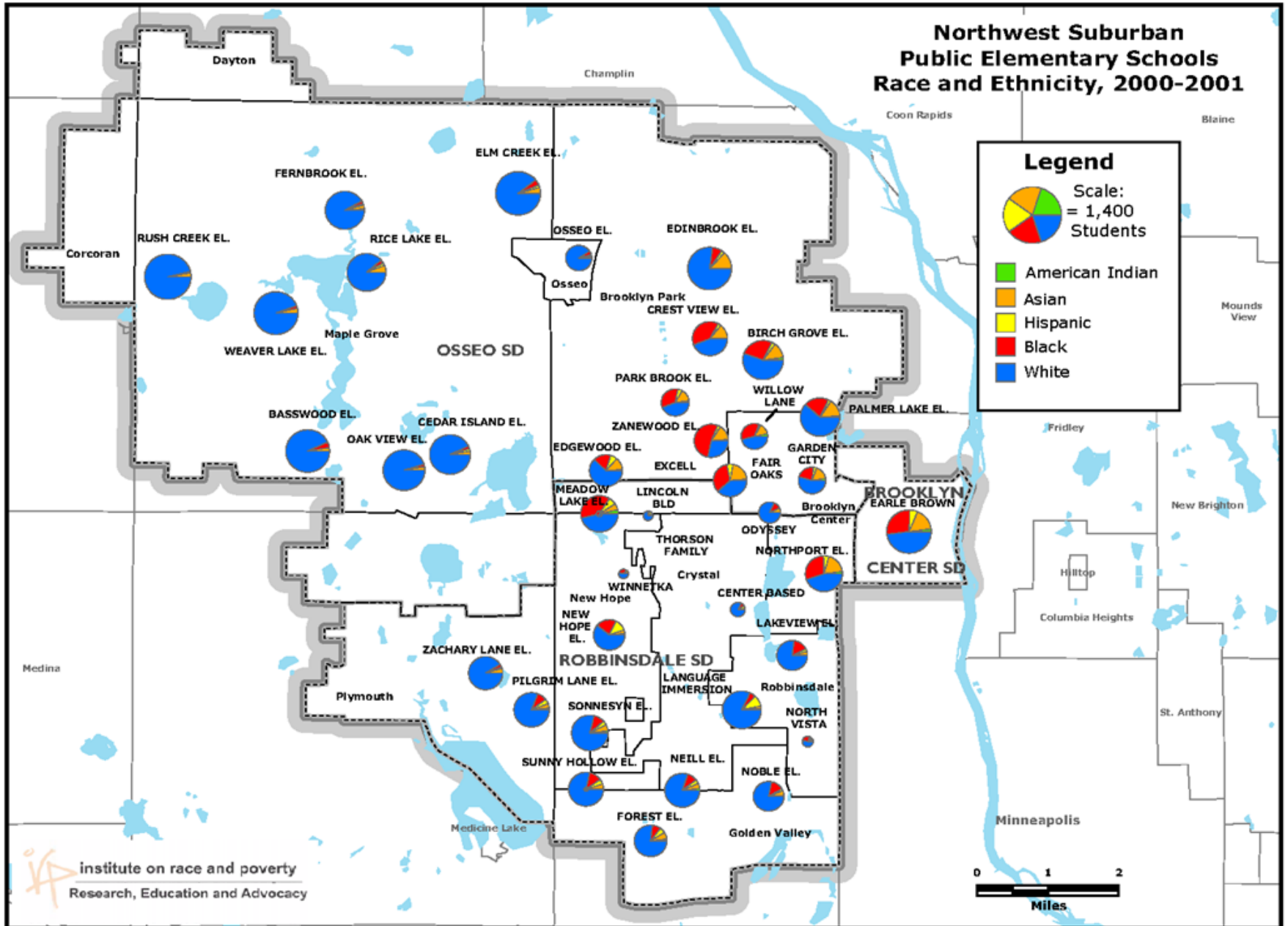


# Northwest Suburban Public Elementary Schools Race and Ethnicity, 1995-1996



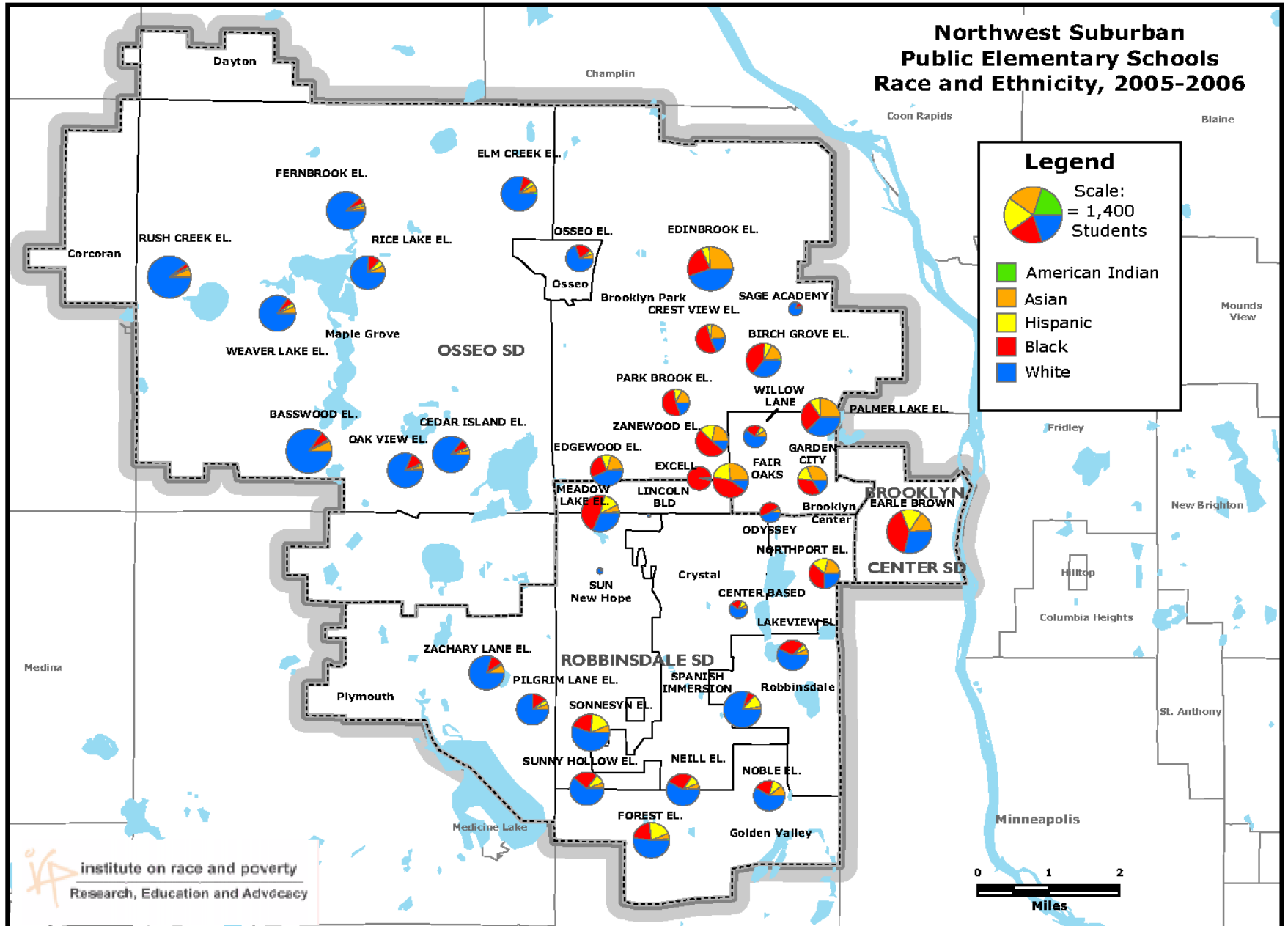
Data Source: Minnesota Department of Children Families and Learning, Data Center (10/25/04)

# Northwest Suburban Public Elementary Schools Race and Ethnicity, 2000-2001



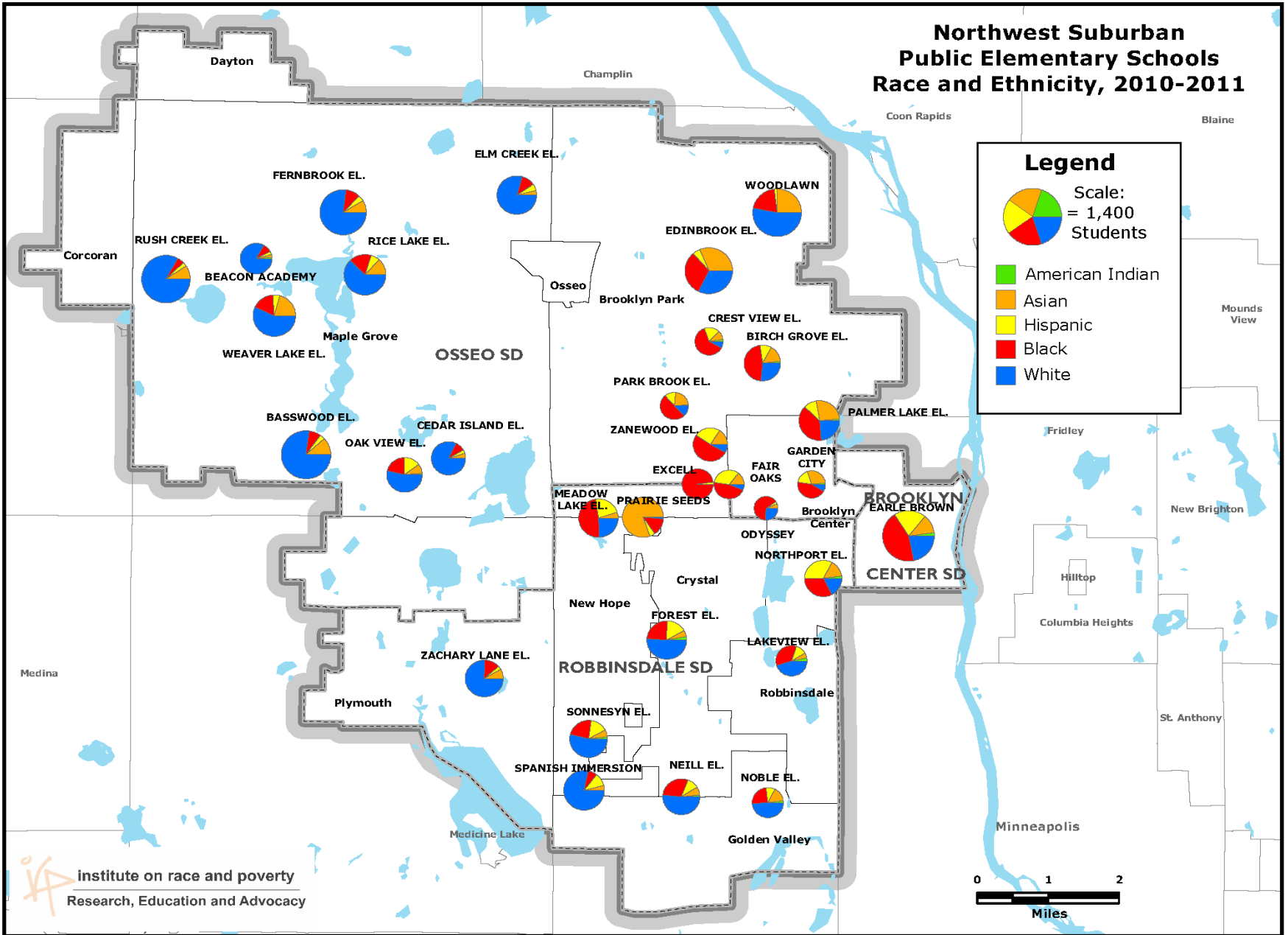
Data Source: Minnesota Department of Children Families and Learning, Data Center (10/25/04)

