February 22, 2016

Revised Plan

Carrboro Board of Aldermen Annual Retreat
Sunday, February 28, 2016 10:00 am – 4:00 pm
Great Hall, Robert & Pearl Seymour Center
2551 Homestead Road, Chapel Hill, NC 27516

Expected Attendees:

- All Board members (7)
- Town Manager, Town Attorney, Town Clerk.
- Andy Sachs, facilitator
- External resource persons (2): James Svara, UNC School of Government; Aspen Romeyn, Triangle J Council of Governments.
- Observers from Town staff and general public

Desired Outcomes

- Clarification of what equity can mean in the context of leadership and local government.
- Understanding progress and disparity in Carrboro and Orange County, utilizing Triangle J COG's Equitable Growth Profile recommendations as one comparison.
- Appreciation for concrete tools that can be used at the department and municipal level to advance equity in operations and policy making.
- Board priorities and next steps with regard to equity.
- Identification of possible ways the Board can work even better together as it addresses the community's challenging issues.

Board Member Preparations

- Read excerpts to be identified by James Svara from Justice for All: Promoting Social Equity in Public Administration, Normal J. Johnson and James H. Svara, editors, M.E. Sharpe, Inc. (Armonk, NY, 2011).
- Read local-level information (smaller 4-county region or in some cases town, county, and census tract level) now under development by Triangle J Council of Governments and skim the summary of TJCOG's region-level Equitable Growth Profile (http://www.tjcog.org/Data/Sites/1/media/regional-planning/econdev/equitable-growth/triangle_j_summary_final_13may2015.pdf).

Retreat Ground Rules

- Begin and end on time

- Listen attentively to each other
- One speaker at a time
- Stick to the tasks and topics that are on the agenda.
- Share the floor with each other
- It is OK to disagree with each other...please do so respectfully
- Decide together

Agenda

10:00 Convene

- Call to order by the Mayor
- Introductions/Recognition of the public
- Review by facilitator with Board of his role and the desired outcomes, agenda and guidelines for the retreat.

10:20 Why is it Important for the Board to Talk about Equity, and What Hopes do you have about How the Board Talks about Equity Today?

- Pairs discuss, to help each other clarify your thinking and feeling about this (10 minutes: 5 minutes per person)
- Combine the pairs from above to share clarified thinking and feeling (10 minutes).
- Full group for 20 minutes: "What similarities and differences did you hear in your small groups about why it is important to talk about equity and the hopes you have for how you talk about equity?

11:00 Progress and Disparity in Carrboro and Orange County

- Presentation by Aspen Romeyn, Triangle J Council of Governments. *40 minutes*
- Board Q&A to clarify the information.
- Board Discussion:
    - What does this presentation mean for Carrboro?
    - How does the presentation affect your thinking on why it is important for the Board to talk about equity?
    - What are some other data or analysis that Board members would be interested in receiving? *Just note the ideas; no commitments for follow-up yet.*

12:30 Lunch Break

1:00 Concrete Tools to Advance Equity in Operations and Policy Making

- Presentation by James Svara, UNC School of Government, *40 minutes*
- Board Q&A to clarify the information.
- Board Discussion:

- What does this presentation mean for Carrboro?
- How does the presentation affect your thinking on why it is important for the Board to talk about equity?
- What other equity-advancing tools would Board members be interested in hearing about? *Just note the ideas; no commitments for follow-up yet.*

2:00 Stretch Break

2:15 Equity Priorities and Next Steps

Discussion: Where is the excitement/energy among Board members for moving this discussion forward?

- What overall strategies and practical tools would the Board like to use to advance equity?
- What local issues offer us the greatest opportunities for applying those strategies and tools?
- What additional information (data, information about tools/strategies) does the Board need? *Return to lists from earlier discussions and identify follow-up priorities.*
- Clarify longer range and immediate next steps. When do we check back in with each other on this?

3:00 How we Lead Together as a Board

Open Discussion:

- To what extent was today's discussion about equity analogous to the way the Board usually operates (i.e., how you communicate with each other, raise and resolve different perspectives, use objective information together, etc.)?
- To what extent was today's discussion not analogous to your usual Tuesday night discussions and decision making?
- Identify from this discussion any "Board Relations" topics for follow-up

3:45 Retreat Wrap-up

- Identify and address any loose strings.
- Last words from each Board member: What worked well in the retreat this year? What to consider doing differently in future retreats?

4:15 Adjourn

Justice for All:

Promoting Social Equity in Public Administration

Norman J. Johnson and James H. Svara, Editors

(Armonk, NY: M.E. Sharpe Publisher, 2011)

Chapter 14.

Toward a More Perfect Union: Moving Forward with Social Equity [excerpts]

Norman J. Johnson and James H. Svara

In any society, the equitable treatment of all regardless of membership is particular social groups is essential to support the democratic process. This is particularly important in the United States with its history of exclusion, and its explosion now in social diversity. Although we declared our right to independence because all men are created equal, we have not treated all men or all groups equally. Our aspirational ideals draw us forward as we seek to make the union more perfect, but old issues and old infrastructure linger and new challenges arise. From its initiation in 2000, the Standing Panel on Social Equity of the National Academy of Public Administration has sought to raise the salience of social equity and provide guidance about how to achieve it.

The Panel issued a Call to Action in 2005 that stated the rationale for increased commitment to advancing social equity.

> The United States faces critical issues in the fair, just and equitable formation and implementation of public policy, distribution of public services, and management of the organizations that do the work of the public. While many public programs are delivered equitably there are also:
>
> - Fundamental class, racial, and ethnic differences in access to basic services
> - Differences in the quality of programs provided and services received
> - Systematic differences across racial and ethnic lines in the way people are treated by public officials.
> - Disparities in outcomes for population groups (e.g., by race or income) as a result of differences in social conditions and individual behavior as well as differential distribution, access, and treatment.

Not all Americans have an equal base level of opportunity and protection. Risk is not randomly distributed.

The ideas presented in this book help us to understand our shortcomings and identify the possibilities for positive action by those who seek to advance the public interest and serve the people in our society.

There are four broad approaches that can be used to measure social equity: access, quality, procedural fairness, and outcomes. They are useful as indicators of inequity because each suggests different kinds of governmental response to improving equity. The measures should be understood in human as well as analytical terms.

- Access in social equity is a commitment to reduce omission and neglect that contribute to systematic inequality in access to services. In distribution of existing services and recommendations for policy change, access social equity seeks to promote equality in the provision of services and benefits or to direct resources to address specific needs.

- Procedural fairness in social equity is a determination to eliminate acts of commission that deprive individuals of fair and consistent treatment and to act with urgency when members of groups are systematically treated unfairly.

- Quality in social equity ensures that those who receive services and benefits are not slighted and consigned to a level of quality that does not measure up to acceptable standards.

- The outcomes emphasis in social equity rejects systematic differences in life chances across groups in society. Social equity does not accept the idea that certain groups must be limited to poorer outcomes and promotes the idea of narrowing and eliminating disparities.

These four measures of social equity can be illustrated in the case of public education. Although the battle for equal access to schools has been won, there a continuing differences in the quality of educational services and the preparation of teachers in predominantly minority schools, and greater likelihood that minority children will be suspended or expelled in the enforcement of disciplinary policies. Minority children will achieve at lower levels and fewer will graduate. Their likelihood of attending college lower is less while being overrepresented in the pipeline to prison.

Now in 2010, the time has come for moving forward. In our introductory discussion, we stressed that the advancement of equality as a value in American society must move in tandem with our commitment to freedom, and our concern for justice for all social groups must rest on justice for all individuals. The values reinforce each other in some respects. All persons and all groups should be equally free to pursue life, liberty, and the pursuit of happiness, and fairness should be equally available to all. Freedom cannot, however, extend to oppressing others. We live in a society with uneven distribution of resources in which some groups are advantaged over others. The standards of a humane society assure that the disadvantaged have access to the minimum resources that make it possible to compete freely and experience a decent life if they have met their personal responsibility to advance

themselves and contribute to society. Social equity also requires that efforts be made to remedy the effects of group discrimination and exclusion that limit the options of individuals.

Frank Fairbanks, city manager of Phoenix, Arizona, from 1990 to 2009 and recipient of a 2005 National Public Service Award,[1] summarized the social equity responsibility of a society in this way: "Government needs to help those who need the most help to succeed in building a great city"—or state, or nation.

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Steps to Take

There are a wide range of steps that those in the public administration community must take to help the executive and legislative branches of government reduce or eliminate the disparities in American society. While public administrators cannot erase all poverty or make every citizen color-blind, they can seek to understand why the disparities exist and how public programs can be improved and managed better to overcome them. Some see the involvement of public administrators as agents of social change as a departure from the established logic of administrative practice and call for public administrators to be "tranformative" (King and Zanetti 2005) and engage in small acts of "radicalness" (Box 2008) in their dealings with elected officials, staff, and the public. Others see the involvement of administrators in shaping policy and sound practice as long-established elements of the practice of public administration (Svara 2001). In either case, the scope and the consistency of the commitment to advance social equity can be expanded in a variety of ways. The seven steps proposed here can be taken by "public administrators" defined in a broadly inclusive way to refer to all those who contribute to governing society.

First, as leaders and advisors on policy, public administrators can speak out, particularly in the areas of their expertise.[2] This does not necessarily mean shouting publicly about unfair policy, although there may be times when that is called for. But it does mean "speaking truth to power" in the corridors of policy making and clearly identifying the aspects of social equity problems that are attributable to policy commissions or omissions. The responsibility goes beyond the formal policy process. Shafritz and Hyde (quoted in Standing Panel on Social Equity 2000, 11) assert that public administrators need to provide "moral leadership" to encourage people generally "to do the right, decent, and honorable thing." Crosby and Bryson (2005, 158) identify the importance of entrepreneurs who are able to "catalyze systemic change." Viewed in this way, the entrepreneurs can come from many places and may be visible or work behind the scenes. Policy entrepreneurs from the business sector can help to reframe social equity choices as investments, as noted previously, and social entrepreneurs can harness the resources of companies or nonprofits to directly intervene in solving a social problem. Governmental administrators can be the advocates and entrepreneurs, but they will often be leading from behind, supporting the out-front leaders. A convener brings together individuals and organizations that can potentially be enlisted in a change effort, but the official who identifies and then enlists the convener makes a critical contribution that may not be widely perceived. The British Society on Local Authority Chief Executives (SOLACE

2005) identifies the local government top administrator as the "chief strategic officer" who organizes people and other resources to achieve key goals. Public administrators need to play the same role in promoting social equity strategies weaving together the contributions of a wide range of other leaders.

In formulating new policy, public administrators should promote equal distribution, compensatory redistribution, and efforts to correct past discrimination, depending on the nature of the problem being addressed. For some services, simple equality is the relevant standard to produce fairness; for example, there needs to be the same level of solid waste collection in all parts of a city and the same water pressure and water quality. For other services, however, equality of services does not lead to the same outcomes because of the differences in starting points. In these cases, equity requires higher service levels for low income groups and disadvantaged minorities in order to redress disparities. For example, in the seemingly straightforward case of solid waste collection, there are income differences in the ability of a household to compact and securely store debris. Once a week garbage pickup may work adequately in higher income areas but lead to unacceptable outcomes in poor communities in densely populated areas.[3]

Public officials should avoid creating barriers to access, such as service fees for essential services, which impose a disproportionate cost for those with fewer resources. For example, when towns charge for access to recreational programs without providing relief such as a sliding scale based on income, children and families that need the services most may be excluded.

In developing policy proposals that entail redistribution, public administrators should take into account the obligation to be accountable to the rule of law, respect individual rights, and make the best use of scarce resources (Rosenbloom 2005).

Second, within the range of their discretion, public administrators should work diligently to mitigate the unfair consequences of policy. For existing policies and programs, distribution and access should match the intended purpose. Imaginative and targeted outreach that makes affirmative efforts to reach underserved or high need groups is imperative. Whether all are to receive a service or benefit or distribution is limited to those who meet eligibility criteria, then it should be made available to all who qualify with appropriate outreach efforts that will reach diverse audiences. Since the late nineties, the federal Food State Program has been transformed from a public assistance program whose recipients were stigmatized and forced to overcome administrative restrictions to qualify into a safety net program for all persons who have difficulty obtaining adequate food. After initial efforts during the Clinton administration to reframe the program as one that helps the working poor, the Bush administration with bipartisan support "led a campaign to erase the program's stigma, calling food stamps 'nutritional aid' instead of welfare and made it easier to apply" (DeParle and Gebeloff 2009, 1). This emphasis has been continued by the Obama administration that sees the program as an important source of assistance during the economic crisis. There is a commitment to enroll more of the one third of the eligible persons who not currently covered, and many states have undertaken aggressive outreach campaigns to expand coverage (DeParle and Gebeloff 2009, 25).

Public administrators should be committed to consistency in the quality of services and benefits delivered to all groups of people and strive to ensure that prevailing standards of acceptable practice are met for all groups. They cannot be satisfied to have dilapidated classrooms and a poor library in schools in one part of town while other schools in the same jurisdiction are in pristine condition. Effective administrators allocate maintenance resources based on need and pursue creative approaches to securing more books for schools with less community support.

Third, public administrators have the authority and obligation to promote process equity—equal access and opportunity, equal treatment and protection, and due process. They need to work constantly and consistently to achieve it in every agency at all levels of government. Any improper deviations in treatment should be corrected and the factors that contribute to this behavior should be eliminated. The deviations may be commissions, as in the disproportionate use of suspensions to remove black males from schools, or omissions, as in the failure to protect women who are victims of domestic violence.

Fourth, public administrators can give to issues of fairness the same creativity and attention they give to measuring performance and improving productivity. Analytical approaches include social equity impact analysis of policy proposals, impact analysis of performance, and an equity inventory for agencies or local governments. An examination of a variety of performance management systems—including those of two federal agencies, two states, two cities, and two community-based quality of life report card initiatives—found that there is generally little attention to social equity in the results-oriented measurement systems of these entities (Jennings, 2004). A broader review of all federal agencies reporting under the Government Performance and Results Act found quite limited attention to social equity (Jennings, 2005).

Equity considerations are relevant to a wide range of administrative and management analysis. It can be added to assessment of programs that may be contracted out and monitoring service delivery. For example, this factor is missing from current federal A 76 standards (OMB 2003, Radin 2005). Given the incentives that contractors have to cut costs, it is likely that clients with the fewest resources are more vulnerable to lapses in service. Policy research and program evaluation should examine specific groups rather than relying on aggregate data. Strategic planning should address differences among population groups. The development of new programs or major changes in existing programs could be accompanied by social equity impact analysis. In this approach comparable to environmental impact statements, a government agency would assess and share with the public an assessment of a program or policy's impact on issues of income and resource inequality (Rosenbaum 2002).

Fifth, public administrators need to measure social equity and track progress in alleviating disparities. The concept that "what gets measured gets done" can be used effectively to assess progress toward goals and objectives. It can also be seen as simply counting data that do not relate to mission or goals, or as an added burden for managers. It is essential for public managers to not only develop tools to track progress but to educate policy makers and the public as to why they are important and how the data collected can make decisions more fair to all. Given the reality that measurement shapes action, the failure of public agencies to measure equity in their processes, outputs, and outcomes means that they are less likely to pursue or produce equity through their actions.

Sixth, public administrators must take proactive and creative action to ensure that all persons, regardless of resources or individual characteristics, have a place at the table when needs are identified, policy options discussed, and programs and services assessed (Box 1998). It is easy ignore or assign a lower priority to the poor conditions of streets in a lower-income neighborhood when no citizens who live in the area with poor streets are at the hearing on the city's public works budget. It may not be customary to post signs about the meeting in local day care centers or churches, but perhaps that is the best way to reach everyone affected by the public works budget. Proactive steps should be taken to insure that representatives of all persons impacted by programs are involved. The test is not who is informed or invited but who actually comes and the outreach methods should be adapted until they succeed in getting effective participation from all parts of the community.

Finally, public administrators must build partnerships with other organizations and the community to address equity issues. Linkages can be inter-governmental as well as cross-sectoral. In urban regions, it is critical for cities, counties, school systems, and special districts to work together rather than attempting to address equity problems as single jurisdictions. Although regions cannot viably pursue redistribution programs on their own without threatening their competitive position, governments within regions can cooperate in providing low income housing opportunities across the region, improving transportation, better linking jobs and the areas where low-income residents live, and sharing resources for educational improvement across all systems (Rusk 1995; Drierer et al. 2001).

Governmental resources alone are often not sufficient to address the full extent of need (Rusk 1999). Furthermore, private and nonprofit organizations and other governmental units can help achieve access, support citizen empowerment, and provide complementary services and assistance. For example, Our Healthy Community Partnership in Omaha brings together over thirty state and local governmental, university, nonprofit, business, and community organizations to improve the health of Douglas and Sarpy Counties through a community-driven process. The partnership works with neighborhoods to identify community assets, prioritize the issues, and develop solutions that rely on the assets of the community.

A guide to equity analysis at the agency and jurisdictional level is presented in Appendix 1. It provides steps to follow in examining all four measures of social equity. For example, school systems now assess children before they reach school age so that if there are impairments to learning the child receives help early, when, for example, speech therapy can have the most impact. But, do young children in poor or crime-ridden areas receive the same level of assessment—an equity access issue? Do they receive services that are performed as well as in other areas—an equity quality issue? If problems are detected, do they get the same referrals for therapy as children in other parts of the school system—a procedural equity issue? Finally, are their learning impairments alleviated at the same rates—an equity impact issue?