# Northwest Suburban Public Elementary Schools Race and Ethnicity, 2005-2006

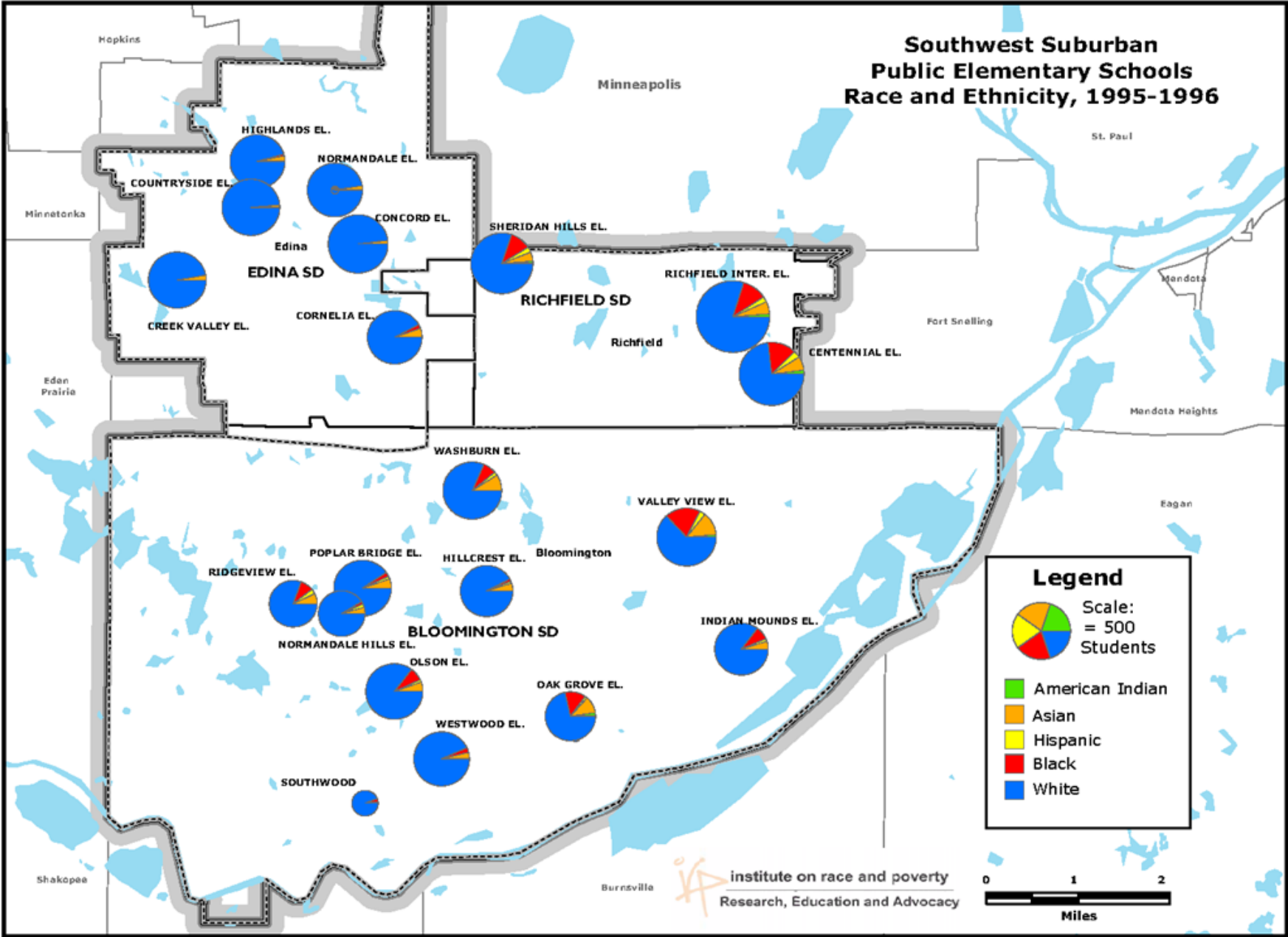




# Northwest Suburban Public Elementary Schools Race and Ethnicity, 2010-2011

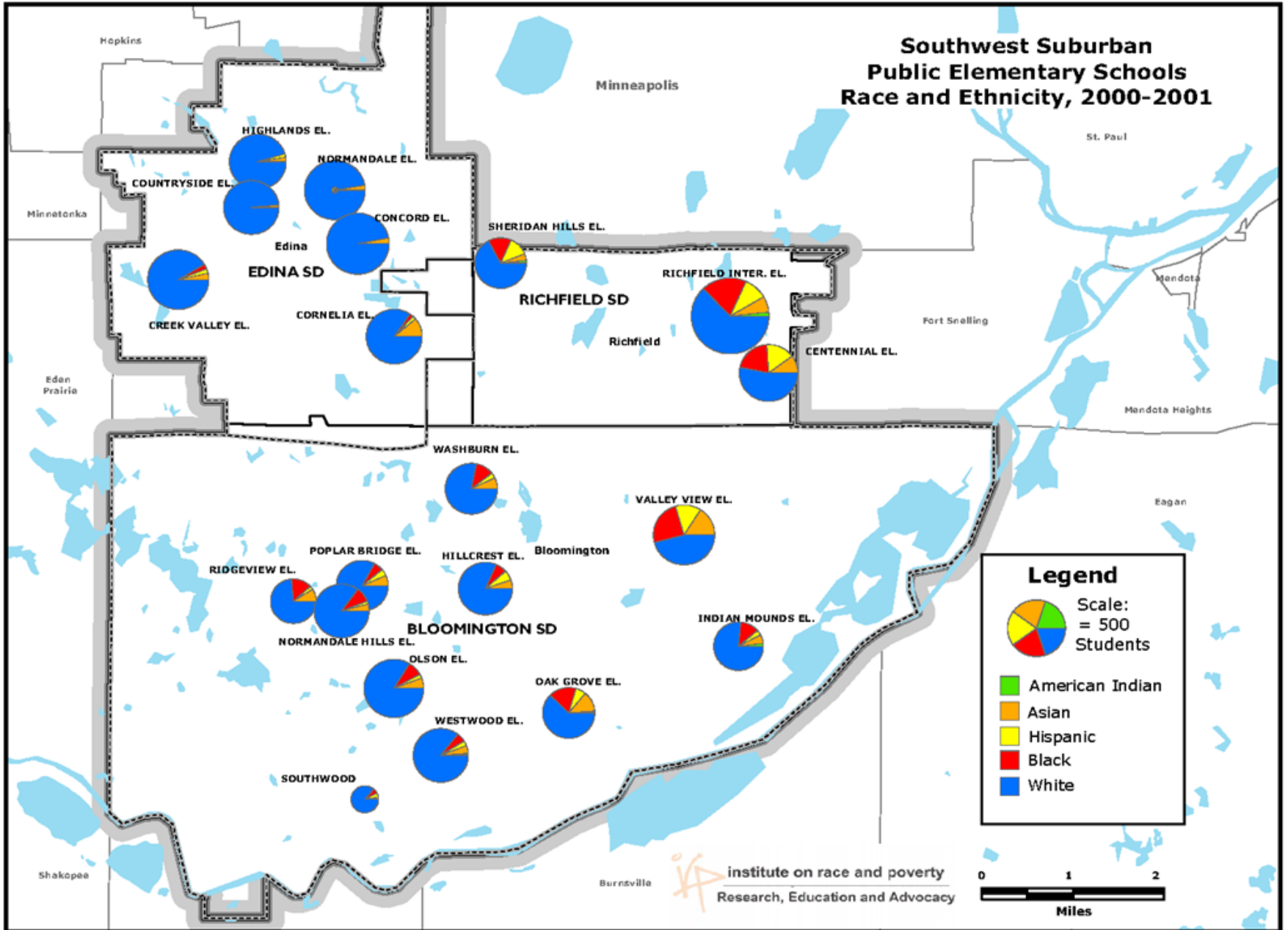


# Southwest Suburban Public Elementary Schools Race and Ethnicity, 1995-1996

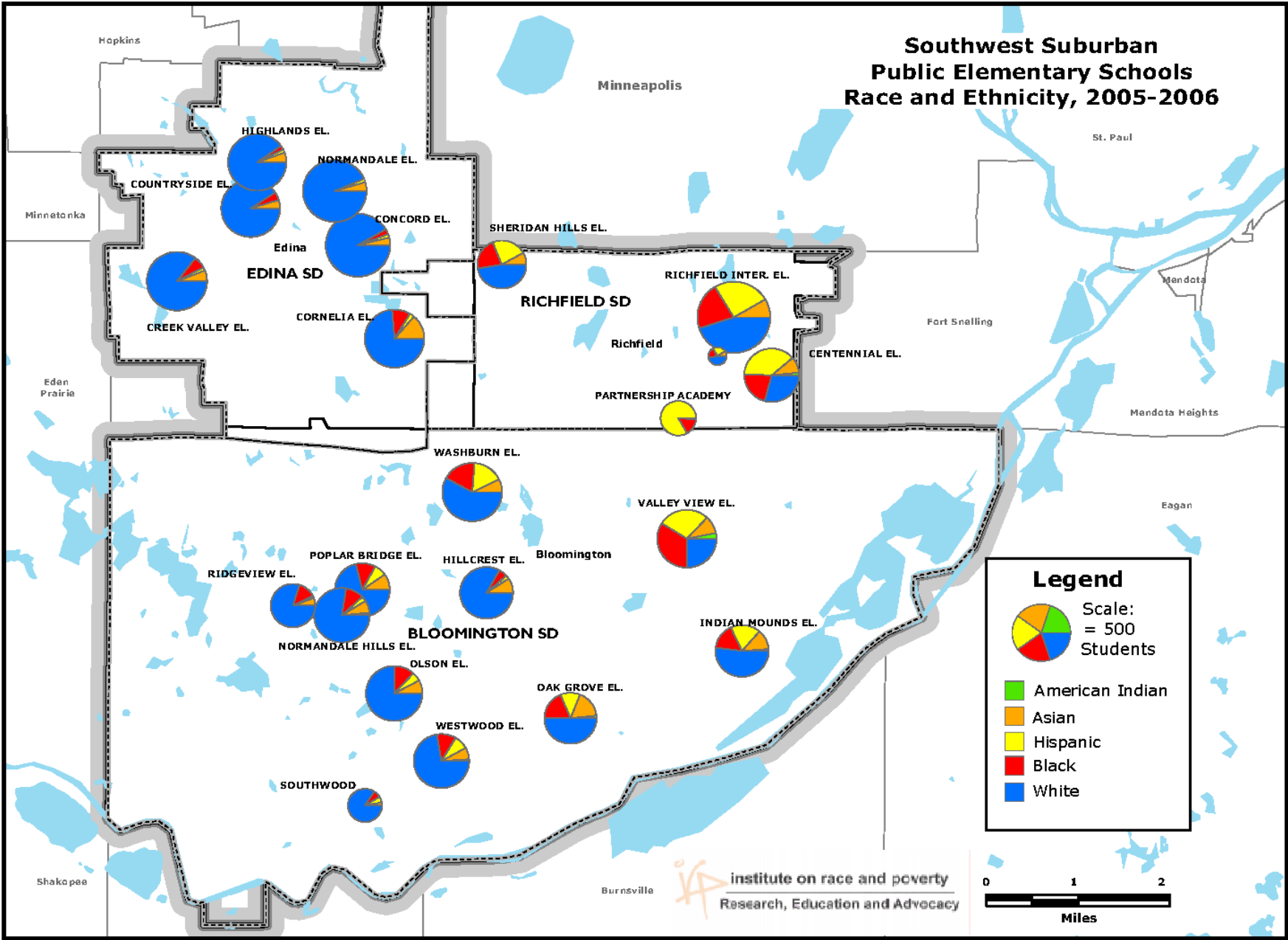


Data Source: Minnesota Department of Children Families and Learning, Data Center (10/25/04)