Whenever a "no" is encountered, administrators must take steps to correct the shortcoming through the efforts of their own staff and in partnerships developed with other organizations. Throughout the process, parents should be informed and involved in order to be empowered to effectively monitor actions taken and offer appropriate input. Assessments of this kind should be systematically conducted at the program level, the agency level, and the jurisdictional level to develop a social equity agenda. In her chapter, Gooden illustrates how an agency can identify discrepancies in treatment of clients for job training and then

demonstrate a serious commitment to understanding why they are occurring and how they can be eliminated. The results of that internal study have implications for work in other spheres like sentencing in the courts and racial profiling in police agencies. Such assessments of disparities by race or other characteristics promote social equity and good government both of which are required to continue building a more perfect union in our complex, nuanced, 21st century society. Public administrators must conduct self-analysis on a continuing basis in order to catch problems early.

Going Further—New Forms of Partnership with the Public

Public administrators must act, and they must also involve others and include those who suffer inequities in the fight to advance social equity. George Frederickson offers this reminder.

> Like it or not, senior public administrators and those who study public administration are part of the elite, the privileged. In much of our literature and ideology there is a distinct patronizing tone to social equity. A commitment to social equity obliges us to see after the interests of those who are denied opportunities or are disadvantaged regardless of their competence. At the intermediate and upper levels of public administration we tend to avoid the uncomfortable issue of competence, although street-level workers have no illusions about competence. I am partial to the blunt words of Lawrence M. Mead on this subject: "To recover democracy, government must assume greater competence in lower-income Americans than the elite finds comfortable. We would rather lay the burden of change on ourselves than on the less fortunate. We believe in our own abilities; we are less sure about theirs. But, unless some minimal capacities are expected of the less privileged, change becomes unimaginable, and a caste society will emerge." (Mead, p. 674) …. In much of social equity there is democratic rhetoric but aristocratic assumptions. We search still for versions of social equity that are truly from the bottom-up. (Frederickson, Social Equity Leadership Conference, Cleveland)

The choice of methods to involve citizens must be matched with the ends to be accomplished (Roberts 2004; Thomas 2008). A bottom-up approach is needed when the success of social equity actions depends on the active engagement and commitment of the persons who seek to improve their lives and overcome the problems they face. For example, to improve the educational accomplishment of low income minority children, several actions by government are needed—particularly early childhood health and educational development programs to promote "better beginnings." As we noted earlier, Stiefel, Schwartz, and Ellen report that once children get into school the most important predictor of performance is how they performed the previous year. Starting behind creates a deficit that is hard to overcome. There are other school improvements that can be made as well. The critical additional needed component, however, is the engagement of a parent or parents in the intellectual development of their children starting when they are infants. The Harlem Childrens Zone with its baby college speaks to the oft noted parent engagement issue. Talking to them, reading to them, expanding the store of words and images on which they can draw when they go to school is critically important. It is not just the parent, grandparent, uncle, or sibling that provides this enrichment, it is the community—the "village"—that supports the intellectual growth of each child.

The American Dream Academy conducted by the Center for Community Development and Civil Rights at Arizona State University has succeeded in dramatically expanding the involvement of parents in the schooling process and improving educational achievement.[4] The organizers reach out aggressively to inform parents about the program and to get them to attend orientation sessions. Each parent provides a description of their child and writes his or her name on a board at the front of the room. The session leader talks about the statistical likelihood of failure and dropping out if kids don't have the support of their family and randomly crosses out the names of the children reflecting the proportion likely to fail. Parents immediately get the message and want to know what they can do to keep this from happening. Attitudes toward education and its importance begin early in a child's life. When parents instill the value of education in themselves, they also instill it in their children. The program has "graduated" more than 7,000 parents of students attending 41 different schools, and indirectly impacted more than 24,000 youth of Title I schools throughout the greater Phoenix region since the program began three years ago.

The improvements in the health care delivery system must be supported by improved health practices by each person. Preventive care is an example of the early investment that has a favorable SROI, and it should be expanded. In addition, healthy practices with respect to diet, smoking, exercise, etc., are just as important as the foundation for health. Other examples could be offered in crime prevention and environmental protection.

Taken together, it is important to advance self-determination and make it available to all persons. All should equally have the ability to exercise the freedom to choose based on cognition--the combination of knowing, awareness and judgment-- and access to the essential resources. The agency approach discussed by Buss and Ahmed reflects the same orientation. The distinction is between socially excluded groups viewed as beneficiaries of the development process whose well-being it enhances—the welfare approach—and socially excluded groups viewed as agents of development, as movers and shapers of change that benefits themselves, others and society as a whole as well—the agency approach (Hamadeh-Banerjee 2000, 7). For agency or self-determination to work, the most effective strategy involves facilitating the participation of those who were once treated as subjects or excluded from participation in responsible positions to help make plans and contribute to their own development.

The end result is not just more resources or services but increased human dignity. Dignity includes both having respected social standing and a personal sense of pride, voice, and contribution. Dignity links social equity by government with individual personal responsibility. It includes the attributes of both freedom—ability to make any choice—and equality—being treated the same as others. Public administrators should look for ways to advance dignity in their interaction with all citizens.

The Meaning of Social Equity

We conclude with a revised definition of social equity that builds on the version of the NAPA Social Equity Panel. It refers explicitly to the obligation to act that the term has always implied. Social equity is a commitment to attack disparity and advance equality for persons in groups that have been (or in the future might be) subject to treatment that is inferior,

prejudicial, or hostile. The definition incorporates dimensions of measurement. Beyond the actions that government can take for people to improve their conditions, the definition also refers to the responsibility of persons involved in governance to enable all persons to act for themselves. We offer the definition as a starting point for a new stage of dialogue and debate among those interested in advancing social equity.

> Social equity is the active commitment to fairness, justice, and equality in the formulation of public policy, distribution of public services, implementation of public policy, and management of all institutions serving the public directly or by contract. Public administrators, including all persons involved in public governance, should seek to prevent and reduce inequality, unfairness, and injustice based on significant social characteristics and to promote greater equality in access to services, procedural fairness, quality of services, and social outcomes. Public administrators should empower the participation of all persons in the political process and support the exercise of constructive personal choice.

The practices that support equity, e.g., managing with fairness, should be reflected in the behavior of public administrators. This commitment is reflected in the original definition of social equity developed by the NAPA Social Equity Panel. Similarly, Shafritz and Russell (2005, 465) in their definition simply refer to "fairness in the delivery of public services" and "the principle that each citizen has a right to be given equal treatment."

Social equity as a value demands more in three respects. First, treating all *individuals*—pleasant and unpleasant, well informed and confused, encountered early in the day or at the end of a shift—the same is an essential requirement for public administrators, but there must be explicit recognition that *group characteristics* are important to understanding how individuals fare in this society. Second, the tradition of social equity has stressed correcting shortcomings and advancing equality as well. It should also include explicit attention to expanding participation and self-determination. Third, there is emerging recognition, as Buss and Ahmed observe, that all persons deserve the "equality of voice" reflected in the ability "to influence and contribute to the political discourse and the development process" (International Monetary Fund 2007, 106). Public administrators need to support meaningful involvement by all persons in the governance process. This renewed commitment to political engagement is accompanied by emphasis on encouraging individual responsibility in personal life.

The targets of action and methods of practice evolve as progress is made. At one time, disseminating information to all persons or creating programs that address social needs would have been viewed as positive steps. Now there is recognition that the same words do not mean the same thing to all persons, and the impact of the same program differs depending on how well the delivery of the program matches the characteristics of the recipient. The attention to "cultural competence" opens up new meanings of fairness, justice, and equality. Furthermore, the concern for achieving greater equality in the impacts of programs and in the social outcomes that programs are intended to affect indicates a deepening and broadening of the commitment to social equity. The actors potentially involved in promoting social equity are also broadened beyond government to include nonprofits, businesses, and a variety of other organizations that contribute to governance. Thus, the relevant question is no longer simply

"what do I do or what does my agency do?" It becomes "what do I do to engage other organizations in the promotion of social equity?"

The definition ends where personal initiative begins and links public administrators to members of society. Personal initiative has always been important. At all times in all conditions some individuals heroically overcame the forces that oppressed others. America has progressed to the point that engagement and self-renewal are widely required to achieve additional progress. For over two centuries there was active exclusion and for another century systematic discrimination that held most members of marginalized groups in check and severely limited the possibility of individual advancement. Promoting social equity required removing barriers or ending oppression and is still the initial challenge in many countries in the world. Starting a half century ago, the opportunities expanded but serious obstacles remained. Government policy and more slowly the views of the favored majority supported individual advancement, but many could rightfully claim that resistance restricted their options and resources were too limited to overcome accumulated deficits. Social equity required protection of rights, affirmative efforts to expand opportunity, and creation of a wide range of social support programs targeted to those in need. The programs that were developed lacked the integration and comprehensiveness of a "system" observed in European countries, but the U.S. of 2009 has a collection of resources to support the welfare of the poor and minorities unimaginable fifty years ago. The effort to move further in perfecting the union continues, but the challenges of each new stage must be confronted to open the way to the next.

Programs and services need to be improved in design, operation, and support, but at the same time greater action by individuals is needed as well to overcome adversity and strengthen capacity. The current and continuing challenge is to increase the mutual support of organized and individual action. Early childhood education must be reinforced by involvement of parents and relatives in encouraging learning. Educational support for students from low-income families must be matched by the efforts of students and support of the family and community. Health care needs to be enhanced by better diet and healthier habits. Ronald Haskins explains the need for the personal responsibility in this way:

> To begin with, society — from parents and teachers to celebrities and political figures — should send a clear and consistent message of personal responsibility to children. They should herald the "success sequence": finish schooling, get a job, get married, have babies. Census data show that if all Americans finished high school, worked full time at whatever job they then qualified for with their education, and married at the same rate as Americans had married in 1970, the poverty rate would be cut by around 70% — without additional government spending. No welfare program, however amply funded, could ever hope for anything approaching such success.

Janita Patrick, a 15-year-old African-American from Cincinnati, put it this way in a letter she wrote to the Black Entertainment Television that circulated widely on the internet.

> I'm used to seeing the sagging pants, tattoos, lack of emphasis on reading and respecting women that makes up your videos. People in my class live this out everyday, while teachers tell us that we're acting just like the people in your shows. … Guess who watches your network the most? Not those who are intelligent enough to discern

foolishness from substance, but those who are barely teenagers, impressionable and believing. It's awfully cruel to plant seeds of ignorance in fertile minds.

Her letter indicates that an alternate message is getting through, but it needs to be strengthened. The same could be said of the need for boys generally to be encouraged to pursue education and socially constructive activities in order to offset the growing gender gap in academic achievement and commitment.

Public administrators need to be committed to the basic social equity measures of access, fairness, and quality, and seek new ways to achieve them. Stated simply, public administrators need to treat all fairly and equally to prevent acts of commission and consider special needs to reduce instances of omission. They also need to consider the new strategies that will be needed to reduce disparate conditions and promote greater equality in outcomes.

There is a wide range of social equity imperatives for public administrators to consider. Here is an initial list expressed in a way intended to provoke action: Social equity is--

- the relentless systematic instigation of inclusion and denigration of exclusion.
- the intentional and unyielding commitment to identify those eligible to receive targeted services and deliver those services in a culturally appropriate manner.
- the uncompromising adherence to equal treatment and fair process even when ones own agency is inconvenienced.
- the intentional and unbending commitment to quality of services, programs, and facilities for groups that lack the political clout to demand quality.
- the intentional and clear-eyed examination of impacts of programs and disparate outcomes and unflinching statements about what is needed and what is not working.
- fearless formation of new relationships with other organizations and with members of the society to pursue social equity together.

In an era made new by the country's acceptance of a president from a group that was formerly at the bottom of society, there is an opportunity to expand the commitment and rethink the approaches to advancing social equity that combine organized and individual action. Bold efforts should be made to seize the promise of the opening words of the Constitution. It is "we the people" drawing on the talent and imagination of public officials but not dependent on their leadership alone that must take the significant next steps toward perfecting the union. Each generation must make its contribution. Advancing from where we are depends on the full involvement of the American public contributing to sound collective choices and as individuals taking the actions they have the power to choose to make their lives better.

Making progress and even holding ground in social equity is a constant challenge. Natural or economic catastrophes can produce setbacks that fall disproportionately on minorities and those already economically disadvantaged. Lacking comprehensive social, housing, or medical safety nets, those who lose jobs or cannot find jobs in the economic

downturn face personal and family disaster. New technologies can create new divides. The global economy produces economic disruptions that fall more heavily on low-skill workers.

Although "equity" is a challenging goal in itself in a changing society and economy, it is the "social" that never rests. At the same time as progress is being made on some fronts, social equity is being rearranged and reversed on others. Longstanding divisions and disadvantages persist but take new forms with changing social, economic, and political conditions. For example, a larger proportion of young black men are in a pipeline to prison than in a pipeline to college, and changing that pattern will require an alteration of attitudes and practices in a wide range of governmental and social institutions. There is progress in expanding gender equity, but at the same time we become more aware of the mistreatment of women in terms of pay discrimination in employment and physical abuse that was long ignored. New lines of division emerge with the influx of immigrants, and changing policies and attitudes alter the salience of legal status. New sources of injustice enter the public consciousness as different gender orientations have come out of the closet and now are demanding equal recognition in law and policy. These continuous changes in social characteristics and dynamics produce imbalances in the wheel of social equity.

Failure to recognize change and make adjustments is a dangerous flaw that has the potential to undermine the enterprise that has created a great though unfinished constitutional democracy. Disparities of income, wealth, and access to opportunity and due process undermine the ideal of equal citizenship and government by the people. What is clear in this pursuit of the vision of a more perfect union is the requirement to continuously rebalance and recalibrate this wheel called social equity.

Some argue that the American society is post racial. There is an abundance of evidence, however, that suggests that we as a nation are no where near this hoped for aspiration. We are delusional to believe that racial differences no longer exist, that race no longer matters, or that prejudice has been eradicated. It should be noted that the society is neither post gender nor post sexual orientation. American society has always been relatively diverse compared to most countries. The question has been whether the new group or the "other" would be ignored, left out, or even exploited for the benefit of the majority, on the one hand, or given a full role to contribute to expanded vibrancy and innovation in the larger society, on the other. The inclusion of groups in the past and expanded acceptance of other groups today does not offset the pain for persons who are still excluded or denigrated because of their group identity. The group basis for differences in access, treatment, quality, and results is powerful and pervasive in American society and continuously takes on new forms. Public administrators must be attentive to new expressions of social inequity challenge and creating in combating these inequalities.

Deciding whether and how to resolve social and economic disparities is influenced by the conflicting values of freedom and equality and our orientation to the political process. For example, in the current debate over health care, the equality principle argues for affordable coverage for all persons. Even with one party in control of the White House and Congress, however, it has been extremely difficult to cobble together an acceptable approach. Some object to altering a system that has given many the freedom to choose how (and whether) they will acquire their health care. In our individualistic political culture, reducing disparities may provoke the response that individuals are responsible for their own welfare. Furthermore,

many individuals and groups are unlikely to be able to get beyond feeling that something is being taken away from me/us and organize to resist change. The attitude commonly heard in European countries that taxes are the price of a decent society is likely to be countered in the U.S. by many who argue that taxes take away the people's money. The opposing views reflect ideological differences and emphasis on self versus shared interests. The debate, however, has implications for social equity and can disturb the fragile balance in the wheel.

Public administrators are not on one side of the ideological debate in their official actions (despite their personal political preferences), but they operate within the context shaped by this debate and the complex intergroup dynamics that characterize American society. They are obligated by public administration values to advance social equity, and they do so by identifying problems and recommending policies and by using the policies and programs that are available to correct disparities and advance equality. They also promote social equity by their principled and intentional adherence to procedural fairness and by the way they manage the resources of their organizations. This work is not the final word in this continuing effort to assure justice for all, but hopefully it is a primer that clarifies the case for social equity and provides new methods that can be used to achieve it. Most important, it calls for us to be ever mindful of our vision and aspiration to build a more perfect union. In the twenty-first century, it will take new approaches and a renewed commitment to create one nation with liberty, equality, and justice for all.

Notes

[1] The award is presented by the American Society for Public Administration and the National Academy of Public Administration.

[2] Portions of this section are from Frederickson and Svara (2002) and Svara and Brunet (2005).

[3] Example provided by Sylvester Murray in Gooden and Myers (2004).

[4] Dream Academy website

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Appendix 1.

CONDUCTING A GOVERNMENT EQUITY INVENTORY

Equity Inventory at the Departmental Level

1. What is the purpose of the department, what services does it provide, and whom does it serve? Identify any equity issues that have arisen recently. Meaningful citizen input should be included in the assessment process. What are the equity areas that are likely to be relevant to the department and its programs?
    - procedural equity (see definitions at end.)
    - access and distributional equity
    - quality and process equity
    - equal outcomes

2. Assess agency procedures to identify any equity issues?
    - How well does the agency meet the procedural fairness standard in its current operations?
    - What changes are needed to improve procedural fairness?

3. Assess the nature and distribution of benefits and services distributed externally, e.g., services, benefits, enforcement activities, etc., or internally, e.g., hiring, promotions, access to training, etc.
    - What criteria for access/distributional equity are currently followed?
    - What criteria should be followed?
    - How well is the agency performing in terms of the preferred criteria?
    - What impact is the agency having on equity outcomes relevant to its purpose?

4. Assess the quality of services provided.
    - Are there differences in quality by area of the city or characteristics of the client?
    - What changes are needed to improve the uniformity in quality?

5. Assess the outcomes impacted by the department's performance, e.g., sense of security, cleanliness of area, job placement, or health.
   - Are there systematic differences in outcome indicators?
   - What changes are needed to reduce disparities in outcomes?

Equity Inventory at the Jurisdictional Level

1. After reviewing departmental reports, what are the areas of strength and weakness in departmental equity results?

2. Are there systemic factors that explain the results across the city or county?

3. What factors produce success and shortcomings?

4. What policy and procedural changes are needed to promote social equity?

Background: Measures of Equity Developed by Social Equity Panel, National Academy of Public Administration

A. Access and Distributional Equity. Review access to and/or distribution of current policies and services. Measures of distributional equity include

   (1) simple equality—all receive the same level and amount of service. Examples: solid waste, water,

   (2) differentiated equality—services provided to persons who meet selection criterion or who have higher need. Examples: low-income housing assistance grants; concentrated patrolling in areas with more calls for service.

   (3) targeted intervention—services concentrated in a geographic area. Examples: community center or health clinic in low-income area.

   (4) redistribution—effort to compensate for unequal resources. Examples: Housing vouchers and public assistance.

   (5) In rare instances, services may be distributed in such a way as to attempt to achieve equal results, e.g., equal cleanliness or equal test scores, or to achieve fixed results, e.g., acceptable level in incidence of communicable disease.

B. Procedural Fairness: Examination of problems or issues pertaining to groups of people in

   - procedural rights: due process and participation

- treatment in procedural sense: equal protection
- determination of eligibility within existing policies and programs.

C. Quality and Process Equity. Review of the level of consistency in the quality of existing services delivered to groups and individuals. Process equity requires consistency in the nature of services delivered to groups and individuals regardless of the distributional criterion that is used. For example, is garbage pickup the same in quality, e.g., extent of spillage or missed cans, in all neighborhoods? Do children in inner city schools have teachers with the same qualifications as those in suburban schools? Does health care under Medicaid match prevailing standards of quality? Presumably, a commitment to equity entails a commitment to equal quality.

D. Outcomes. Disparities in outcomes for population groups (e.g., by race or income). The analysis should include consideration of how social conditions and individual behavior affect outcomes or limit the impact of government services, i.e., what underlying conditions contribute to differences in outcomes?

Equitable Growth Profile of the Research Triangle Region
Summary

The Research Triangle Region is undergoing a profound demographic transformation. How the region responds will significantly influence future prosperity. People of color increasingly drive the region's population growth. Today, a quarter of the region's seniors are people of color, as compared to nearly half of the region's youth.

Ensuring that communities of color are full and active participants in the region's economy is critical to the next generation of growth and economic development. The region's economy could have been about $20 billion stronger in 2012 if there were no economic differences by race. By developing good jobs and paths to financial security for all, creating opportunity across the region and strengthening education from cradle to career, Research Triangle leaders can put all residents on the path toward reaching their full potential, securing a brighter future for the entire region.

Foreword

The Research Triangle region has a long tradition of growth and change, as its research universities and technologically sophisticated businesses have served markets and attracted people from across the United States and around the world. From the city cores of Raleigh and Durham to small towns and rural areas throughout the region, the communities that make up the Research Triangle have a common goal of seeing that all its people have pathways to success.

Over the past two years, both the Triangle J Council of Governments and the Kerr-Tar Council of Governments – the regional councils serving the greater Triangle region – have worked with diverse groups of stakeholders to identify and prioritize strategies we can pursue to sustain the region's prosperity and address its economic challenges. These Comprehensive Economic Development Strategies (CEDS) are blueprints for cooperative action to improve economic outcomes for all of our citizens.

For these strategies to succeed, we know we need to prepare for the region we will be, not the region we are today. That is why we partnered with PolicyLink and the USC Program for Environmental and Regional Equity (PERE) to produce this Equitable Growth Profile. It provides an excellent evidence-based foundation for understanding the challenges and opportunities of our region's shifting demographics. It can help our region's diverse communities focus on the resources and opportunities they need to participate and prosper. We hope that this profile is widely used by business, government, academic, philanthropic and civic leaders working to create a stronger, more engaged, and more resilient region.

Jennifer Robinson
Chair
Triangle J COG

Elic Senter
Chair
Kerr-Tar COG

Overview

Across the country, communities are striving to put plans, policies, and programs in place that build healthier, more prosperous regions that provide opportunities for all of their residents to participate and thrive.

Equity – full inclusion of all residents in the economic, social, and political life of the region, regardless of race, ethnicity, age, gender, neighborhood of residence, or other characteristics – is essential for regional prosperity. As the nation undergoes a profound demographic transformation in which people of color are quickly becoming the majority, ensuring that people of all races and ethnicities can participate and reach their full potential is more than just the right thing to do, it is an economic imperative.

In the past, equity and growth have often been pursued on separate paths, now it is becoming increasingly clear that they must be pursued together. The latest research on national and regional economic growth, from economists working at institutions including the International Monetary Fund and Standard and Poor's, finds that inequality hinders economic growth and prosperity, while greater economic and racial inclusion fosters greater economic mobility and more robust and sustained growth.[1]

Embedding equity into local and regional development strategies is particularly important given the history of metropolitan development in the United States. America's regions are highly segregated by race and income, and these patterns of exclusion were created and maintained by public policies at the federal, state, regional, and local levels. In the decades after World War II, housing and transportation policies incentivized the growth of suburbs while redlining practices and racially restrictive covenants systematically prevented African Americans and other people of color from buying homes in new developments while starving older urban neighborhoods of needed reinvestment. Many other factors – continued racial discrimination in housing and employment, exclusionary land use practices that prevent construction of affordable multifamily homes in more affluent neighborhoods, and political fragmentation – have reinforced geographic, racial, and class inequities.

Today, America's regions are patchworks of concentrated advantage and disadvantage, with some neighborhoods home to good schools, bustling commercial districts, services, parks, and other crucial ingredients for economic success, and other neighborhoods providing few of those elements. The goal of regional equity is to ensure that all neighborhoods throughout the region are communities of opportunity that provide their residents with the tools they need to thrive.

The Equitable Growth Profile of the Research Triangle Region examines demographic trends and indicators of equitable growth, highlighting strengths and areas of vulnerability in relation to the goal of building a strong, resilient economy. It was developed by PolicyLink and the Program for Environmental and Regional Equity (PERE) to help the Triangle J and Kerr-Tar councils of governments, advocacy groups, elected officials, planners, business leaders, funders, and others working to build a stronger region.

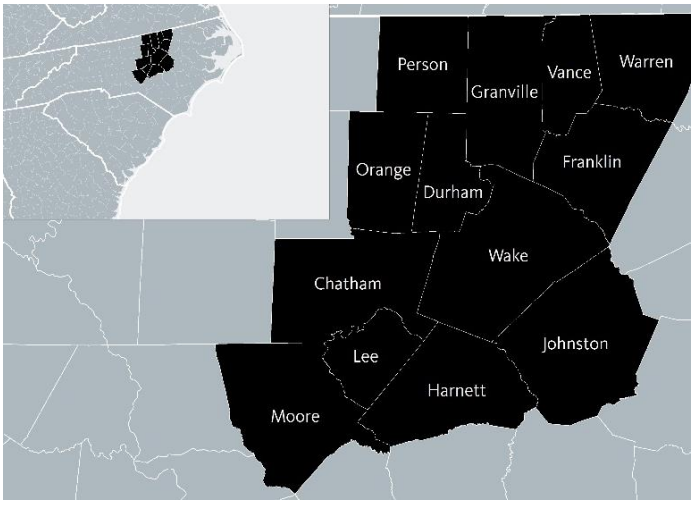
This summary document highlights key findings from the profile along with policy and planning implications.

Equitable Growth Indicators

This profile draws from a unique Equitable Growth Indicators Database developed by PolicyLink and PERE. This database incorporates hundreds of data points from public and private data sources such as the U.S. Census Bureau, the U.S. Bureau of Labor Statistics, and Woods & Poole Economics, Inc. The database includes data for the 150 largest metropolitan regions and all 50 states, and includes historical data going back to 1980 for many economic indicators as well as demographic projections through 2040. It enables comparative regional and state analyses as well as tracking change over time.

Defining the Research Triangle Region

For the purposes of this profile, we define the region as the 13-county area shown below. All data in the profile use this regional boundary, except where lack of data are noted in the "Data and methods" section of the full profile.



Profile Highlights

The region is undergoing a major demographic shift

The Research Triangle is a growing region whose demographics are quickly diversifying. Since 1980, its population has more than doubled, from 900,000 to over 2 million. During the same time period, the share of residents who are people of color has risen from 29 to 39 percent. By 2044, when the nation is projected to become majority people of color, more than 50 percent of the region's population will be people of color.

Communities of color – especially Latinos, Asians, and people of mixed racial backgrounds – are driving population growth and contributed 56 percent of net population growth over the last decade. Latinos were the fastest growing group, increasing 127 percent and gaining nearly 120,000 residents, followed by Asians, with a 107 percent growth rate and net gain of more than 38,000 residents. The region's large Black population will remain about a fourth of the population for the foreseeable future.

The region's demographic shift is taking place throughout all of its 13 counties. By 2040, five counties will be majority people of color, and every county except for Moore County will be at least one-third people of color.

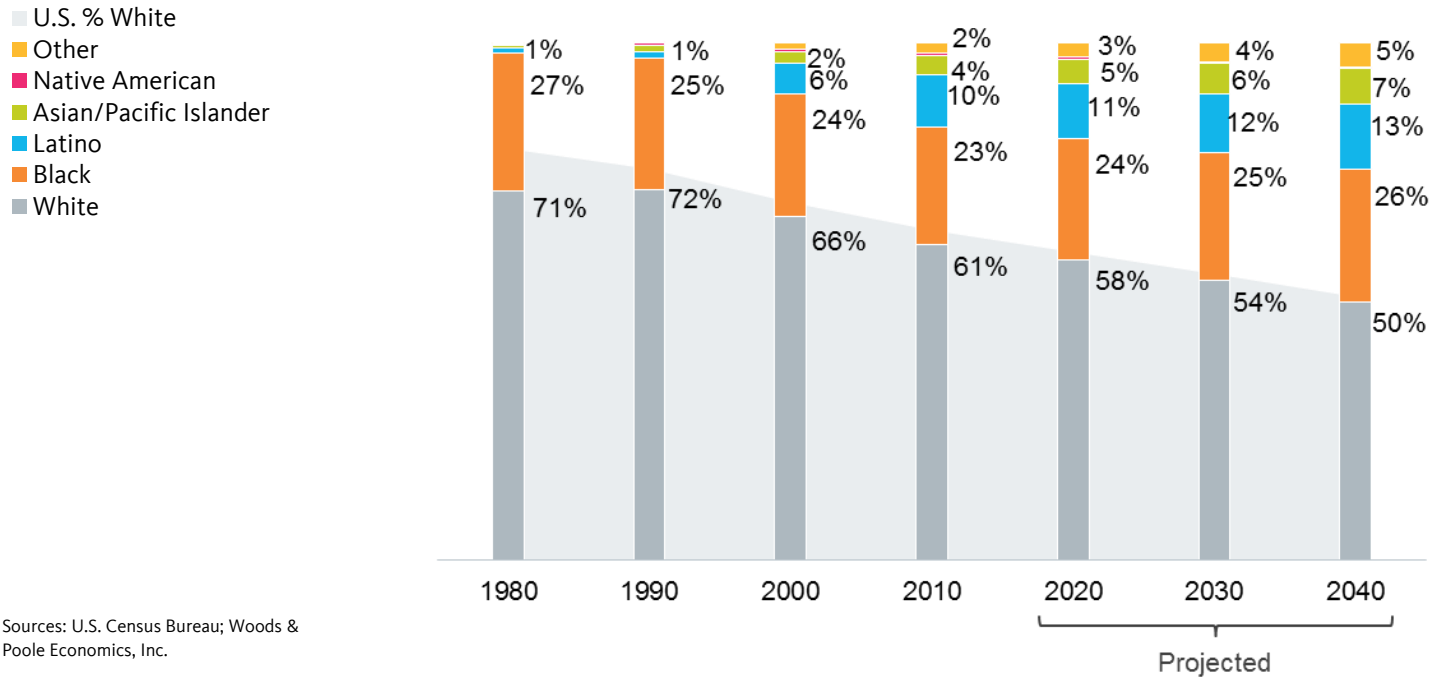
Youth are at the forefront of the region's changing demographics, and the Research Triangle's young residents are much more diverse than its seniors. Today, 48 percent of youth are people of color, compared with 23 percent of seniors. This 25 percentage point racial generation gap between young and old has risen very quickly, nearly tripling since 1980. This gap presents a potential economic risk for the region because a large racial generation gap often corresponds with lower investments in the educational systems and community infrastructure needed to support the economic participation of youth.[2]

Stronger and more inclusive growth is the key to the region's future prosperity

The Research Triangle region has struggled to recover from the Great Recession, and while its GDP and job growth are comparable to national averages, it is growing at less than half its pre-recession rate. Additionally, growth seems to be occurring unequally throughout the region and has been concentrated in the metropolitan areas of Raleigh-Cary and

The share of people of color is projected to increase through 2040

Racial/Ethnic Composition, 1980-2040



Sources: U.S. Census Bureau; Woods & Poole Economics, Inc.

Durham (to a lesser extent). From 2009 to 2012, jobs and GDP in Wake County grew at a rate more than double the average for the rest of the region.

In addition to these trends of slow and geographically asymmetrical growth in jobs and economic activity, the region faces several other challenges to long-term growth and prosperity. The region's middle class is shrinking, as the economy is becoming bifurcated into low-and high-wage jobs. Inequality is on the rise and racial gaps in education, employment, income, and opportunity are wide and persistent. As the region grows more diverse, these inequities become even more serious threats to economic strength and competitiveness. Below are several key challenges the region will need to address to ensure a strong economy and a better shot at returning to the high growth seen prior to the recession.

Lower levels of higher education for communities of color

A strong education is central to labor market competitiveness in today's knowledge- and technology-driven economy, but a growing segment of the Research Triangle region's workforce lacks the education needed for the jobs of the future. According to the Georgetown Center for Education and the Workforce, 42 percent of all jobs in North Carolina will require an associate's degree or higher by 2020. Today, only 33 percent of Blacks and 37 percent of U.S.-born Latinos – the region's fastest-growing group – have that level of education. The achievement gap has deep roots in public education systems, and looking at the share of working-age adults without a high school diploma in the region, we see that African American, Native American, and all Latinos (but especially immigrants), are much less likely to have high school degrees than Whites.

The middle class is being squeezed

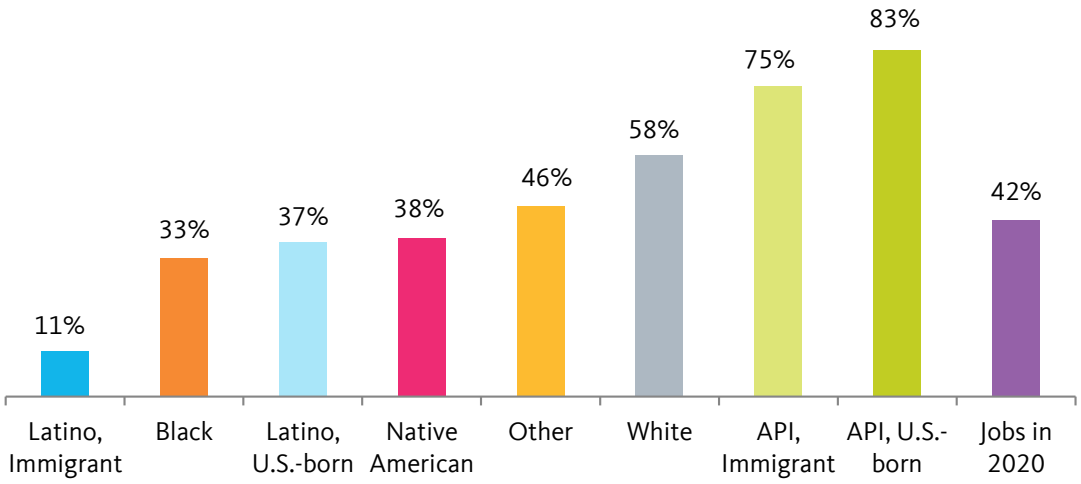
A strong middle class is the foundation for a strong regional economy, but the Research Triangle region's middle class is being squeezed while inequality is on the rise. Since 1990, middle-wage jobs in the region have not kept pace with population growth, and grew less than half the rate of low- and high-wage jobs. Additionally, a disproportionate share of middle-class job gains have been concentrated in urban areas, with Durham County contributing 37 percent of the increase in middle-class jobs but only 10 percent of the increase in the region's population. And while wages for low-wage jobs have increased 17 percent over the past two decades, that is less than half the rate of increase for high- and middle-class jobs in the same time period. This also has a disproportionately negative impact on people of color since they are more likely to work in low-wage jobs. The increasing diversity of the middle class is a more promising indicator. Though the middle class does not yet fully represent the region's demographic diversity, its diversification does provide some evidence for the economic inclusion of emerging Latino and Asian populations.