# Southwest Suburban Public Elementary Schools Race and Ethnicity, 2000-2001

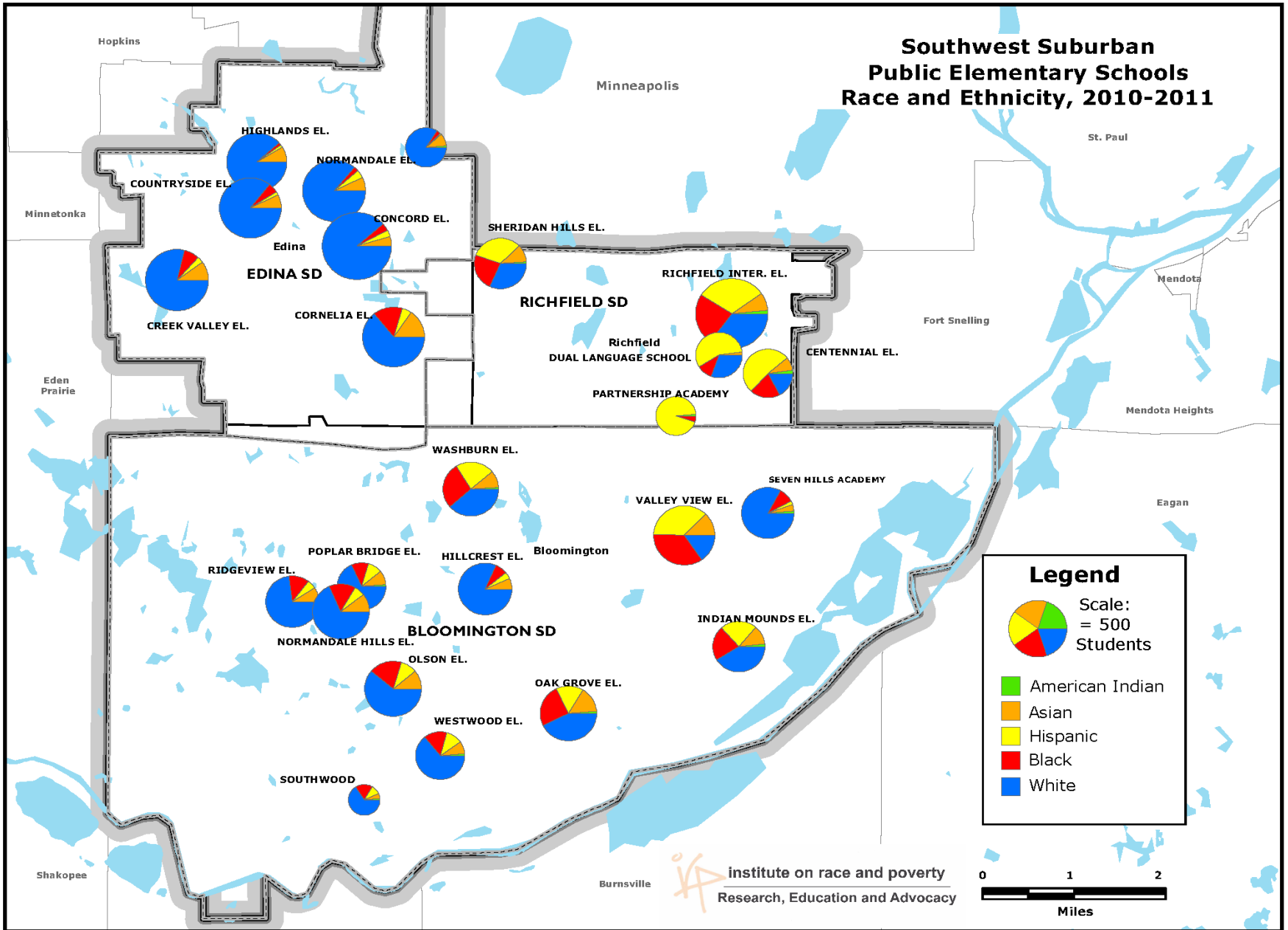


# Southwest Suburban Public Elementary Schools Race and Ethnicity, 2005-2006



Data Source: Minnesota Department of Education (04/20/08)

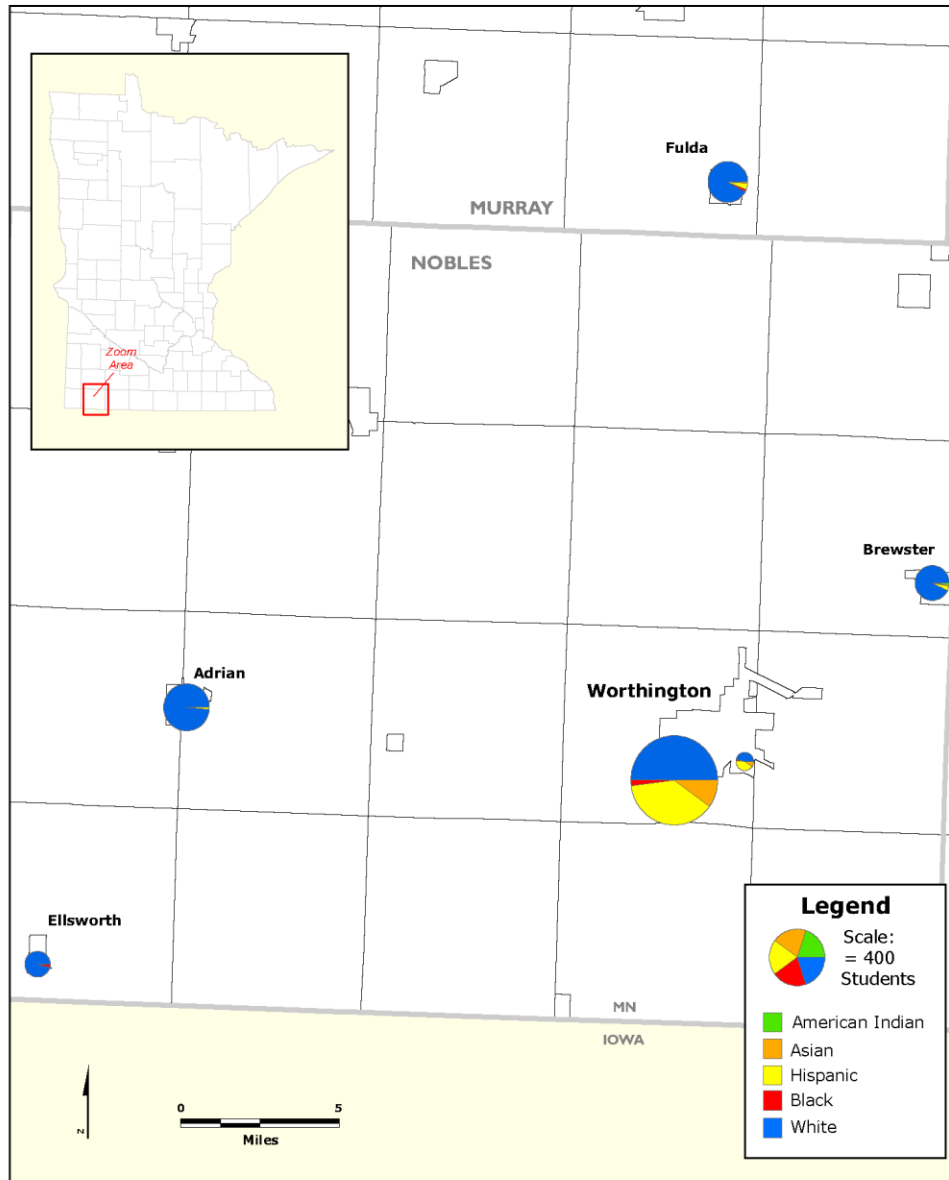
# Southwest Suburban Public Elementary Schools Race and Ethnicity, 2010-2011