Racial economic gaps

Across a host of indicators including employment, wages, poverty, working poor rates, and access to "high-opportunity" occupations, people of color fare worse in the Research Triangle region's labor market than their White counterparts. These racial economic gaps remain even after controlling for

Raising educational attainment among the region's communities of color is critical to building a prepared workforce

Share of Working-Age Population with an Associate's Degree or Higher by Race/Ethnicity and Nativity, 2012, and Projected Share of Jobs that Require an Associate's Degree or Higher, 2020



Sources: Georgetown Center for Education and the Workforce; IPUMS. Universe for education levels of workers includes all persons ages 25 through 64. Note: Data for 2012 by race/ethnicity/nativity represent a 2008 through 2012 average and are at the regional level; data on jobs in 2020 is at the state level for North Carolina. API refers to Asians and Pacific Islanders.

education, which reveals the persistence of racial barriers to economic opportunity – including overt discrimination as well as more subtle forms of exclusion that are embedded into institutions and systems. However, not all people of color are equally affected, and many barriers seem to disproportionately affect Blacks and Latinos.

While overall unemployment in the Research Triangle region is lower than the national average, Latinos, people of other and mixed races, and especially African Americans have much higher rates of unemployment. The region's African American workers face higher unemployment rates than their White and Latino counterparts at every education level, and both Black and Latino residents earn lower wages than Whites at every education level. Wage disparities persist even among highly educated workers, with college-educated Blacks and Latinos earning $7/hour and $11/hour less than their White and Asian counterparts, respectively.

Poverty and the challenge of a growing number of people who are among the working poor (defined here as working full-time for an income below 200 percent of the poverty level) are both on the rise in the region and are most severe for communities of color. One in three Latinos and one in five African Americans now live below the poverty level, compared to less than one in ten Whites. Latinos in the region are more than six times as likely to be working poor than Whites. Poverty is also becoming entrenched in rural and inner city areas, leaving those at the fringes and the heart of the region most vulnerable.

Disconnected youth

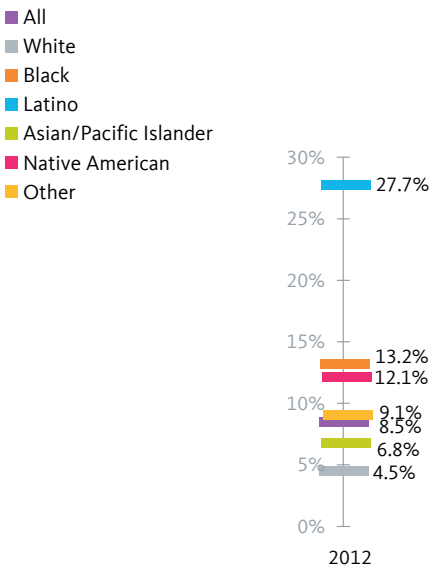
The region's future quite literally depends on the ability of its youth to power its economy in the years to come. Although the fact that more of the region's youth are getting high school degrees than in the past is a positive sign, the number of "disconnected youth" who are neither in school nor working is also on the rise. In the region, 30,000 youth are currently disconnected, nearly 60 percent of whom are Black and Latino. On the positive side, dropout rates have improved significantly over the past decade for Blacks and Latinos, although nearly half of Latino immigrant youth still drop out of high school.

An uneven geography of opportunity and prosperity

While the Research Triangle region is experiencing renewed growth, prosperity is not distributed evenly. Many rural and inner city households suffer from a lack of car access and limited transportation choices, with Warren and Vance counties having at least 10 percent of households without a vehicle.

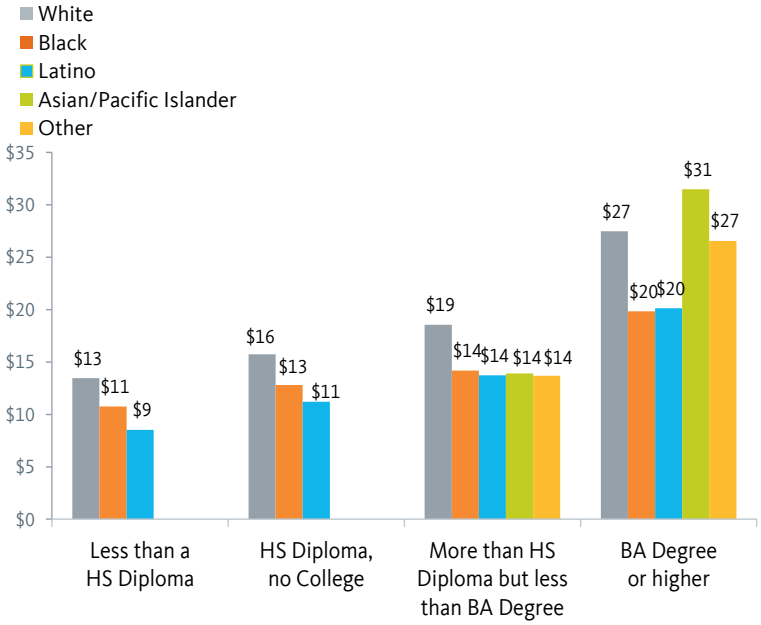
The region's African Americans and Latinos earn disproportionately low wages and are more likely to be working and poor

Working Poor Rate by Race/Ethnicity, 2012



Source: IPUMS. Universe includes the civilian non-institutional population ages 25 through 64. Note: Data represent a 2008 through 2012 average.

Median Hourly Wage by Educational Attainment and Race/Ethnicity, 2012



Source: IPUMS. Universe includes civilian noninstitutional full-time wage and salary workers ages 25 through 64. Note: Wages for Asians and Others with a HS diploma or less are excluded due to small sample size. Data represent a 2008 through 2012 average. Dollar values are in 2010 dollars.

Poverty is also highest in major cities and on the outer northeast edges of the region. And while rent burden (households spending 30 percent or more of income on rent) is persistent throughout the region, it is more prevalent in these same areas. Not coincidentally, communities of color are highly concentrated in these same outer fringes and inner boroughs. Blacks and Latinos stand out as having significant obstacles to economic success, even once adjusted for education. Among those with a bachelor's degree, only 59 percent of Blacks and 46 percent of Latino immigrants have access to "high-opportunity" jobs that offer good prospects for future growth, while nearly three-quarters of Whites and over 80 percent of Asians have access to those same jobs.

Racial economic inclusion would strengthen the economy

Rising inequality and racial gaps in the region are not only bad for communities of color – they also hinder the whole region's economic growth and prosperity. According to our analysis, if there were no racial disparities in income, the region's GDP would have been $21.8 billion higher in 2012. Unless racial gaps are closed, the costs of inequity will grow as the Research Triangle region becomes more diverse.

Implications

The Research Triangle region's growing, diverse population is a major economic asset that will help the region compete in the global economy – if its leaders invest in ensuring all residents can connect to good jobs and contribute their talent and creativity to building a strong next economy. Our data analysis suggests focusing on the following goals to spur more equitable growth in the region. Below we describe each goal and share strategies that regional leaders might pursue to advance them.

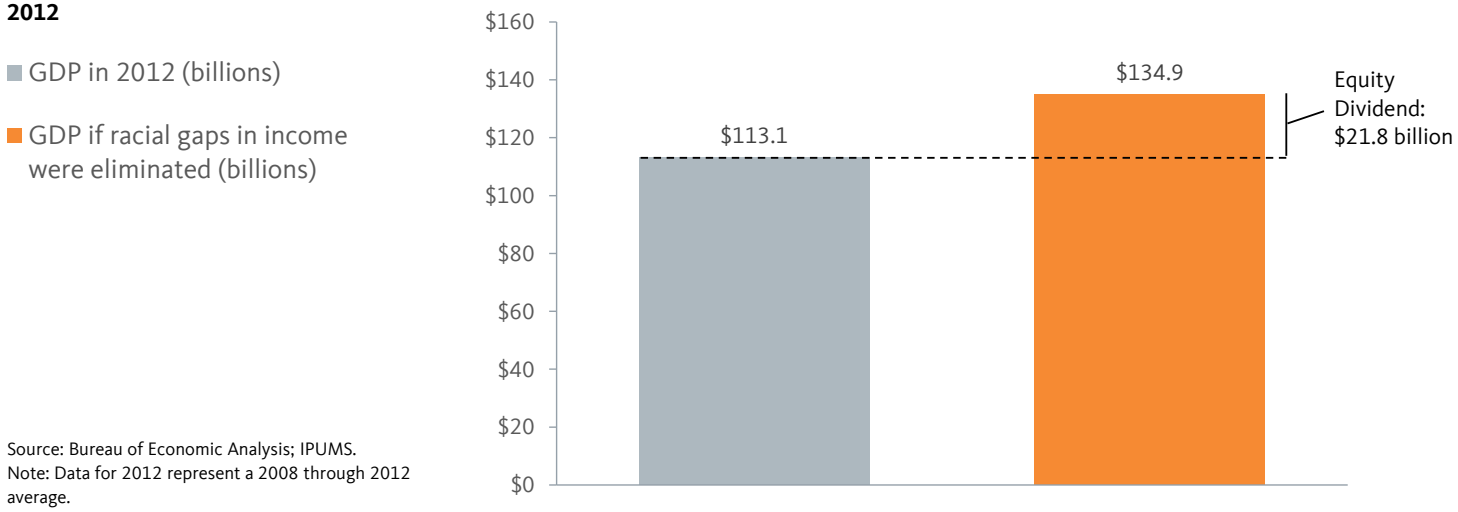
Grow good jobs and create pathways into them for workers facing barriers to employment

The region's higher levels of unemployment and lower levels of educational attainment for many members of its communities of color call for a strong focus on creating on-ramps to good, family-supporting careers for these populations. A robust strategy for growing new good jobs and connecting workers to them is critical for the region's future economic prosperity. Local economic and workforce development efforts should be focused on the sectors and occupations that show signs of strength and pay living wages. This can help create the "high-opportunity" jobs that anchor a broad middle class. There are several promising approaches to building pathways, including the following:

- Implement sectoral workforce strategies that connect workers with low education levels to high-quality training programs that lead to gainful employment in growing sectors of the economy. Such approaches are a win-win for employers who need access to skilled workers as well as workers seeking employment.[3]

The Research Triangle Region's GDP would have been $21.8 billion higher in 2012 if there were no racial disparities in income.

Actual GDP and Estimated GDP without Racial Gaps in Income, 2012



Source: Bureau of Economic Analysis; IPUMS.
Note: Data for 2012 represent a 2008 through 2012 average.

- Target spending and investments to support regional equity initiatives of local governments, school districts, nonprofits, and businesses. Focus on providing affordable housing and well-connected transit systems to link residents – particularly in rural counties – to employment centers. Take measures to prevent better-connected low-income households in central cities from displacement.
- Connect underrepresented workers to good jobs and careers through targeted local hiring strategies, apprenticeship programs, and post-secondary job-training programs.
- Remove barriers and implement strategies to help minority-owned businesses expand. This can create employment pathways for people who are jobless because these firms tend to hire more employees of color and people living in the community.
- Leverage the economic power of large anchor institutions, like hospitals and universities, for community economic development. These anchors can develop intentional strategies to hire jobseekers facing barriers to employment, create on-the-job training opportunities, and purchase more goods and services from local- and minority-owned businesses who provide local jobs; Cleveland has a model anchor institution effort that could be emulated.
- Support policies that expand job opportunities for formerly incarcerated individuals, such as Durham's successful campaign to Ban the Box (see below). These policies remove questions about criminal convictions and incarceration at initial stages of the hiring process, so that employers first get an opportunity to learn about a candidate's experience rather than automatically ruling the person out.

Durham removes barriers to employment for people with records. Since the City of Durham, North Carolina, passed a "Ban the Box" policy in 2011, the proportion of new hires with a criminal record has increased from 2 percent to more than 15 percent, with no increase in workplace crimes. The policy removes questions about prior convictions from job applications, allowing an applicant to present his or her qualifications first. Nationally, more than 10 states, 60 cities and counties, and major employers like Walmart and Target have "banned the box." Read more at http://www.ncjustice.org/?q=second-chance-alliance/ban-box-second-chance-fair-employment.

Raise wages and increase financial security

Policies that ensure strong and rising wages, especially for low-wage earners, can reduce working poverty and increase financial security, while bolstering the economy by increasing household incomes and spending. At $7.25 per hour, North Carolina's minimum wage is the same as the federal minimum, and conservative estimates suggest that North Carolina families need more than twice that much to make ends meet. North Carolina's local governments have passed living wage laws to ensure that city and county governments pay their employees enough to cover their basic expenses, and seven localities have done so.[4] Durham's law, for example, sets the minimum wage at 7.5 percent above the poverty level, currently $12.17 per hour.[5] Certification is another approach: Just Economics runs a Living Wage Certification Program that has identified and promoted more than 300 companies that pay at least $12.50 an hour. Portland, Oregon, has promoted the growth of Certified B Corporations: companies that meet standards of social and environmental performance, accountability, and transparency.[6] Outside of North Carolina, some jurisdictions have incentivized living wages in their criteria for government contracts or economic development subsidies.

Municipalities in the region should consider these tools to raise the floor for its low-wage workers and encourage employers it does business with to provide good jobs. Additionally, there are several other tools to boost financial security, such as providing children's savings accounts that give low-income children a way to save for college or retirement, or ensuring all families have access to a mainstream bank account. Municipalities should also make strides in addressing wealth gaps by creating programs to save or invest their earned income tax credits (EITC), similar to the Save USA program in New York City, which allows qualifying recipients the opportunity to save and earn returns on their savings.[7] Finally, tax policies can be reformed to shift away from reliance on regressive sales taxes and more toward progressive income taxes that enable lower income families to retain more of their earnings.

Build communities of opportunity throughout the region

All neighborhoods throughout the region should provide their residents with the ingredients they need to thrive, and also open up opportunities for low-income people and people of color to live in neighborhoods that are rich in opportunity (and from which they've historically been excluded). Coordinating transportation, housing, and economic development investments in ways that expand opportunity for struggling urban neighborhoods and rural areas is an important strategy to address geographic disparities in the region. Counties throughout the region – particularly those facing the highest rates of rent burden – need to provide much more affordable rental housing in order to provide low-wage workers with an

opportunity to live near work and reduce their commute time and associated costs. Similarly, making transportation investments that increase mobility and access to jobs for low-income, transit-dependent residents addresses a critical barrier to employment for workers and expands employers' access to workers. Addressing lingering racially discriminatory housing and lending practices and enforcing fair housing laws are also critical to expanding opportunity for all.

Denver invests in affordable homes near transit. In 2004, voters in the Denver metro approved a sales tax increase to fund and expand its regional transit system to include 122 miles of new commuter and light rail, 57 new transit stations, 18 miles of bus rapid transit, and more bus connections across suburbs. To leverage the transit investment to connect low-income residents to jobs and economic opportunities, the City and County of Denver launched a Transit-Oriented Development Fund in 2010 to preserve and build housing near the new transit stops. In 2014, the fund was expanded to six counties in the region with a goal of adding 2,000 affordable homes near transit. Learn more at http://www.enterprisecommunity.com/denver-tod-fund.

Ensure education and career pathways for all youth

Ensuring that all youth in the region, including African Americans, Latinos, Asians, Native Americans, and youth with mixed racial backgrounds can access a good education that leads to a career is critical to developing the human capital to power the Research Triangle region's economy in the future. Policies and investments to strengthen public preK-12 education are particularly important given the region's quickly growing racial generation gap and the need for a productive, healthy workforce to support the growing senior population. In addition, the Triangle's rising number of disconnected youth and high share of immigrant youth without high school degrees signal the need for intentional strategies to ensure all youth can successfully complete high school and enter college or another job-training program. Key strategies include the following:

- Strengthen the preK-12 public school system by ensuring sufficient and equitable funding for schools attended by lower-income students.
- Implement universal preschool for all three- and four-year-olds. Studies show that high-quality preschool increases lifetime earnings, boosts high school graduation rates, and decreases incarceration. [8]
- Invest in "cradle-to-career" efforts (such as Promise Neighborhoods) that provide children and families living in low-income neighborhoods with education, health, and social supports from birth to college to career. [9]
- Replace overly harsh "zero tolerance" school discipline policies with strategies focused on positive behavior support and restorative justice to lower suspension and expulsion rates and reduce the number of disconnected youth.
- Create high-quality after school and youth development activities that provide learning opportunities outside of the school day.
- Increase the availability of apprenticeships, career academies, college scholarships, and other education and training supports that provide work experience and connections to keep more youth on the track to graduation, college, and careers.

Promise Neighborhoods help youth beat the odds. Promise Neighborhoods is an interdisciplinary, place-based initiative modeled after the Harlem Children's Zone that works with more than 50 communities to ensure that all children receive the educational, health, and community supports needed to successfully transition from cradle to college and career. Using a disciplined approach, Promise Neighborhoods critically assess how to use cross-sector partnerships to not only build programs, but also rebuild systems. The Northside Achievement Zone, for example, is focusing on 2,250 children living in a one-square-mile area in north Minneapolis where 90 percent of children live in poverty. An analysis found that 60 percent of the children in the program were prepared for school, compared with 35 percent in the broader community.[10] Learn more at promiseneighborhoodsinstitute.org.

Bridge the racial generation gap

Bridging the racial generation gap between youth of color and a predominantly White senior population will be critical to the region's future success. In addition to ensuring a strong public education system, the region will need to prepare for a growing aging population (both from aging and migration) in ways that advance the shared interests and needs of both generations. Opportunities include the following:

- Strengthen the elder care sector and ensure seniors can age with dignity by securing living wages, benefits, and adequate training and standards for care workers.
- Plan for multigenerational communities that allow the elderly to age in place while providing safe and healthy environments for families to raise children.
- Invest in multigenerational community facilities and public spaces (for example, schools that include facilities for seniors) to encourage social interactions across generations.