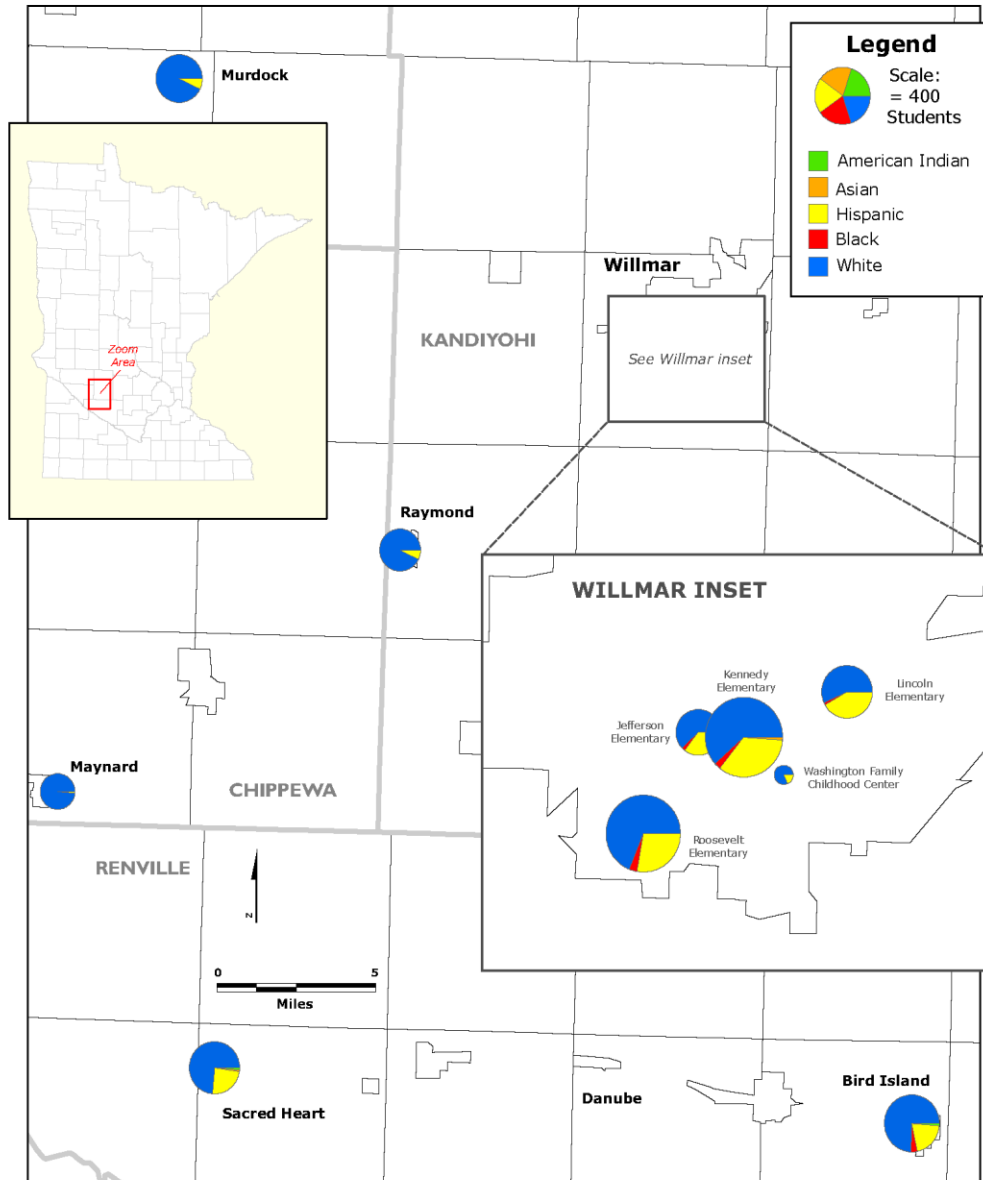
Data Source: Minnesota Department of Education

Greater Minnesota

## Worthington Area Public Elementary Schools Race and Ethnicity, 2005-2006

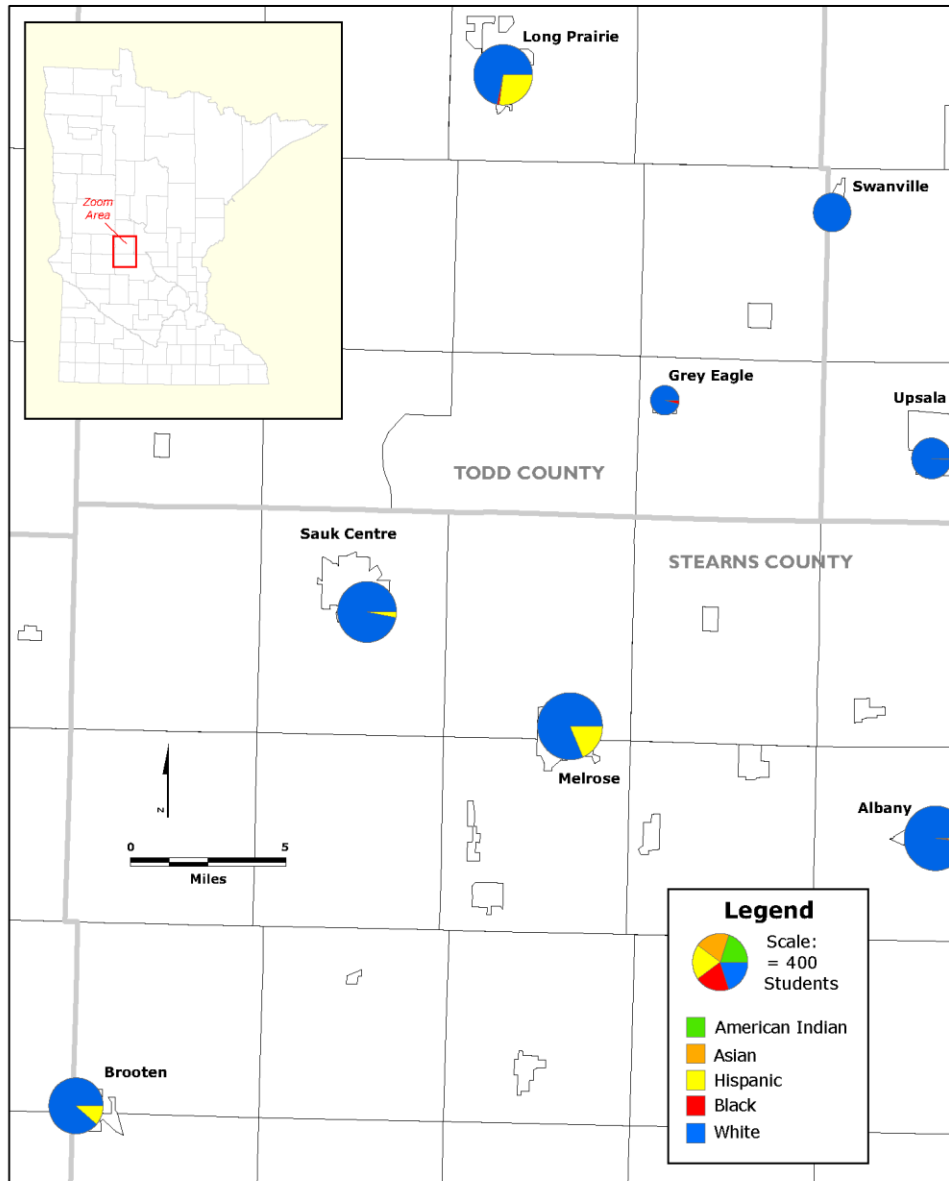


## Willmar Area Public Elementary Schools Race and Ethnicity, 2005-2006





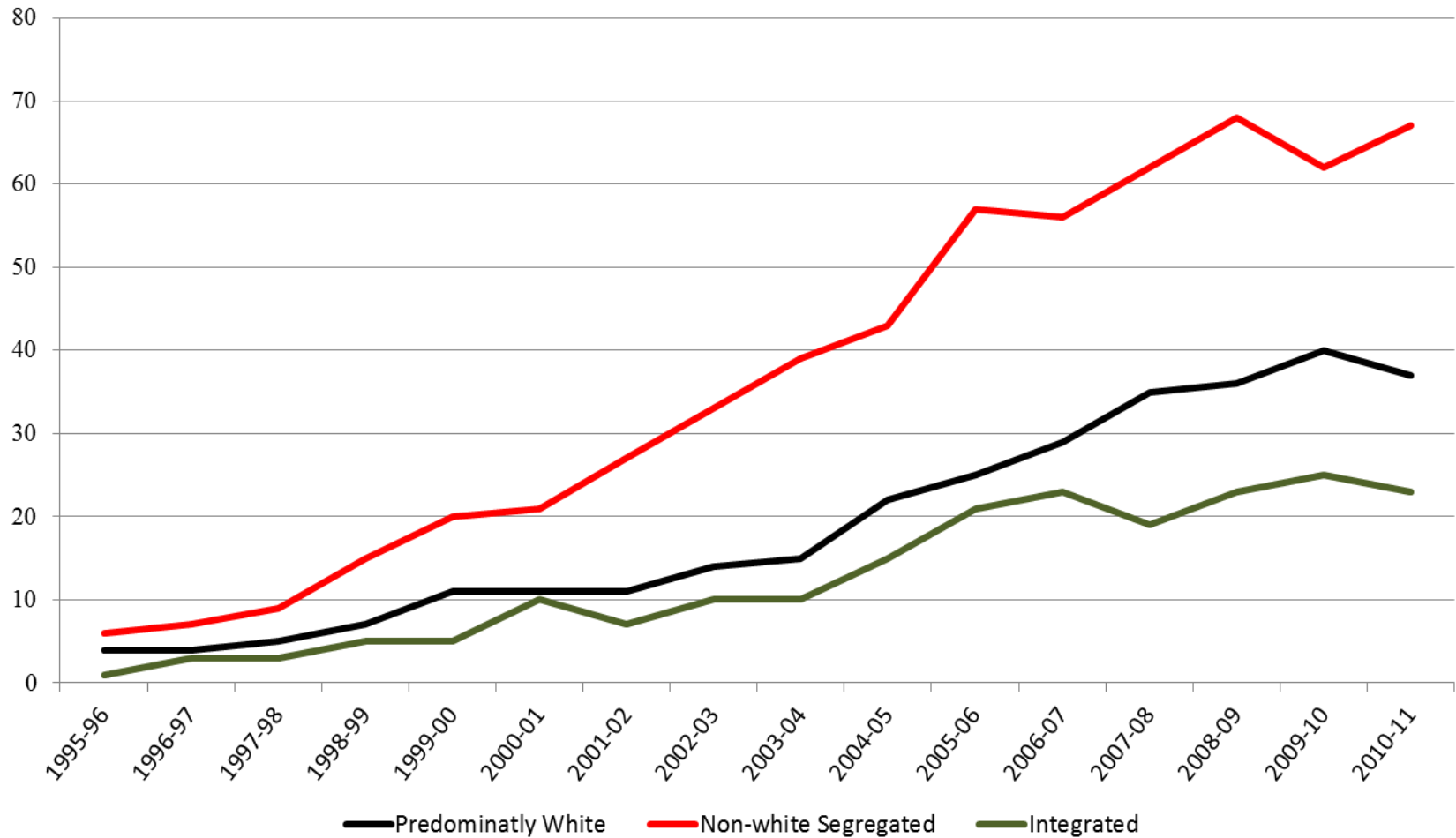
## Sauk Centre/Melrose Area Public Elementary Schools Race and Ethnicity, 2005-2006



The growth of charter schools has increased the number of non-white segregated schools in the region.

Charter schools are more segregated than the traditional system and student performance is lower on average than in traditional schools with the same characteristics.