- Build intergenerational alliances, coalitions, and campaigns (like the Caring Across Generations campaign) to move forward these efforts.
- Support measures that ensure that employees have the opportunity to take time off from work to care for themselves or their families without the risk of losing their jobs, so that they can balance work and family obligations.

Caring Across Generations Campaign advocates for the rights of seniors and their care workers. The Caring Across Generations campaign is a national movement to bring together families, workers, and others to transform the care industry and ensure seniors and care workers can live with dignity. In Illinois, Missouri, Ohio, and elsewhere, the campaign builds broad coalitions to make care work visible, highlighting its value to the overall economy and the support it provides families. Caring Across Generations' policy reforms include increasing access to in-home care for Medicaid recipients and ensuring care jobs pay a living wage and provide benefits, training opportunities, and a pathway to citizenship. Learn more at www.caringacross.org.

Ensure diverse civic participation and leadership

Given the region's rapid demographic shifts that are being driven by the increasing diversity of the youth population, it is important for regional leaders in every sector to proactively take steps to ensure opportunities for communities of color to participate in decision making and leadership. Strategies to build diverse leadership include the following:

- Create a durable regional equity network or collaborative of leaders across race, age, issue areas, and geography to advance equitable growth strategies and policies.
- Facilitate active engagement by all racial and ethnic communities in local and regional planning processes by implementing best practices for multicultural engagement (e.g., translation services, provision of child care during meetings, etc.).
- Support leadership development programs (such as the Boards and Commissions Leadership Institute), including youth-focused programs, to help neighborhood, organizational, and civic leaders build their leadership and capacity to serve in government and on decision-making bodies.

Boards and Commissions Leadership Institute trains the next generation of leaders. Since 2010, Urban Habitat's Boards and Commissions Leadership Institute has been training leaders from underrepresented San Francisco Bay Area communities to serve on decision-making bodies. The Institute empowers residents to become leaders on the issues that have the most direct impact on their neighborhoods: transportation, housing, jobs, and more. Graduates have won 35 seats on priority boards and commissions, including planning commissions, housing authorities, and rent boards. The program is being replicated in the Twin Cities, Sacramento, and elsewhere. Learn more at urbanhabitat.org/leadership/bcli.

Conclusion

Across the region, leaders in the public, private, university, and non-profit sectors are already taking steps to connect its more vulnerable communities to educational and economic opportunities. To secure a bright future, the Research Triangle region needs to implement a growth model that is driven by equity – just and fair inclusion into a society in which everyone can participate and prosper. Through concerted investments and proactive policies, the region can leverage its rising diversity as an economic asset, and prepare all of its workers to lead it into the next economy.

[1] Andrew G. Berg and Jonathan D. Ostry, *Inequality and Unsustainable Growth: Two Sides of the Same Coin?*, Staff Discussion Note (Washington, DC: International Monetary Fund, 2011) http://www.imf.org/external/pubs/ft/sdn/2011/sdn1108.pdf; Jonathan D. Ostry, Andrew Berg, and Charalambos G. Tsangarides, *Redistribution, Inequality, and Growth*, Staff Discussion Note (Washington, DC: International Monetary Fund, 2014) http://www.imf.org/external/pubs/ft/sdn/2014/sdn1402.pdf; Joe Maguire, *How Increasing Inequality is Dampening U.S. Economic Growth, and Possible Ways to Change the Tide* (New York, NY: Standard & Poor's Financial Services LLC, 2014) https://www.globalcreditportal.com/ratingsdirect/renderArticle.do?articleId=1351366&SctArtId=255732&from=CM&nsl_code=LIME&sourceObjectId=8741033&sourceRevId=1&fee_ind=N&exp_date=20240804-19:41:13; Manuel Pastor, *Cohesion and Competitiveness: Business Leadership for Regional Growth and Social Equity*, OECD Territorial Reviews, Competitive Cities in the Global Economy, Organisation For Economic Co-Operation And Development (OECD), 2006; Manuel Pastor and Chris Benner, "Been Down So Long: Weak-Market Cities and Regional Equity," in *Retooling for Growth: Building a 21st Century Economy in America's Older Industrial Areas* (New York, NY: American Assembly and Columbia University, 2008); Randall Eberts, George Erickcek, and Jack Kleinhenz, *Dashboard Indicators for the Northeast Ohio Economy,* prepared for the Fund for Our Economic Future (Cleveland, OH: Federal Reserve Bank of Cleveland, 2006), http://www.clevelandfed.org/Research/workpaper/2006/wp06-05.pdf.

[2] David N. Figlio and Deborah Fletcher, Suburbanization, Demographic Change and the Consequences for School Finance, working paper (Cambridge, MA: National Bureau of Economic Research, 2010), http://www.nber.org/papers/w16137.pdf.

[3] Sheila Maguire, Joshua Freely, Carol Clymer, Maureen Conway, and Deena Schwartz, Tuning in to Local Labor Markets: Findings from the Sectoral Employment Impact Study (New York, NY: Public/ Private Ventures, 2010), http://www.issuelab.org/resource/tuning_in_to_local_labor_markets_findings_from_the_sectoral_employment_impact_study; Lea Cathryn, BEST Benefits: Employer Perspectives Research and Evaluation Brief (Boston, MA: Commonwealth Corporation, 2004), http://www.insightcced.org/uploads/nnsp/BEST%20Benefits%20%20Employer%20Perspectives.pdf; Industry Partnerships in Pennsylvania, "Industry Partnership" (booklet, Pennsylvania Workforce Development, April, 2009) http://www.portal.state.pa.us/portal/server.pt?open=514&objID=575072&mode=2.

[4] North Carolina Justice Center, *What Local Governments Can Do to Support Living Wages and Job Quality in NC*, fact sheet (Raleigh, NC: North Carolina Justice Center, 2014), http://www.ncjustice.org/sites/default/files/NCJC%20Factsheet_preemption_May%202014.pdf.

[5] Durham People's Alliance, "A Living Wage," presentation, February 6, 2014, http://www.slideshare.net/garrettbdixon/pa-living-wage-presentation-1-3014mk2.

[6] Baker, Linda, "B Corps grow in Oregon," Oregon Business, September 22, 2011, http://www.oregonbusiness.com/articles/104-october-2011/5930-b-corps-grow-in-oregon.

[7] "SaveUSA New York City," Department of Consumer Affairs, Office of Financial Empowerment, http://www.nyc.gov/html/ofe/html/policy_and_programs/saveusa.shtml.

[8] Weiss, Elaine, "Pre-K's Potential as Part of a Comprehensive Pro-Children Strategy," Huffington Post, November 30, 2014, http://www.huffingtonpost.com/elaine-weiss/preks-potential-as-part-o_b_5902318.html.

[9] America's Promise Alliance, *Every Child Every Promise: Turning Failure Into Action* (Washington, DC: America's Promise Alliance, 2006), http://www.americaspromise.org/sites/default/files/Every%20Child%20Every%20Promise%20-%20Full%20Report.pdf.

[10] Mitchell, Corey, "Promise Neighborhood program faces questions," Minneapolis StarTribune, June 20, 2014, http://www.startribune.com/local/minneapolis/264068911.html.

Equitable Growth Profiles are products of a partnership between PolicyLink and PERE, the Program for Environmental and Regional Equity at the University of Southern California.

Equitable Growth Profile
Carrboro, NC

February 28, 2016

TRIANGLE J COUNCIL OF GOVERNMENTS

PERE PolicyLink

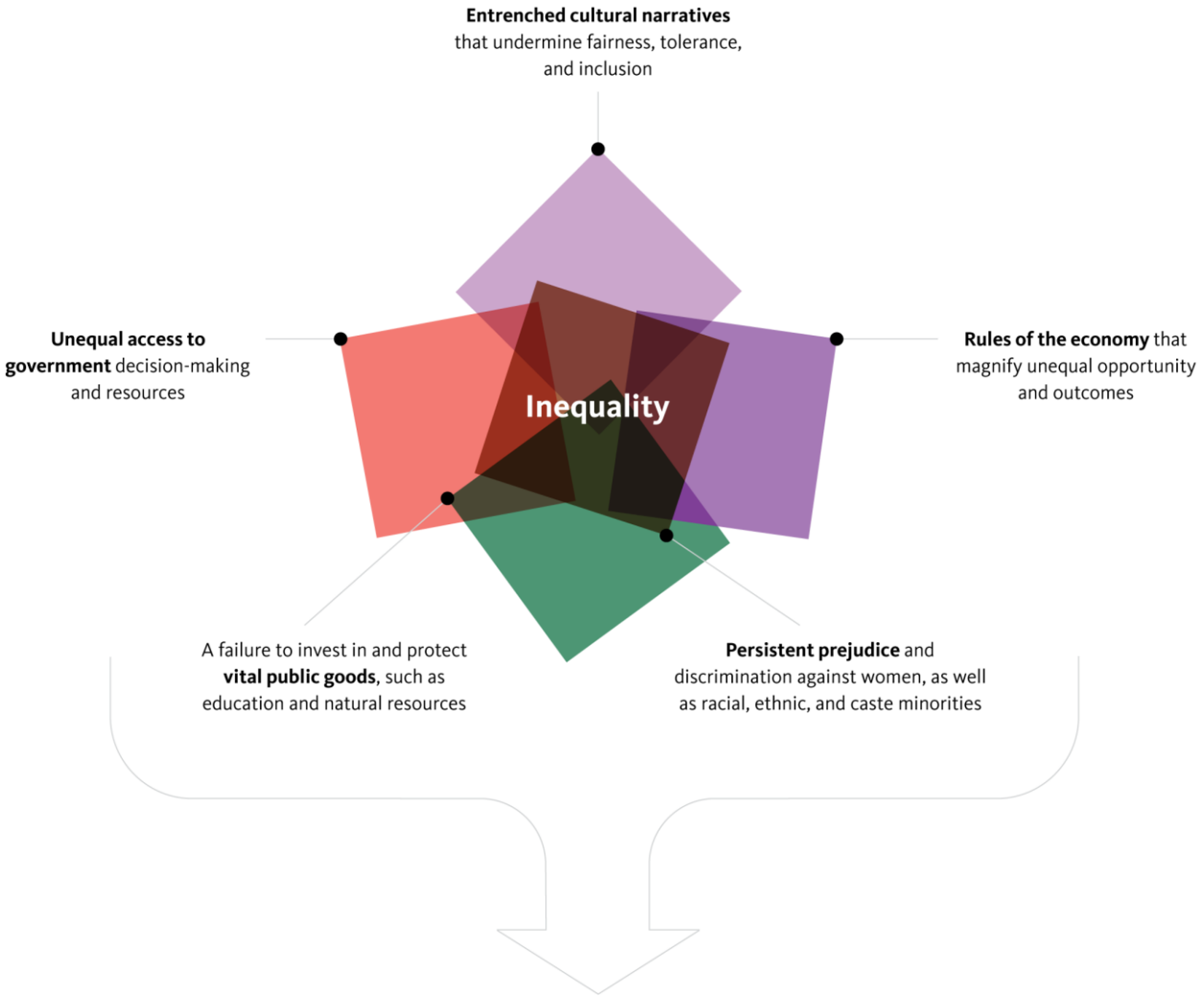
What is an equitable region?

Regions are equitable when all residents – regardless of their race/ethnicity, nativity, neighborhood of residence, or other characteristics – are fully able to participate in the region's economic vitality, contribute to the region's readiness for the future, and connect to the region's assets and resources.

Strong equitable neighborhoods and regions:

- Foster economic vitality
- Are places of connection
- Are ready for the future

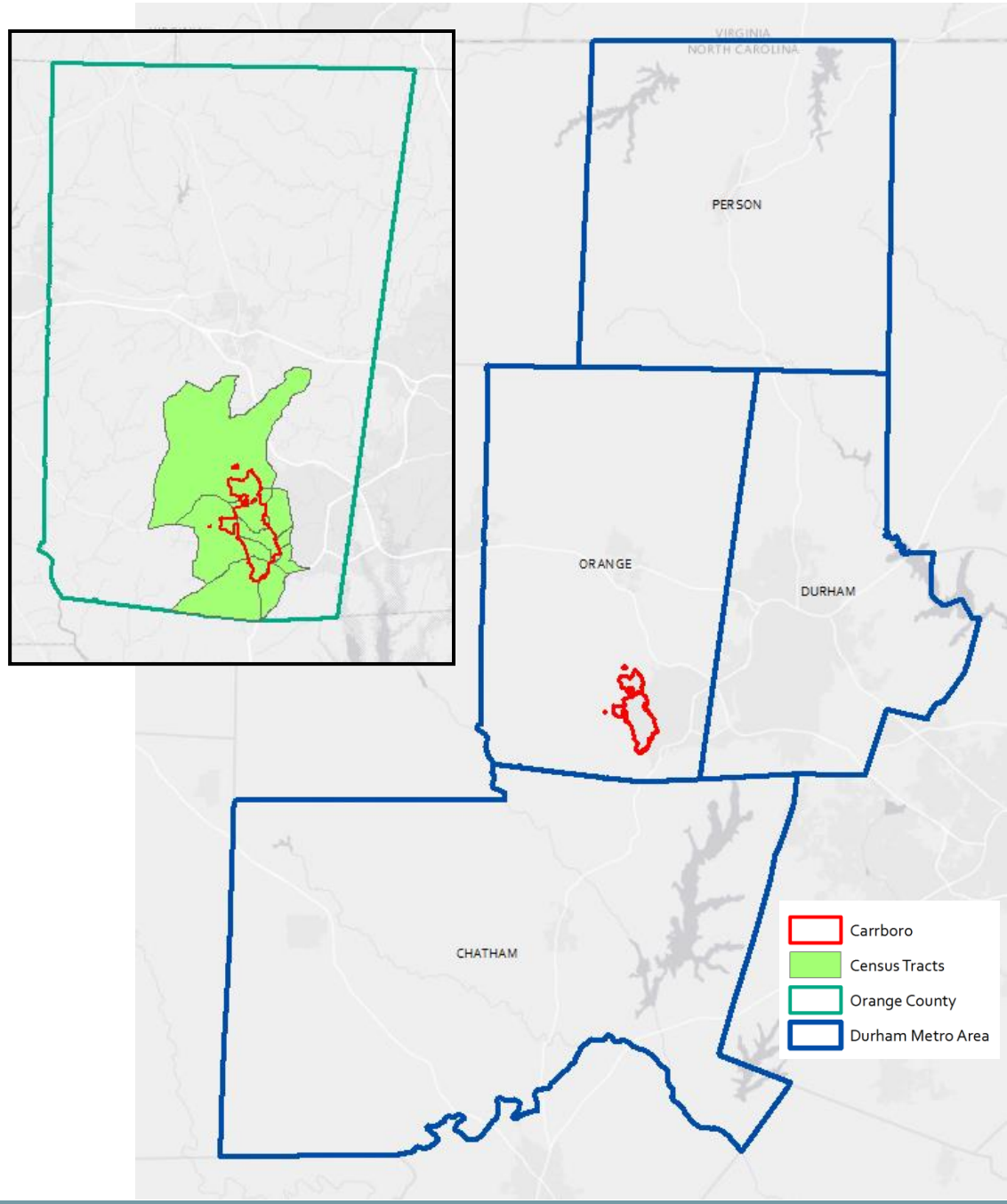
Why look at equity?



Source: The Ford Foundation

A Note about Data & Geographies

- Equity issues are best looked at regionally.
- However, local-level data may help inform local program and policy decisions.
- Depending on data availability, we looked at four levels of geography.
- Keep in mind, small numbers can mean relative growth rates look huge.



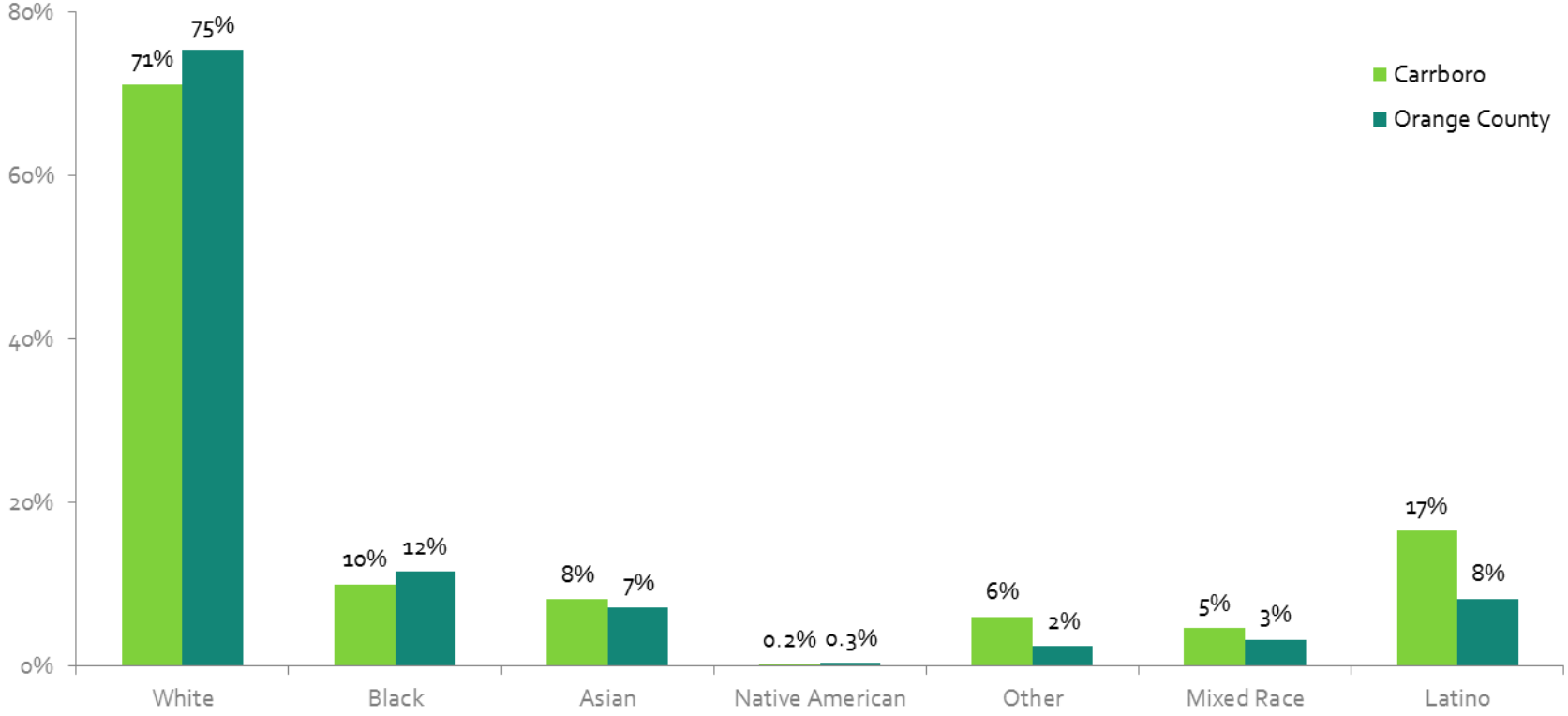
Demographics

Who lives here and how is this changing?

Carrboro has fewer White and Black residents than Orange County, but is more diverse in other racial categories. Carrboro has a large Latino population, double that of Orange County. In Carrboro, 38 percent of residents are people of color, which is more diverse than Orange County's 30 percent, but less diverse than the greater Durham metro area, where 45 percent of residents are people of color.

Race & ethnicity, 2014

Carrboro & Orange County



Source: U.S. Census Bureau, American Community Survey

Note: Data represent a 2010-2014 median.

Demographics

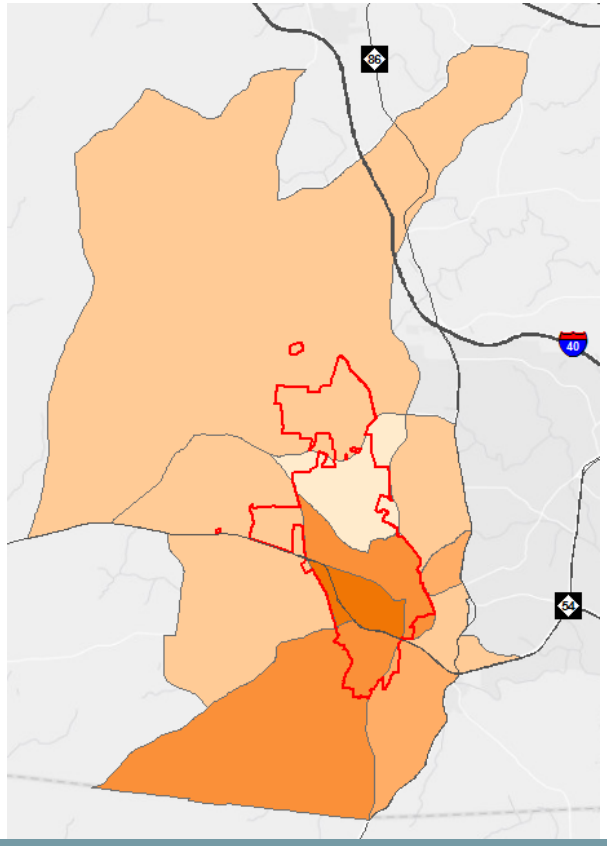
Who lives here and how is this changing?

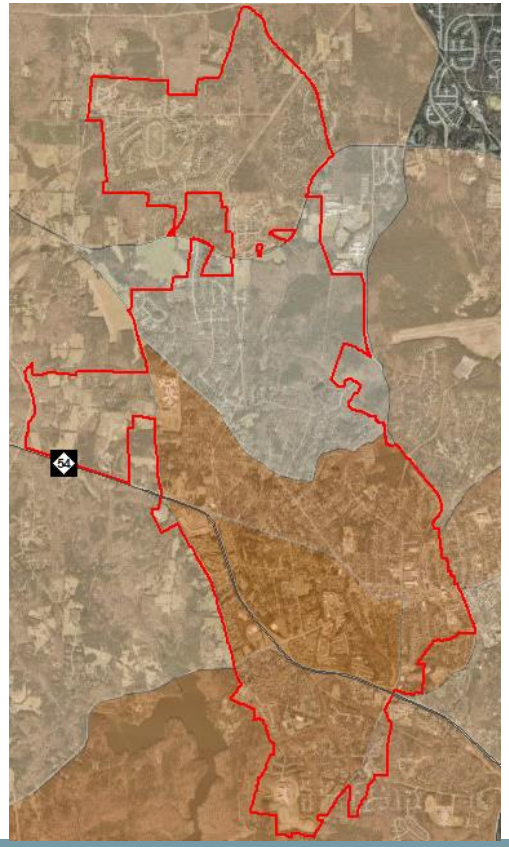
The central core of Carrboro is fairly diverse, where one in three residents are people of color. The census tract with greater than 50% people of color is bounded by S. Greensboro Street to the east, NC 54 to the south, the Carrboro town limits to the west, and W. Main Street to the north. The least diverse census tract, with less than 15% people of color, is the area north of Hillsborough Road and south of Homestead Road.

People of color by census tract, 2014

Carrboro

- Less than 15%
- 16% - 25%
- 26% - 33%
- 34% - 50%
- Greater than 50%





Source: U.S. Census Bureau, American Community Survey

Note: Data represent a 2010-2014 median.

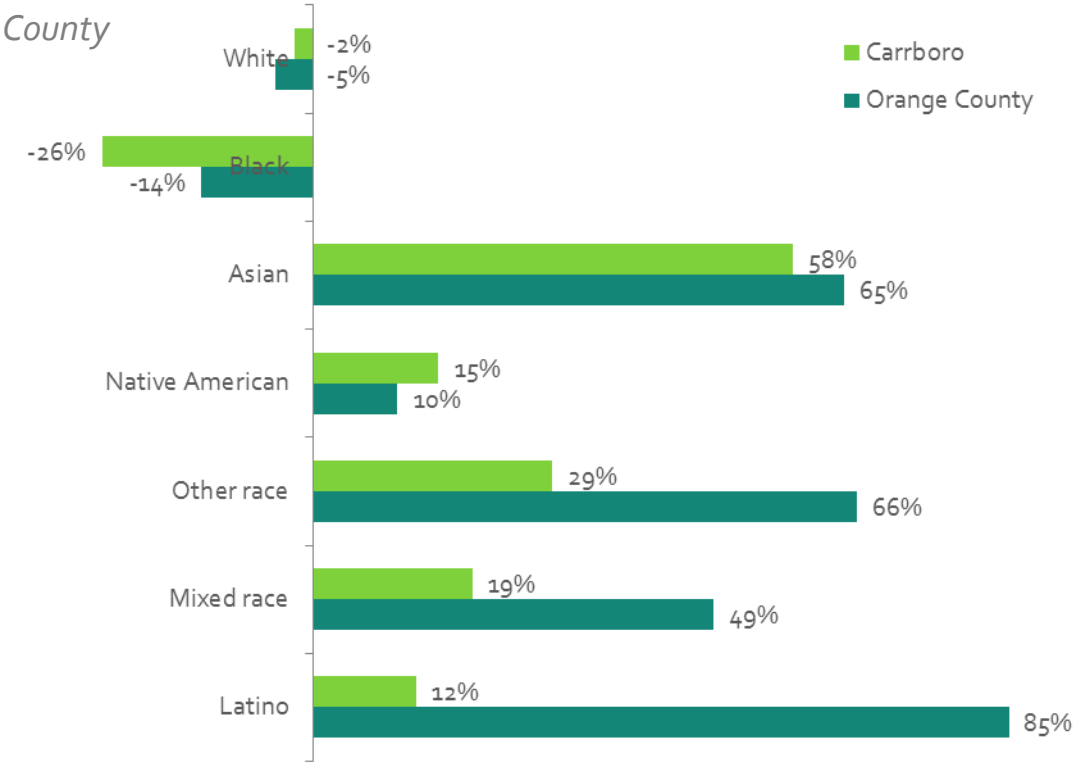
Demographics

Who lives here and how is this changing?

The fastest growing demographic groups in Carrboro and Orange County are people of color. However; this trend is not true for all people of color; the proportion of Carrboro residents that are Black has decreased by 26% since 2000. In Carrboro the fastest growing group is Asians, who have seen a proportional population increase of 58%, and those of an other race, with a growth rate of 29%. In Orange County as a whole, Latinos are the fastest growing demographic group, where their proportion of the population has increased by 85% since 2000.

Growth rates of racial/ethnic groups, 2000 to 2010

Carrboro & Orange County



Source: U.S. Census Bureau

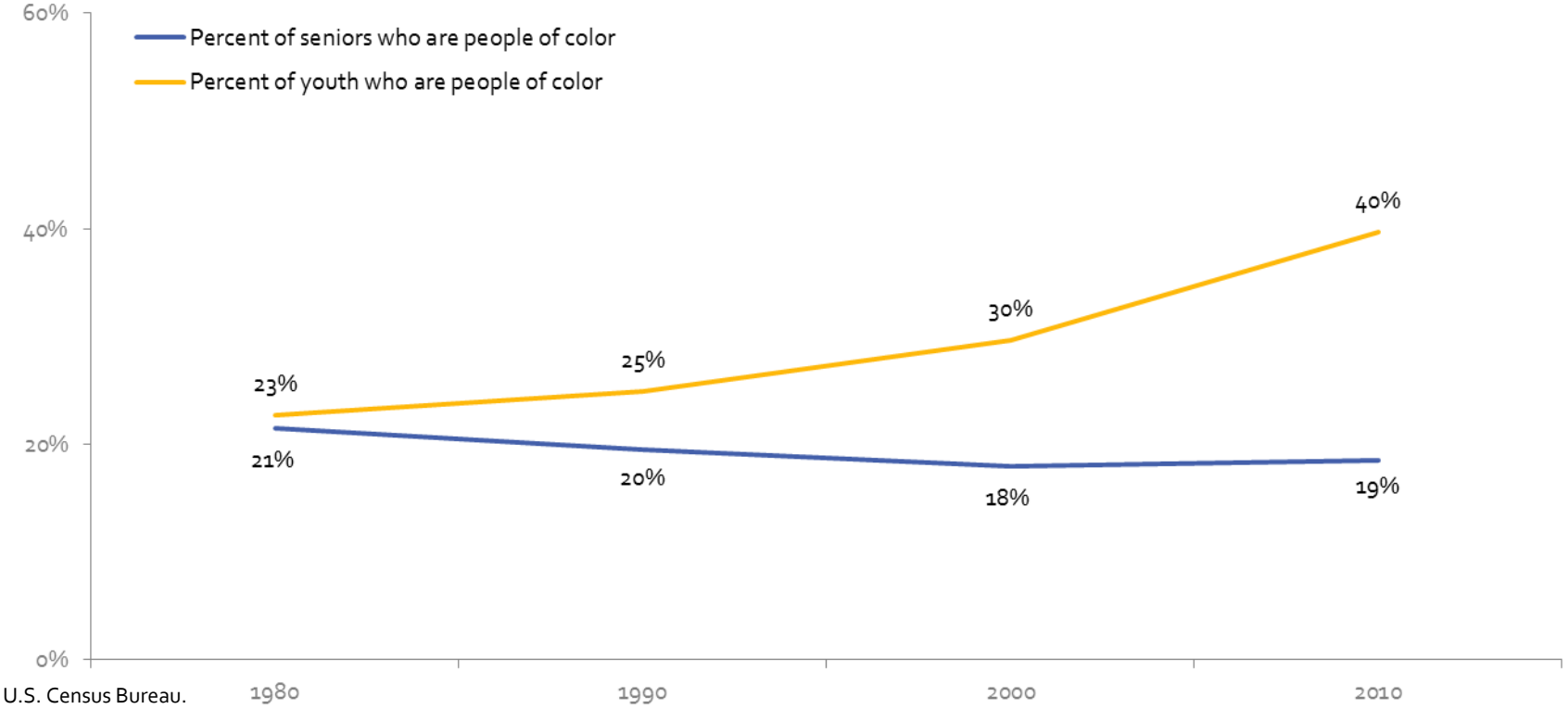
Demographics

Who lives here and how is this changing?

There is a growing generation gap between youth and seniors. Youth is defined as people under the age of 18-19, so it doesn't necessarily include university students. Today, 40% of youth in Orange County are people of color, compared to 19% of seniors. This 21-percentage-point gap has increased by a factor of ten since 1980, but it is less the gap in the Durham Metro Area, which is 26%.

Percent people of color by age group, 1980 to 2010

Orange County



Source: U.S. Census Bureau.

Note: Youth include persons under age 19 for 1980 and 1990 data and under age 18 for 2000 and 2010 data. Seniors include those age 65 or older for all data years.

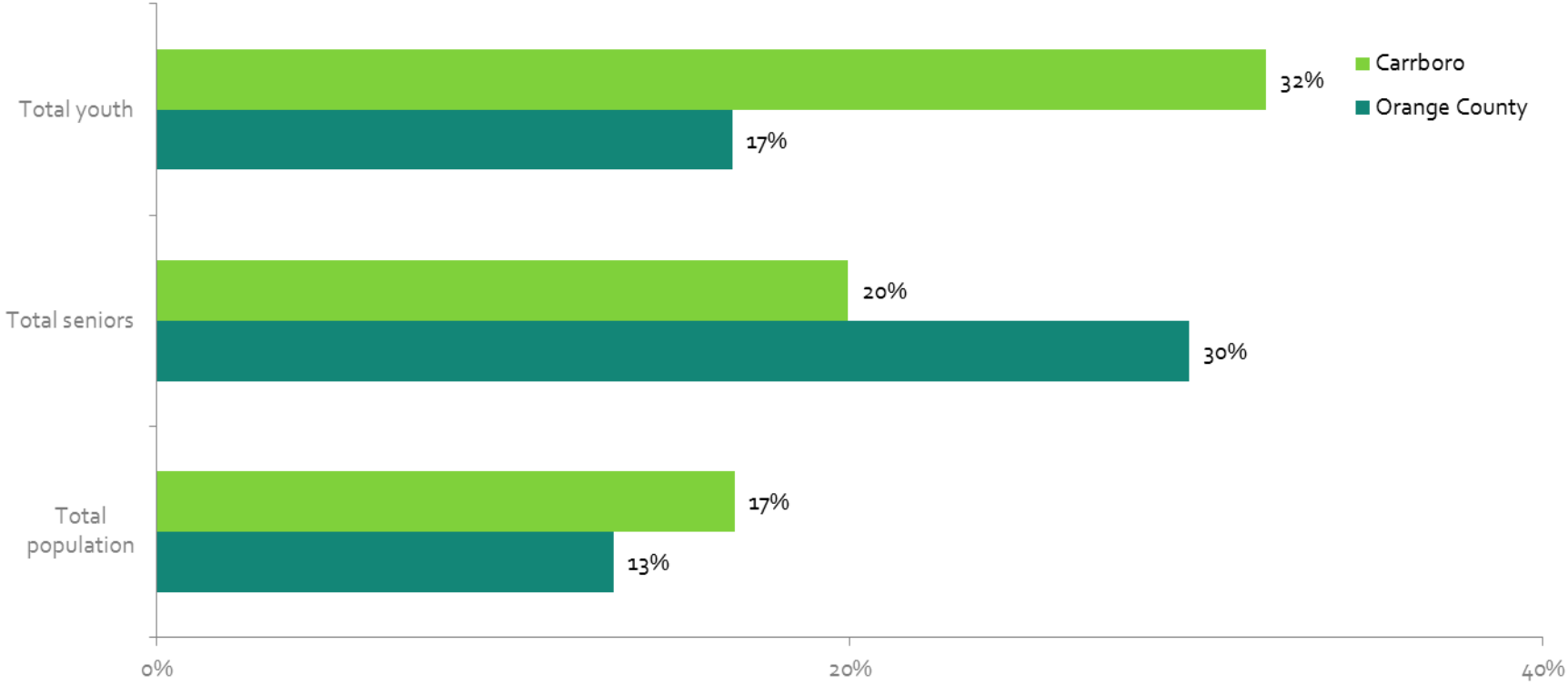
Demographics

Who lives here and how is this changing?

Much of Carrboro's population growth is young people; almost double the growth rate of youth in Orange County. Conversely, the growth in the senior population in Orange County is 10 percentage points over that of Carrboro.

Growth Rates of the Total Population, Seniors, and Youth, 2000 to 2010

Carrboro & Orange County



Source: U.S. Census Bureau.

Note: Youth include persons under age 18 and seniors include those age 65 or older.