## Number of Charter Schools by School Type, 1995 - 2010

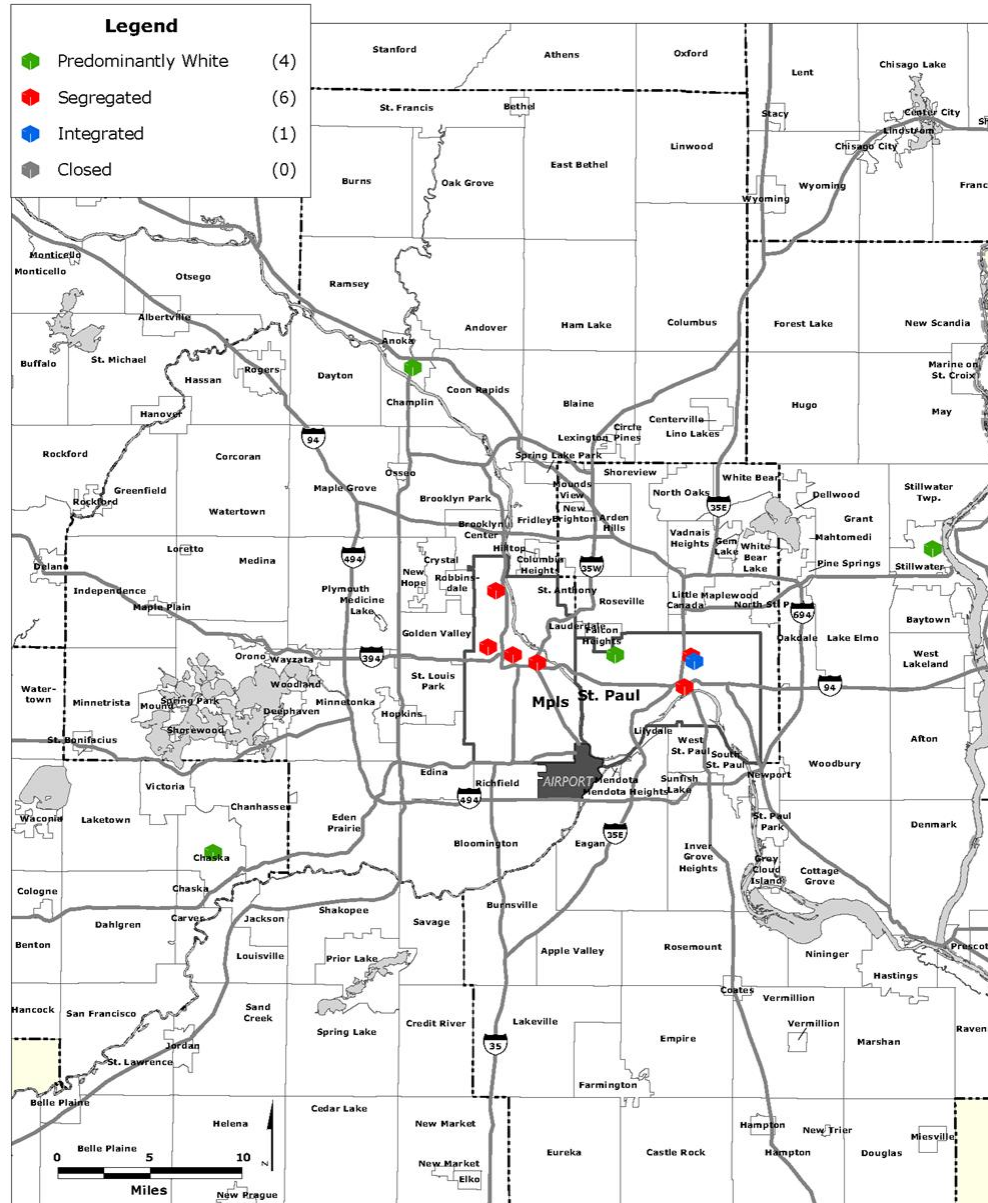


Predominantly White: White student share > 80 percent.

Non-white Segregated: Non-white student share > 60 percent.

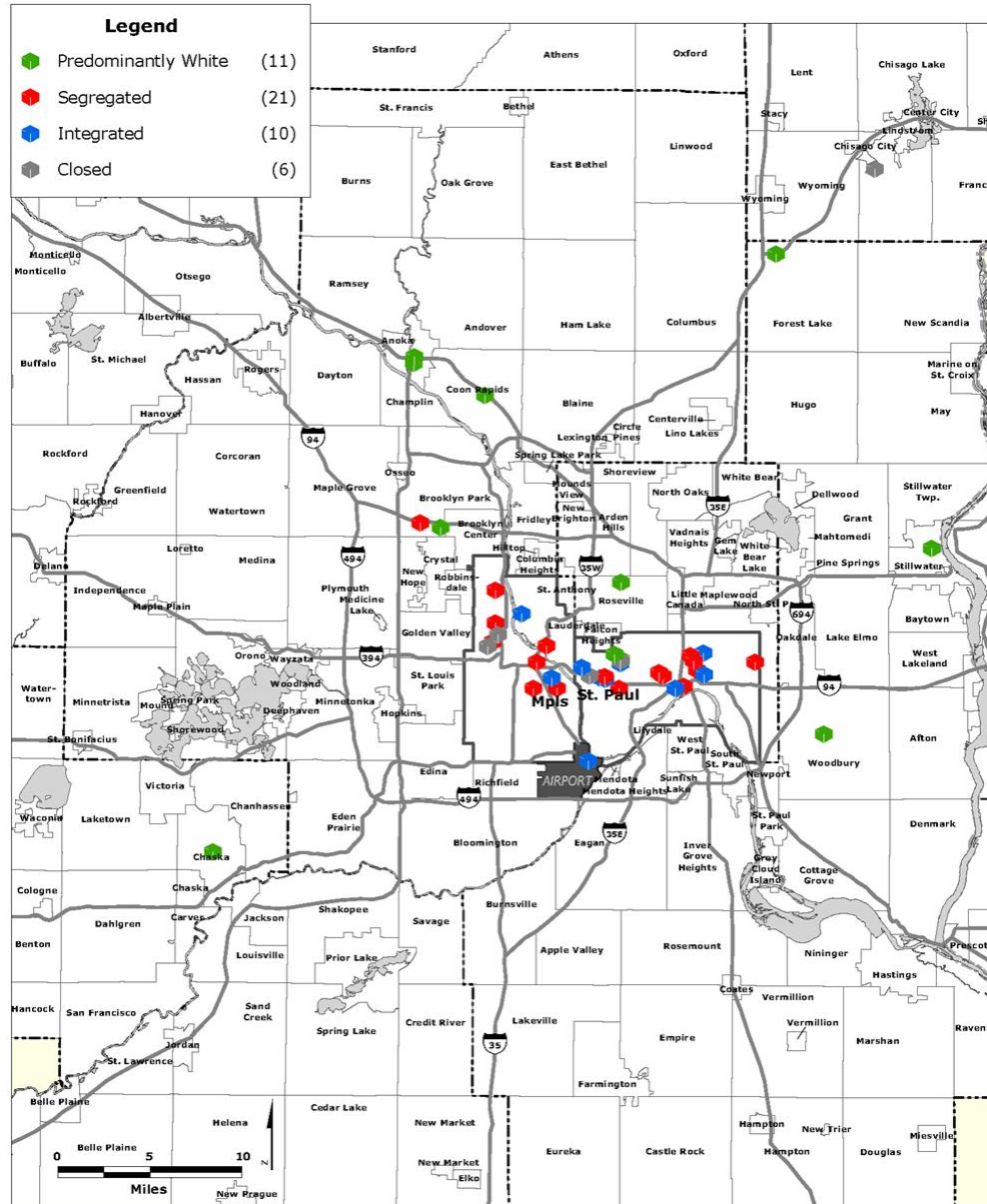
Integrated: Non-white student share between 20 percent and 60 percent.

## MINNEAPOLIS - SAINT PAUL REGION Charter School Classifications, 1995



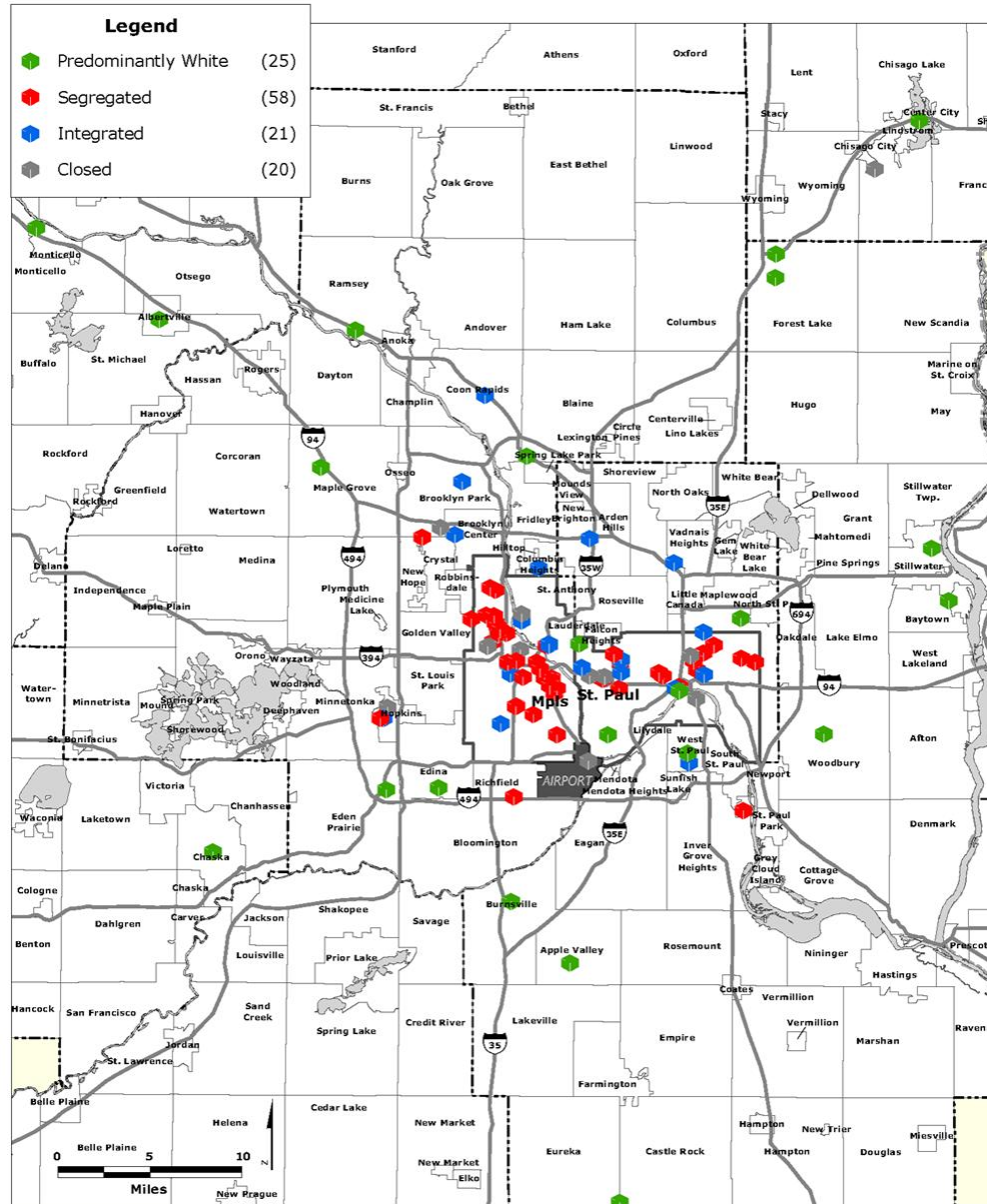
Data Source: Minnesota Department of Education; NCES.

## MINNEAPOLIS - SAINT PAUL REGION Charter School Classifications, 2000



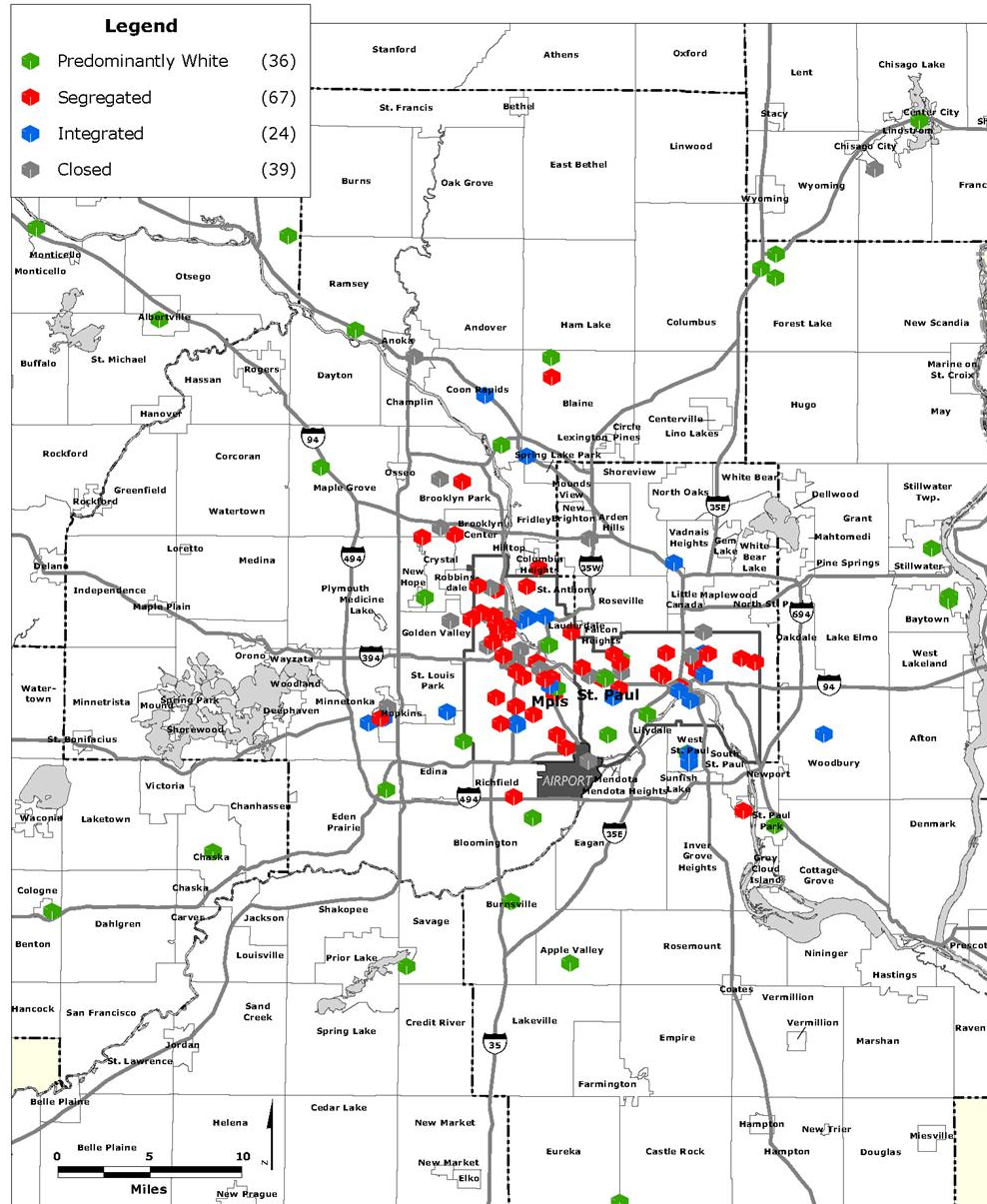
Data Source: Minnesota Department of Education; NCES.

## MINNEAPOLIS - SAINT PAUL REGION Charter School Classifications, 2005



Data Source: Minnesota Department of Education; NCES.

## MINNEAPOLIS - SAINT PAUL REGION Charter School Classifications, 2010



Data Source: Minnesota Department of Education; NCES.

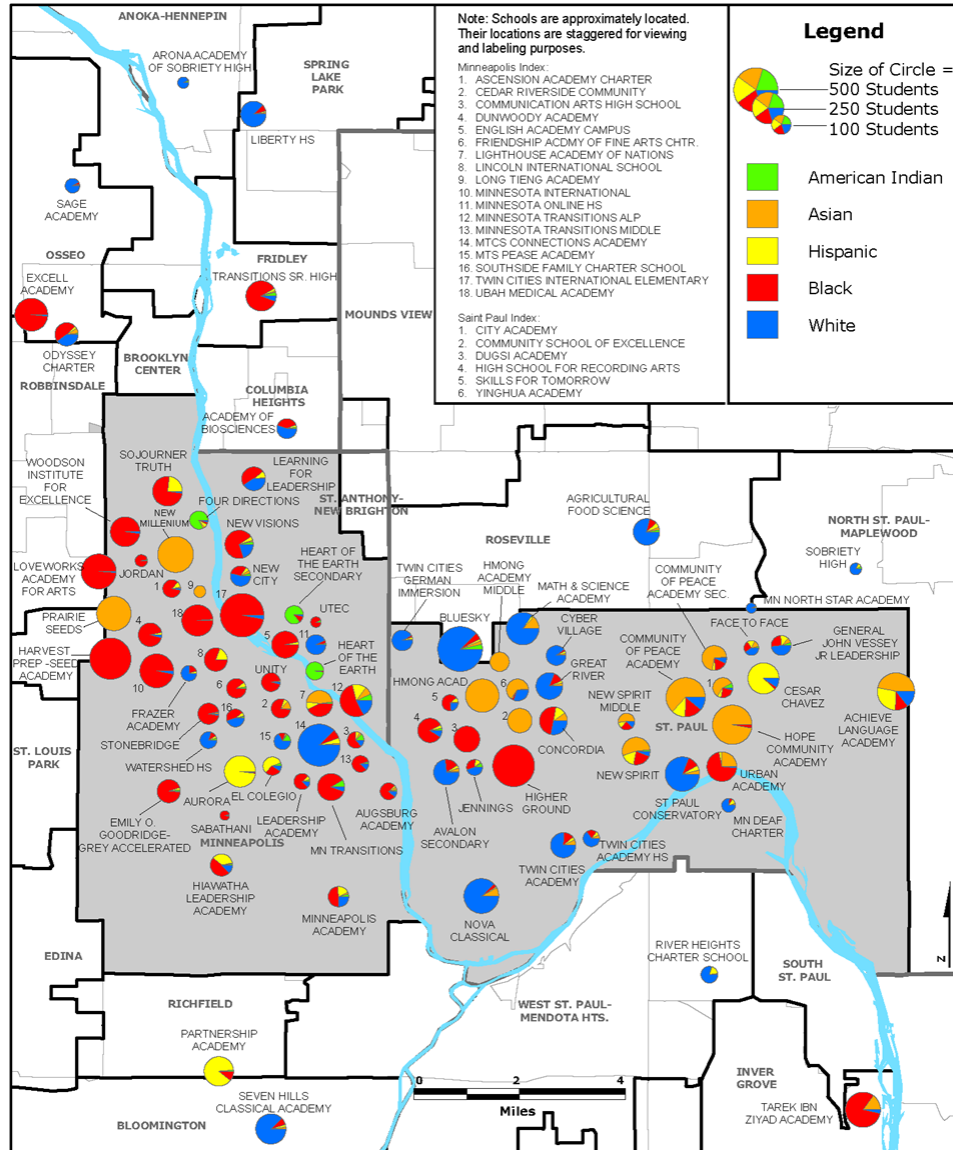




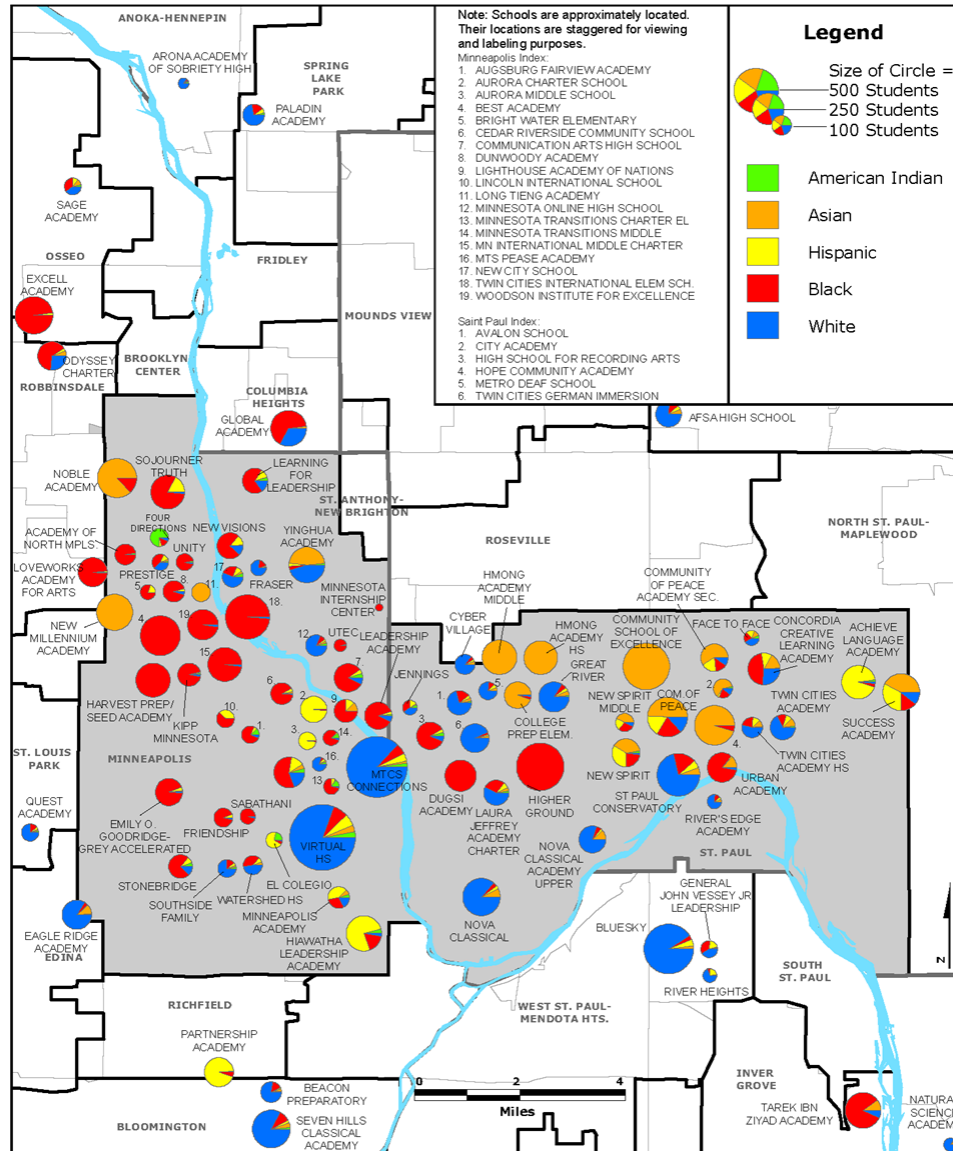
# MINNEAPOLIS - SAINT PAUL (CENTRAL REGION)