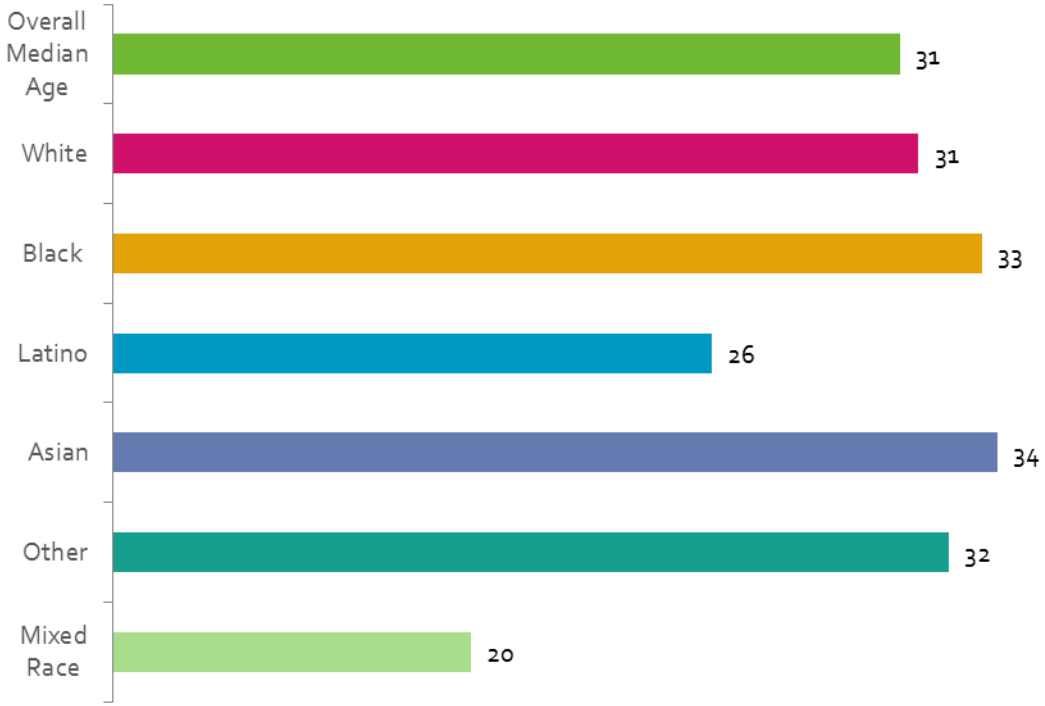
Demographics

Who lives here and how is this changing?

Carrboro's fastest growing demographic groups are comparatively young. Carrboro's Latino population has a median age of 26. Those of mixed race are very young, with a median age of 20, which further points to the trend of increasing diversity in the younger generation. The demographic group with a declining population, Blacks, have a high median age relative to other groups.

Median Age by Race/Ethnicity, 2014

Carrboro



Source: U.S. Census Bureau, American Community Survey

Note: Data represent a 2010-2014 median.

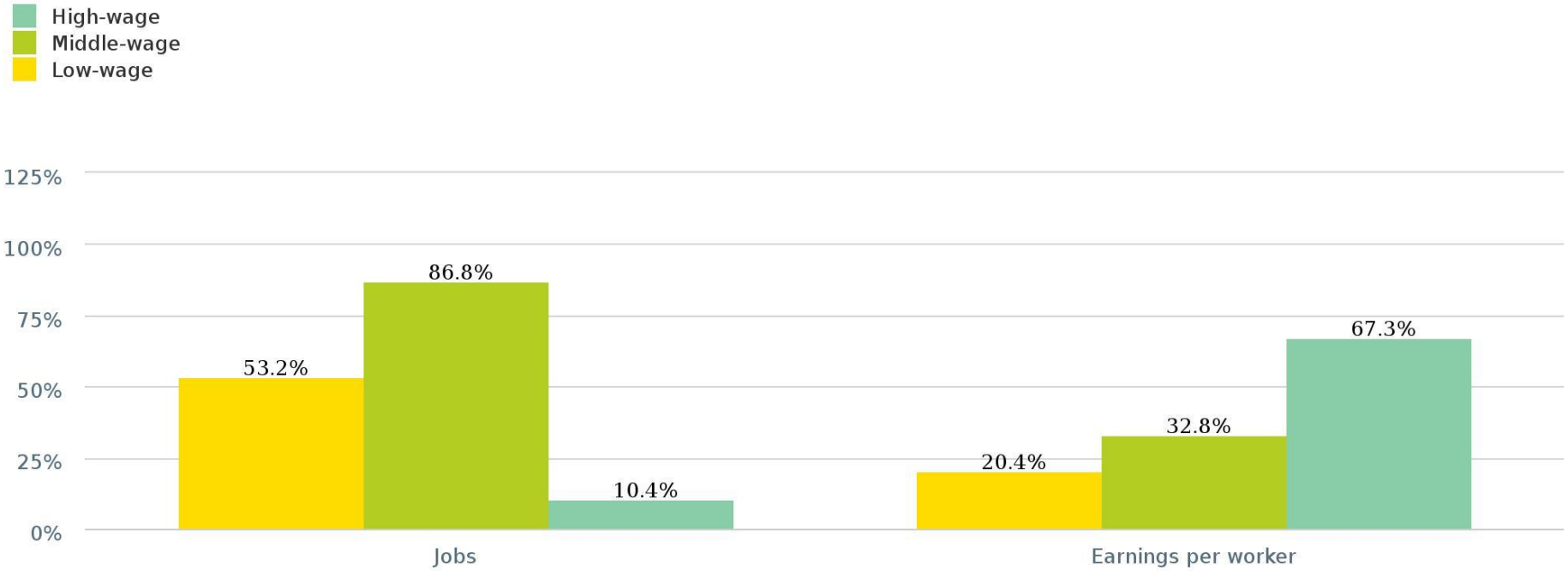
Inclusive growth

Is the region growing good jobs?

The region is growing low- and middle-wage jobs faster than high-wage jobs. High-wage workers saw the greatest wage gains, followed by middle-wage workers.

Growth in jobs and earnings by wage level, 1990 to 2012

Durham, NC Metro Area



U.S. Bureau of Labor Statistics; Woods & Poole Economics, Inc.
PolicyLink/PERE National Equity Atlas, www.nationalequityatlas.org

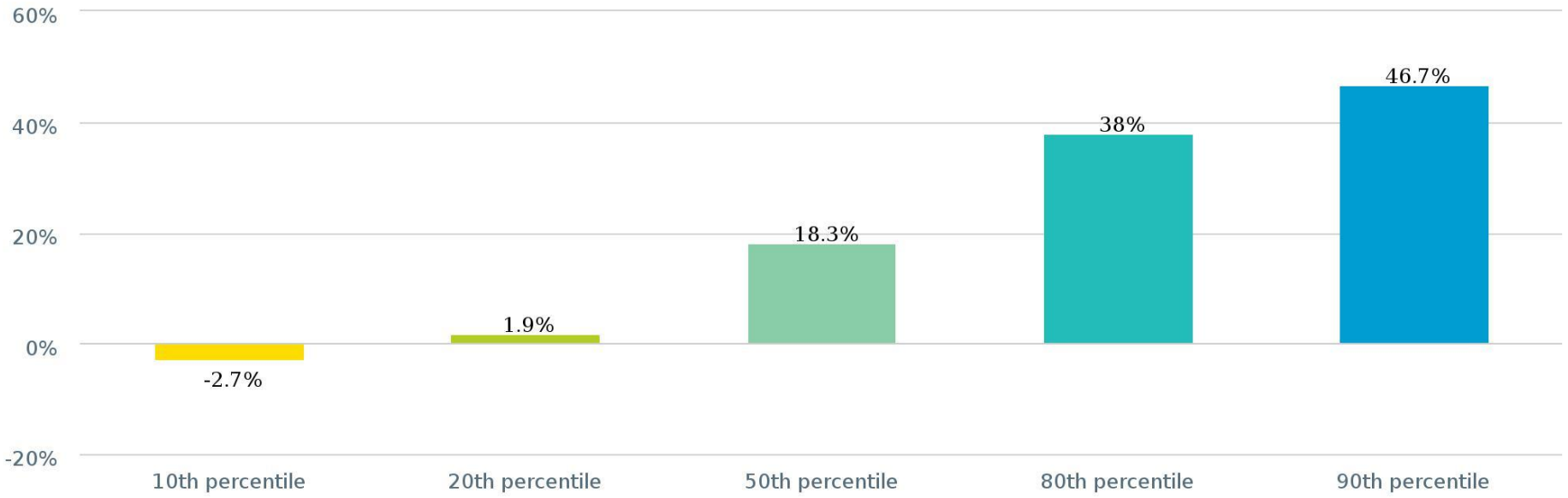
Inclusive growth

Are incomes increasing for all workers?

Wages are rising unequally. Wage gains are much higher for top earners than for those in the lower half of the income spectrum. Workers at the 10th percentile have seen a loss in wages.

Earned income growth for full-time wage and salary workers, 1980 to 2012

Durham, NC Metro Area



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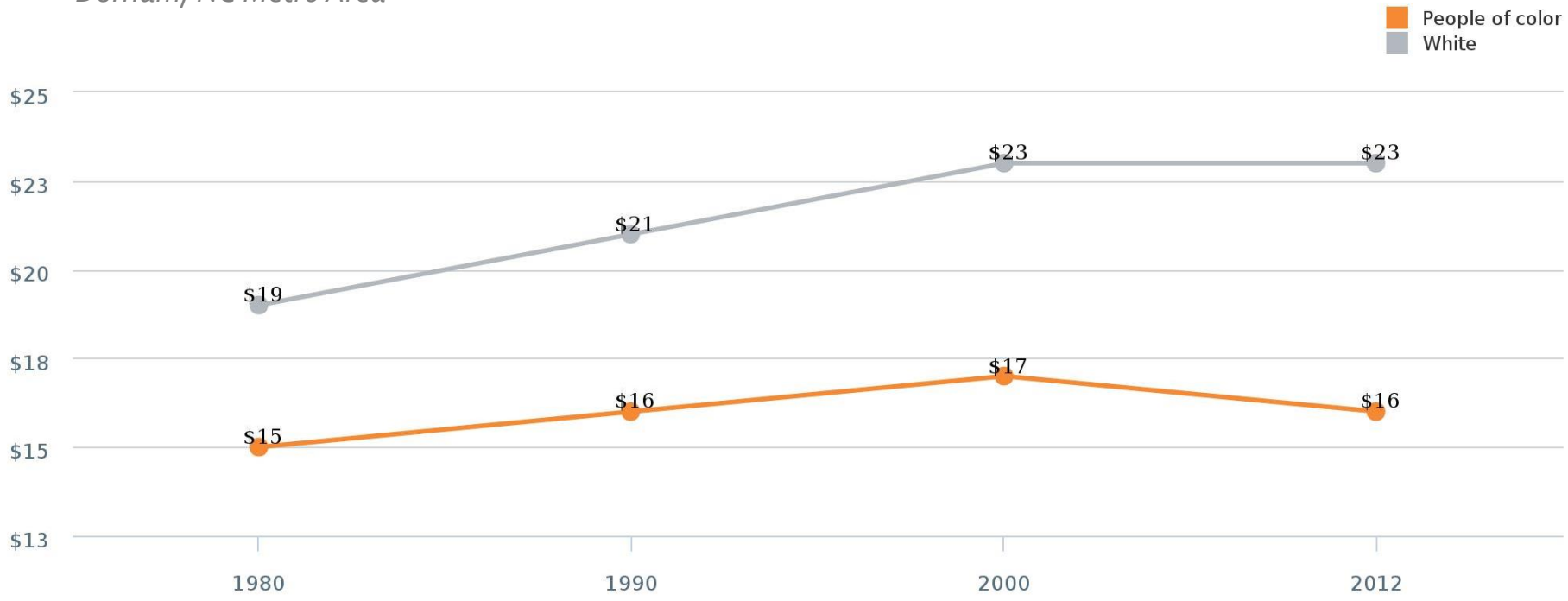
Inclusive growth

Are incomes increasing for all workers?

Wages vary by race/ethnicity, and the gap has grown over the past three decades. In 1980 the gap between white workers and people of colors was $4/hour; in 2012 it's almost doubled to a gap of $7/hour. This widening gap suggests racial discrimination and bias among employers.

Median hourly wage by race/ethnicity, 1980 to 2012

Durham, NC Metro Area



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PolicyLink/PERE National Equity Atlas, www.nationalequityatlas.org

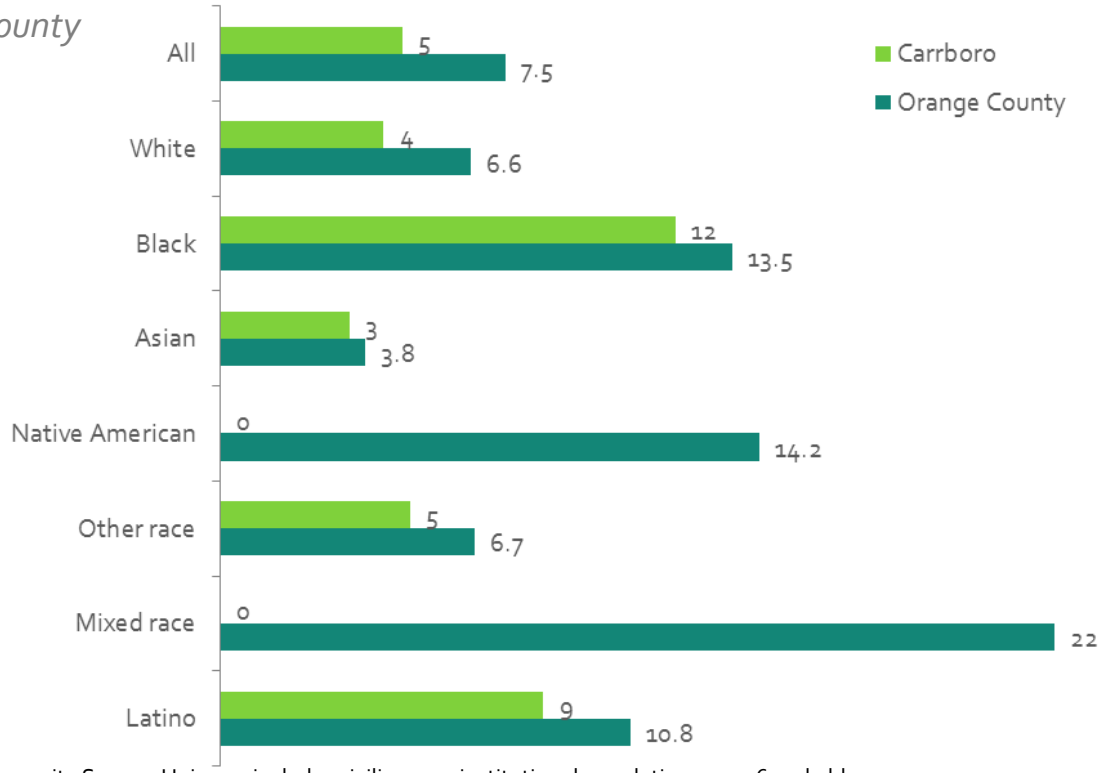
Full employment

How close is Carrboro to reaching full employment?

Employment rates in Carrboro are higher than in Orange County for all demographic groups. African Americans and Latinos face comparatively higher rates of joblessness. In 2014, 12% of Blacks and 9% of Latinos in Carrboro were unemployed, compared to only 4% of Whites and 3% of Asians.

Unemployment rate by race/ethnicity, 2014

Carrboro & Orange County



Source: U.S. Census Bureau, American Community Survey. Universe includes civilian non-institutional population ages 16 and older.

Note: Data represent an average between 2010-2014.

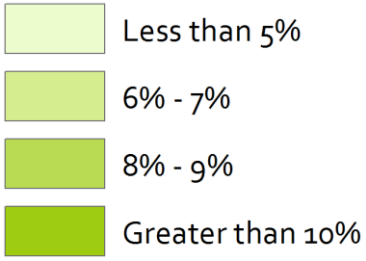
Full employment

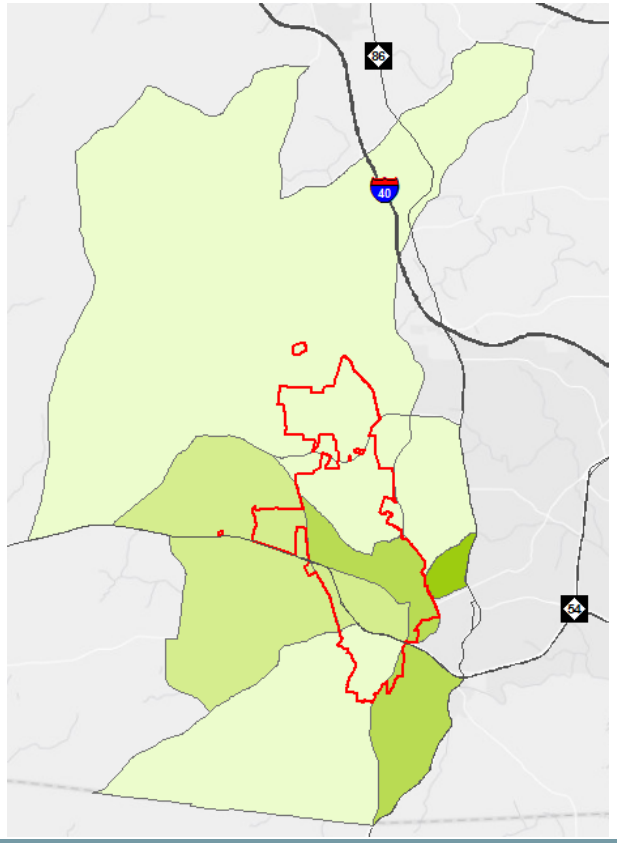
How close is Carrboro to reaching full employment?