## Race and Ethnicity

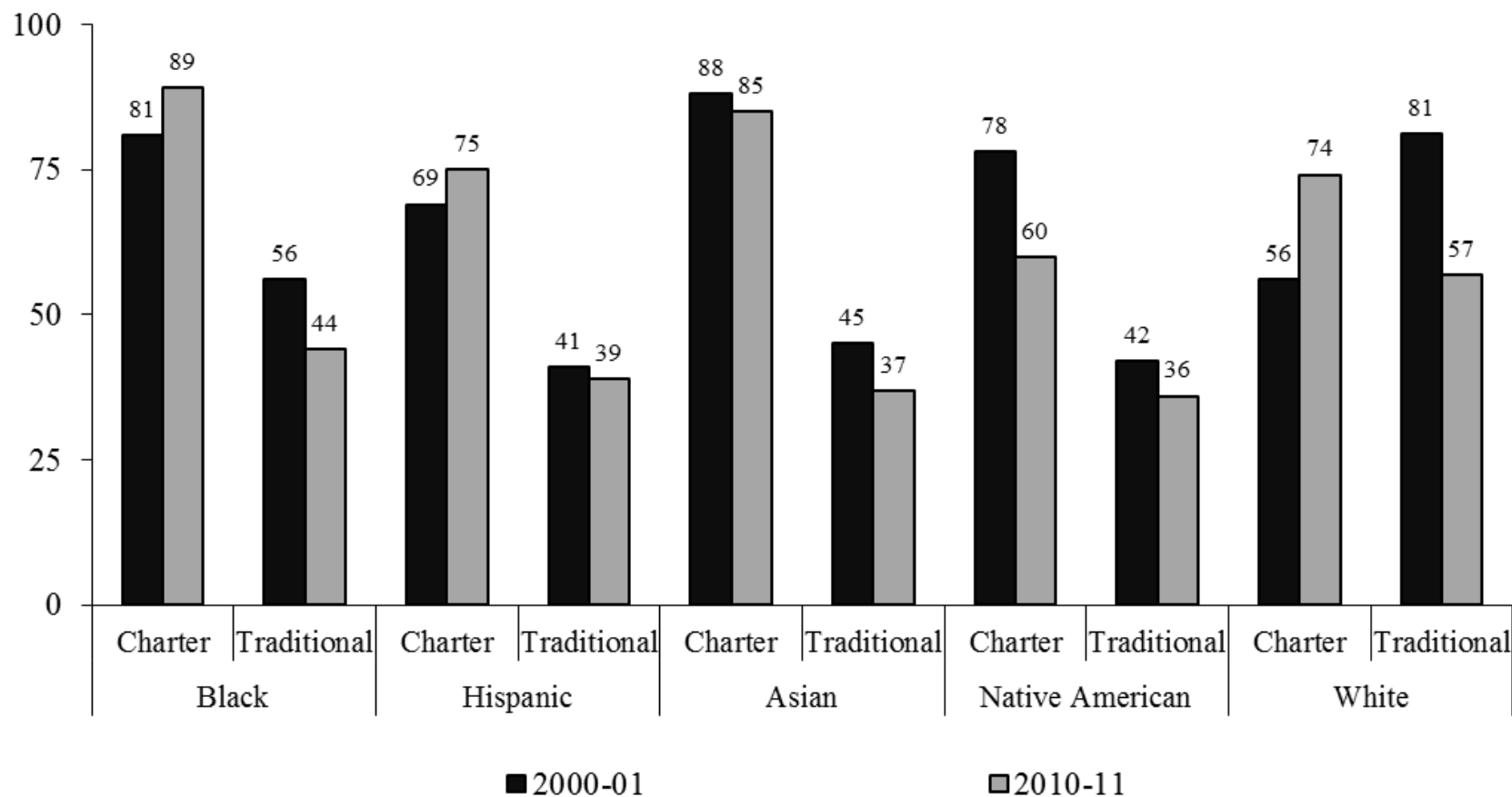
### Charter Schools, 2007-2008



# MINNEAPOLIS - SAINT PAUL (CENTRAL REGION) Race and Ethnicity Charter Schools, 2010-2011



**Chart 2: Percentage of Students in Segregated School Settings  
by Race and School Type, 1995 - 2010**



Source: Computed from Minnesota Department of Education data.

"Segregated setting" is defined as non-white segregated schools for students of color and predominantly white schools for white students.

Charter schools in Minnesota also do not, on average, improve student performance.

Every existing study using comprehensive data sets for Minnesota schools—data sets including all or most charter and traditional schools—has found that, on average, traditional schools outperform charter schools with the same characteristics.

# Comprehensive studies of student performance in charter schools in Minnesota or the Twin Cities.

- Loveless, “Charter Schools: Achievement, Accountability, and the Role of Expertise,” (The Brookings Institution, 2003)
- Miron et al, “Evaluating the Impact of Charter Schools on Student Achievement: A Longitudinal Look at the Great Lakes States,” (Western Michigan University, The Evaluation Center, 2007)
- Office of the Legislative Auditor, “Evaluation Report: Charter Schools” (State of Minnesota, 2008)
- Institute on Race and Poverty, “Failed Promises: Assessing Charter Schools in the Twin Cities” (University of Minnesota, 2008 and 2011 update)
- Center for Research on Educational Outcomes, “Multiple Choice: Charter School Performance in 16 States” (Stanford University, 2009)

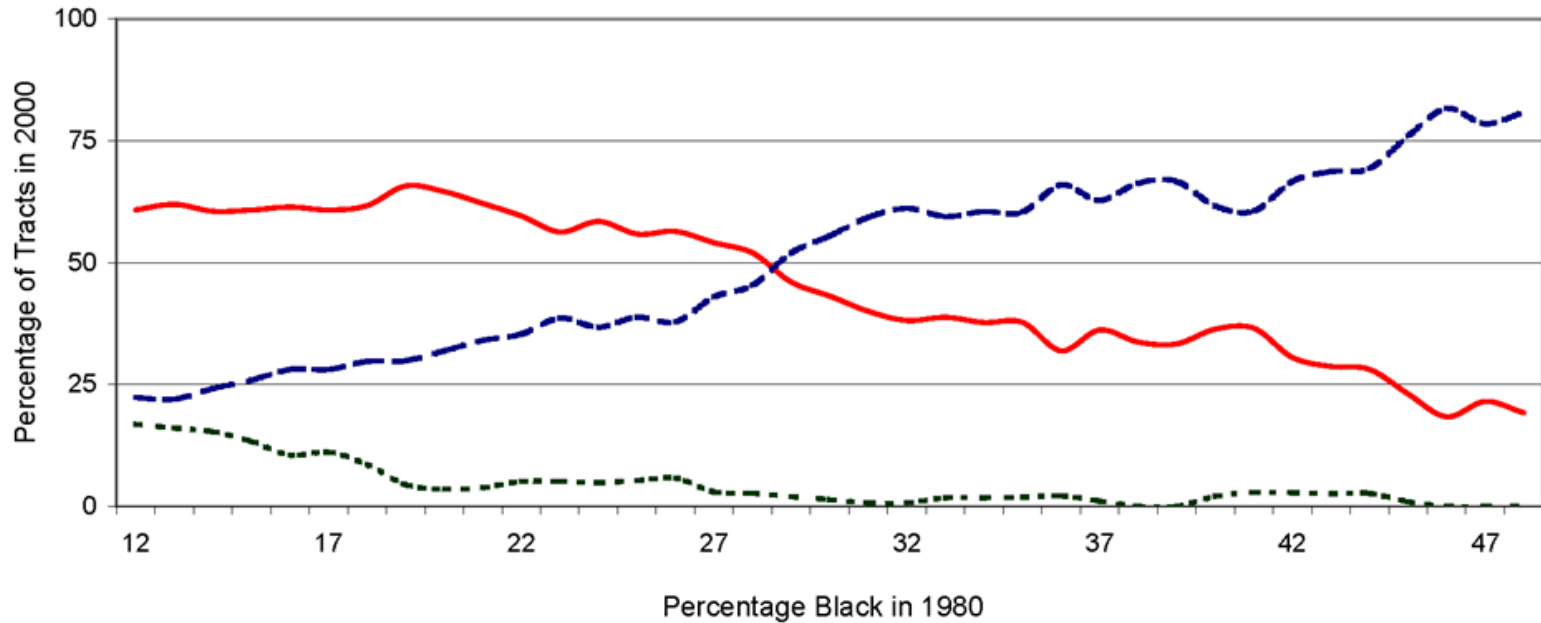
# The most recent results from IRP's 2011 update of its 2008 study uses 2010-11 data. The results imply that:

- All else equal, proficiency rates for math are 7.5 percentage points lower in charter elementary schools than in traditional elementary schools.
- All else equal, proficiency rates for reading are 4.4 percentage points lower in charter elementary schools than in traditional elementary schools.
- All else equal, Choice is Yours receiving schools outperform charter schools in math by 10.5 percentage points and by 6.8 points in reading.
- “All else equal” means that the statistical analysis controls for the following school characteristics: poverty rate, special education rate, racial mix, school size, attendance rate, mobility rate, school days per year, and hours per day.

Other IRP research shows that stably integrated schools help to stabilize neighborhoods.

Integrated neighborhoods are much more likely to remain integrated in metropolitan areas with significant, regional integration efforts.

### 2000 Distribution of 1,592 Tracts that were White/Black Integrated in 1980

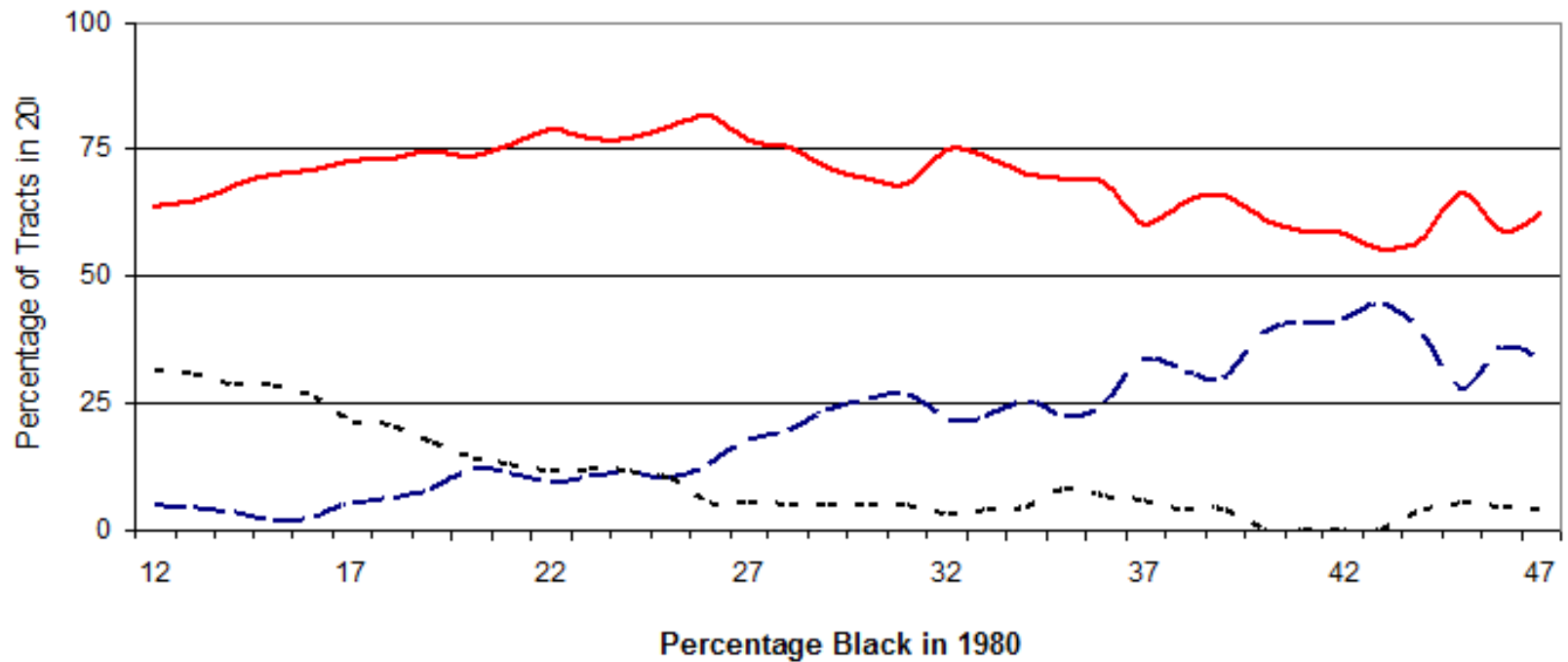


**Conclusion: When the Black population share was 29% or greater in 1980, the tract was more likely to resegregate during the next 20 years than it was to remain integrated.**

— Remained Integrated — Changed to Black, Black/Hispanic or Hispanic - - Changed to Majority White



**2000 Distribution of 633 Tracts that were White/Black Integrated in 1980  
in 15 Metro Areas with County- or Metro-wide Busing in the 1980's and 1990's**



**Conclusion: Tracts were more likely to remain integrated than to resegregate during the next 20 years from all starting points.**

— Remained Integrated — Changed to Segregated - - - Changed to Predominantly White

# Integration Revenue Reform

- Integration Revenue is meant to promote integration in Minnesota school districts with racially isolated schools.
- However, program rules currently provide little or no incentive for school districts to desegregate their minority and low-income students.
- The purpose of the funding should be changed from “increasing interracial contact” to encouraging the physical integration of school districts, schools, and classrooms.

# Possible Reform Strategies (1)

- Reward school districts on a per student basis for:
  - documented pro-integrative student movements within and across districts and
  - the number of students in integrated schools

**Table 1: Integration Revenue Simulation: Compensation = \$2,250 per integrative move and \$250 per Student in Integrated Schools**

	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
<u>District</u>	2007 Adjusted ADM	2007 Integration Revenue	CIY Part.	Students in Integ. Magnets	Students in Seg. Magnets	Current Integrative Moves (3) + (4)	<i>Integration Revenue from Int. Moves</i>	Students in Integ. Schools	<i>Integration Revenue from Int. Schools</i>	Total Integration Revenue
ANOKA-HENNEPIN	40,440	6,058,384	0	0	0	0	0	10,842	2,710,500	2,710,500
BLOOMINGTON	10,484	1,576,998	0	1,020	0	1,020	2,295,000	5,398	1,349,500	3,644,500
BROOKLYN CENTER	1,762	256,900	0	1,755	0	1,755	3,948,750	0	0	3,948,750
BURNSVILLE	10,402	34,916	0	0	0	0	0	6,165	1,541,250	1,541,250
COLUMBIA HEIGHTS	3,006	546,079	196	0	0	196	441,000	2,929	732,250	1,173,250
EDEN PRAIRIE	9,824	1,043,050	6	0	0	6	13,500	1,538	384,500	398,000
EDINA	7,560	877,875	170	0	0	170	382,500	548	137,000	519,500
ELK RIVER	11,766	1,234,916	0	0	160	0	0	0	0	0
FRIDLEY	2,586	396,033	0	1,671	0	1,671	3,759,750	1,051	262,750	4,022,500
HOPKINS	8,014	1,267,587	230	0	0	230	517,500	4,076	1,019,000	1,536,500
INVER GROVE	3,813	383,486	0	0	118	0	0	1,001	250,250	250,250
LAKEVILLE	11,088	34,916	0	0	0	0	0	0	0	0
MINNEAPOLIS	35,701	19,507,925	1,858	4,278	4,061	6,136	13,806,000	8,981	2,245,250	16,051,250
NORTH ST. PAUL	11,727	1,696,781	0	0	0	0	0	6,859	1,714,750	1,714,750
OSSEO	22,083	3,218,727	0	2,216	0	2,216	4,986,000	6,469	1,617,250	6,603,250
RICHFIELD	4,162	644,045	238	87	0	325	731,250	2,964	741,000	1,472,250
ROBBINSDALE	13,474	2,132,771	571	0	618	571	1,284,750	11,653	2,913,250	4,198,000
ROSEMOUNT-APPLE	27,694	4,137,688	0	1,040	641	1,040	2,340,000	4,132	1,033,000	3,373,000
ROSEVILLE	6,539	981,041	0	0	0	0	0	5,262	1,315,500	1,315,500
SHAKOPEE	5,983	32,340	0	0	0	0	0	4,919	1,229,750	1,229,750
SOUTH ST. PAUL	3,294	469,641	0	0	0	0	0	1,758	439,500	439,500
SOUTH WASHINGTC	16,618	2,454,423	0	0	0	0	0	4,489	1,122,250	1,122,250
ST. ANTHONY	1,722	229,138	99	0	0	99	222,750	0	0	222,750
ST. LOUIS PARK	4,318	684,839	177	0	0	177	398,250	3,574	893,500	1,291,750
ST. PAUL	40,241	20,669,298	0	6,035	7,938	6,035	13,578,750	9,233	2,308,250	15,887,000
STILLWATER	8,966	969,947	0	0	0	0	0	0	0	0
WAYZATA	9,969	1,125,811	171	0	0	171	384,750	73	18,250	403,000
WEST ST. PAUL	4,555	735,220	0	316	0	316	711,000	3,418	854,500	1,565,500
WHITE BEAR LAKE	8,556	918,924	0	0	0	0	0	925	231,250	231,250
Metro Total	346,346	74,319,697	3,716	18,418	13,536	22,134	49,801,500	108,257	27,064,250	76,865,750

**Integrative moves**

Intra-district: White student move from a predominantly white assigned/neighborhood school to an integrated or predominantly non-white school; or Student of color move from a predominantly non-whites assigned/neighborhood school to an integrated or predominantly white school.

Inter-district: Same types of moves except the schools are in different districts.

Both the sending and the receiving district receive the \$2,250 revenue per student.

Column (8) assumes that all students in CIY or integrated magnets came from segregated assigned schools. Other potential integrative moves not counted in this calculation include those from inter-district open enrollment, district-sponsored charter school enrollments or intra-district open enrollment.

## Two Possible Reform Strategies (2)

- Reward school districts on a per student basis for:
  - the number of non-white students in district schools,
  - the number of students in integrated schools, and
  - the number of students in schools with non-white shares within 10 percentage points of the district share (limited to districts with non-white shares greater than 20%)

**Table 2: Integration Revenue Simulation: Compensation Based on Total Non-white Students, Non-white Students in Integrated Schools and Non-white Students in Balanced Schools**

<u>District</u>	<u>Non-White Students</u>	<u>Integrated Schools</u>	<u>Balanced Schools</u>	<u>Total</u>	2007 Actual	<u>Difference</u>
ANOKA-HENNEPIN	2,464,898	1,101,848	1,654,965	5,221,710	6,058,384	-836,674
BLOOMINGTON	1,181,700	918,450	440,505	2,540,655	1,576,998	963,657
BROOKLYN CENTER	430,268	0	157,950	588,218	256,900	331,318
BURNSVILLE	1,096,290	1,011,173	690,885	2,798,348	34,916	2,763,432
COLUMBIA HEIGHTS	561,893	561,893	553,995	1,677,780	546,079	1,131,701
EDEN PRAIRIE	721,890	270,855	626,243	1,618,988	1,043,050	575,938
EDINA	365,333	57,623	0	422,955	877,875	-454,920
ELK RIVER	318,533	585	0	319,118	1,234,916	-915,799
FRIDLEY	356,558	354,803	354,803	1,066,163	396,033	670,130
HOPKINS	717,210	683,573	498,420	1,899,203	1,267,587	631,616
INVER GROVE HEIGHTS	310,343	228,150	262,958	801,450	383,486	417,964
LAKEVILLE	398,678	0	0	398,678	34,916	363,762
MINNEAPOLIS .	6,852,105	2,117,408	1,024,628	9,994,140	19,507,925	-9,513,785
NORTH ST PAUL-MAPLEWOOD	1,146,600	1,146,308	942,728	3,235,635	1,696,781	1,538,854
OSSEO	2,753,010	1,810,283	600,503	5,163,795	3,218,727	1,945,068
RICHFIELD	759,038	670,410	670,410	2,099,858	644,045	1,455,813
ROBBINSDALE	1,618,110	1,441,148	1,070,843	4,130,100	2,132,771	1,997,329
ROSEMOUNT-APPLE VALLEY-EAGA	1,878,728	925,178	1,437,638	4,241,543	4,137,688	103,855
ROSEVILLE	700,538	661,343	459,518	1,821,398	981,041	840,357
SHAKOPEE	621,270	566,865	539,663	1,727,798	32,340	1,695,458
SOUTH ST. PAUL .	306,833	303,908	303,908	914,648	469,641	445,007
SOUTH WASHINGTON COUNTY	1,124,078	296,303	986,603	2,406,983	2,454,423	-47,441
ST. ANTHONY-NEW BRIGHTON	115,538	0	115,538	231,075	229,138	1,937
ST. LOUIS PARK .	494,618	450,158	322,043	1,266,818	684,839	581,979
ST. PAUL	8,305,538	2,717,325	2,992,568	14,015,430	20,669,298	-6,653,868
STILLWATER AREA .	228,150	0	0	228,150	969,947	-741,797
WAYZATA	670,410	300,983	625,658	1,597,050	1,125,811	471,239
W. ST. PAUL-MENDOTA HTS.-EAGAI	491,693	456,008	232,538	1,180,238	735,220	445,018
WHITE BEAR LAKE SCHOOL	402,480	73,125	0	475,605	918,924	-443,319
Total	37,392,323	19,125,698	17,565,503	74,083,523	74,319,699	

Non-white student distribution = \$287.50 for each non-white student in the school district in 2009-10.

Integrated schools distribution = \$287.50 for each non-white student in an integrated school in 2009-10  
(a school with a non-white share between 25% and 75%).

Balanced schools distribution = \$287.50 for each non-white student in a school with a non-white share within 10 percentage points of the school district share in districts with non-white shares greater than 20% in 2009-10.



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