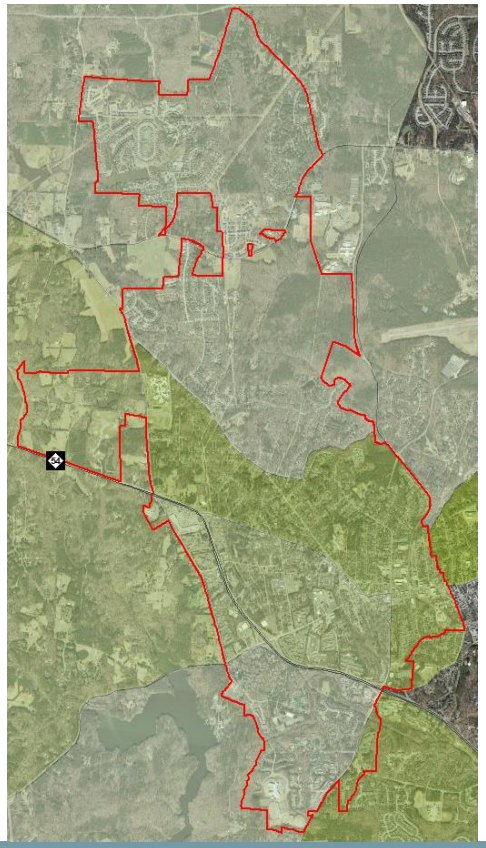
The highest rates of unemployment in Carrboro are in the census tract north of W. Main Street and south of Hillsborough Road/Greensboro Street, which has an unemployment rate of 8.3%. The census tract with the highest unemployment rate in the area is the Northside neighborhood in Chapel Hill, just adjacent to the Carrboro town limits, where 11.6% of working-age residents are unemployed.

Unemployment rate by census tract, 2014

Carrboro







Source: U.S. Census Bureau, American Community Survey. Universe includes civilian non-institutional population ages 16 and older.

Note: Data represent an average between 2010-2014.

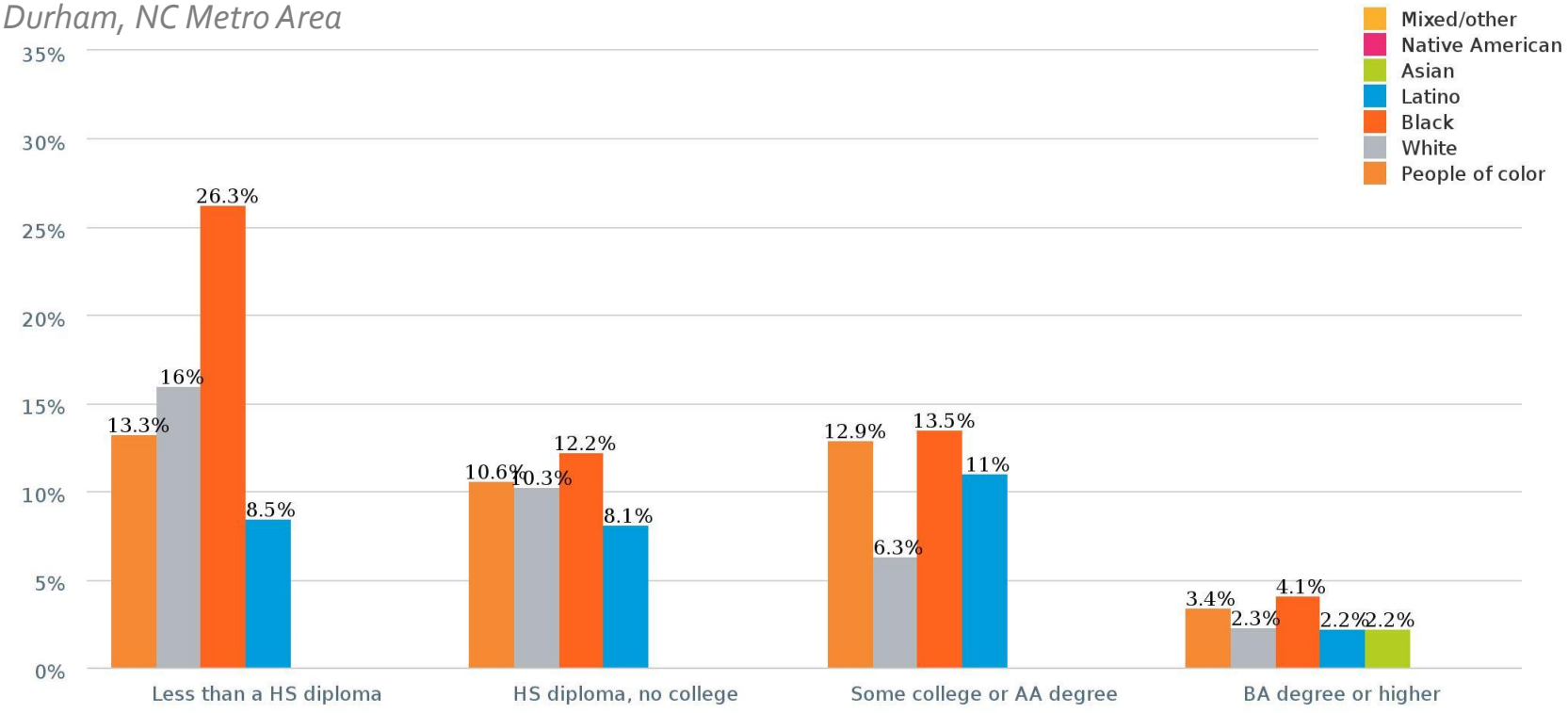
Full employment

How close is Carrboro to reaching full employment?

Unemployment decreases as educational levels rise, but racial gaps remain. Blacks have the highest unemployment rates across all levels of education. Less-educated Latinos do well on unemployment compared with their White counterparts at lower levels of education, but fare worse at higher levels.

Unemployment rate by race/ethnicity and education, 2012

Durham, NC Metro Area



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PolicyLink/PERE National Equity Atlas, www.nationalequityatlas.org

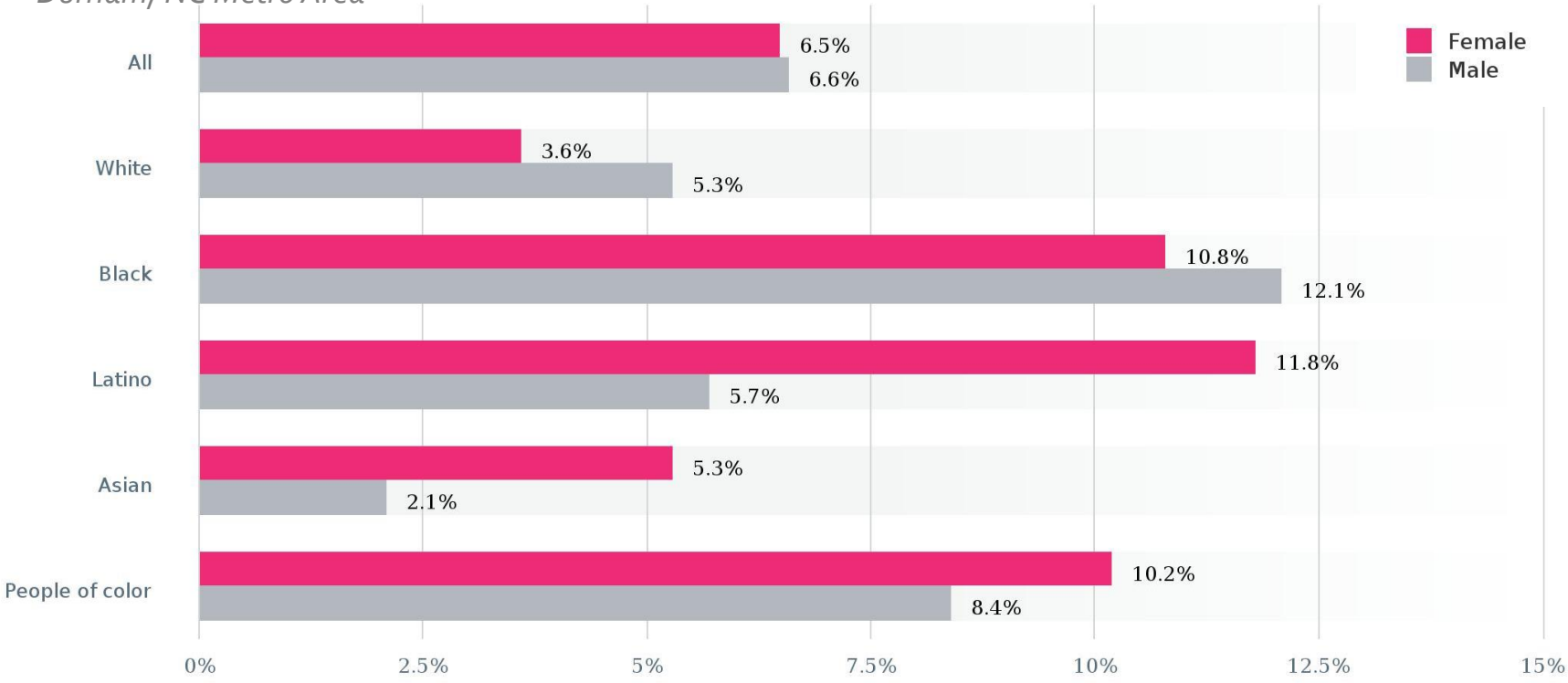
Full employment

How close is Carrboro to reaching full employment?

Overall, the unemployment rates for men and women are about equal. Yet racial differences remain; unemployment rates are lower for White and Black females than for their male counterparts. Unemployment rates for Latino and Asian females are 3-6 percentage points higher than their male counterparts.

Unemployment rate by race/ethnicity and gender, 2012

Durham, NC Metro Area

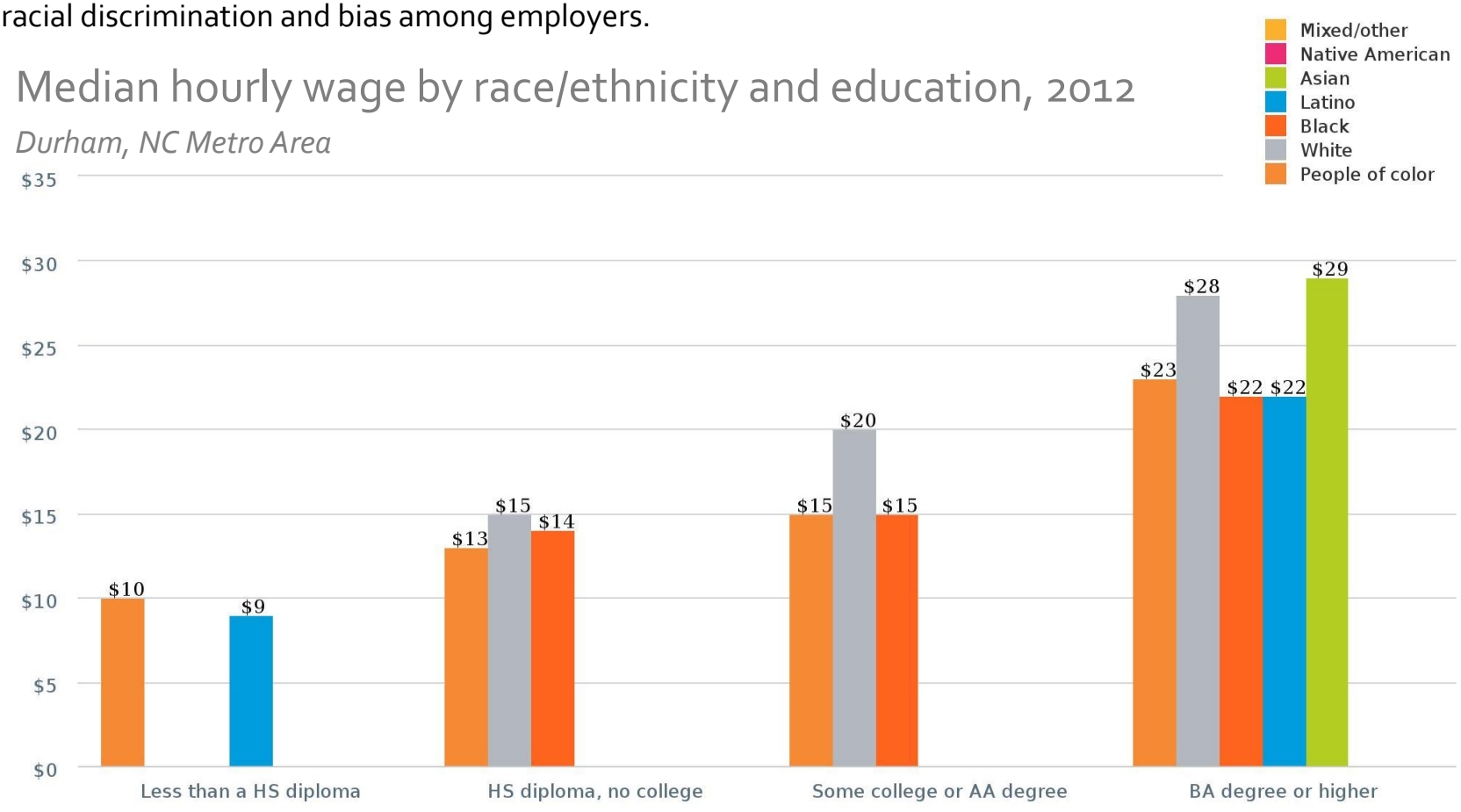


IPUMS
PolicyLink/PERE National Equity Atlas, www.nationalequityatlas.org

Access to good jobs

Can all workers earn a living wage?

Gaps in pay by race/ethnicity persist even at higher levels of education. People of color earn lower wages than Whites at every level of education. This persistent gap suggests racial discrimination and bias among employers.



IPUMS

PolicyLink/PERE National Equity Atlas, www.nationalequityatlas.org

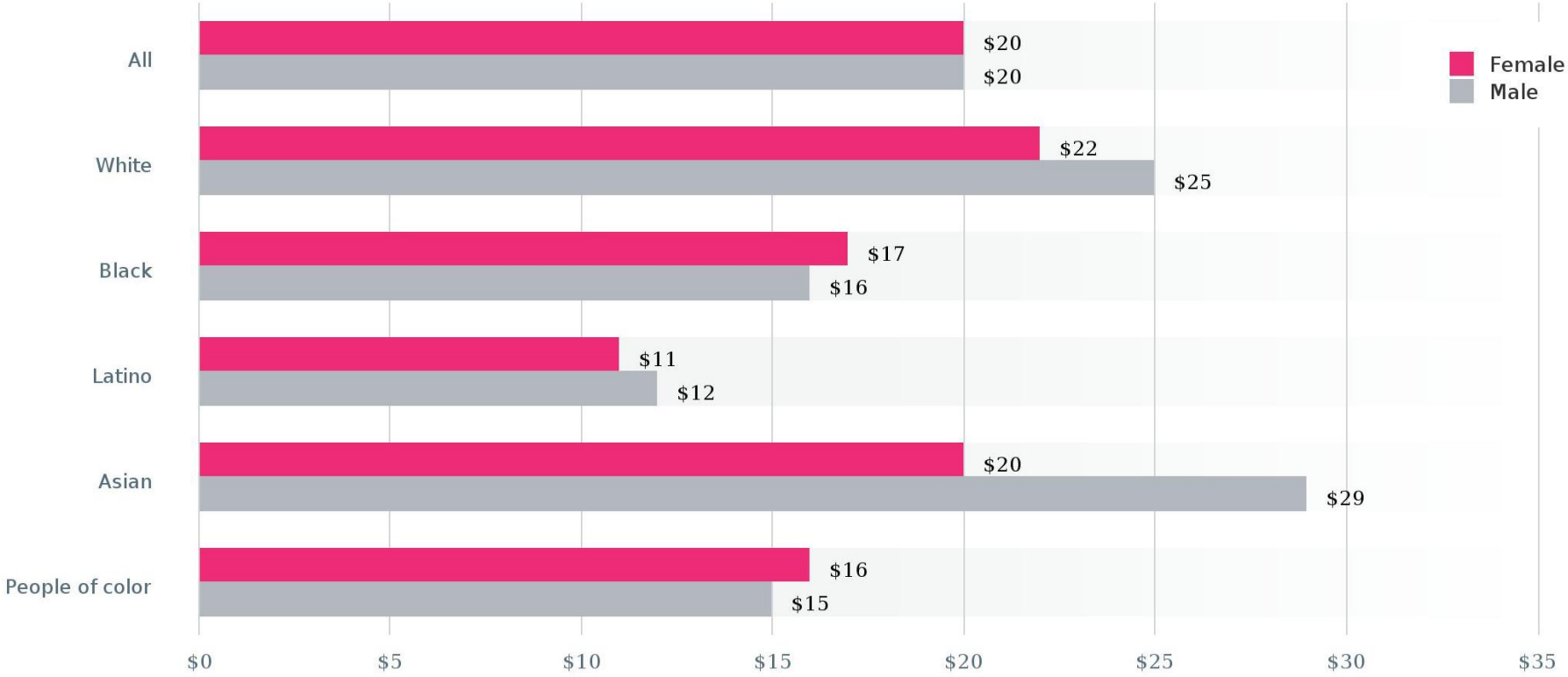
Access to good jobs

Can all workers earn a living wage?

Overall, the median hourly wage for men and women is equal. Yet racial differences remain; wages are lower for females than for their male counterparts in almost every race except for Black and People of Color in general, where women make $1 more an hour than men.

Median hourly wage by race/ethnicity and gender, 2012

Durham, NC Metro Area



IPUMS

PolicyLink/PERE National Equity Atlas, www.nationalequityatlas.org

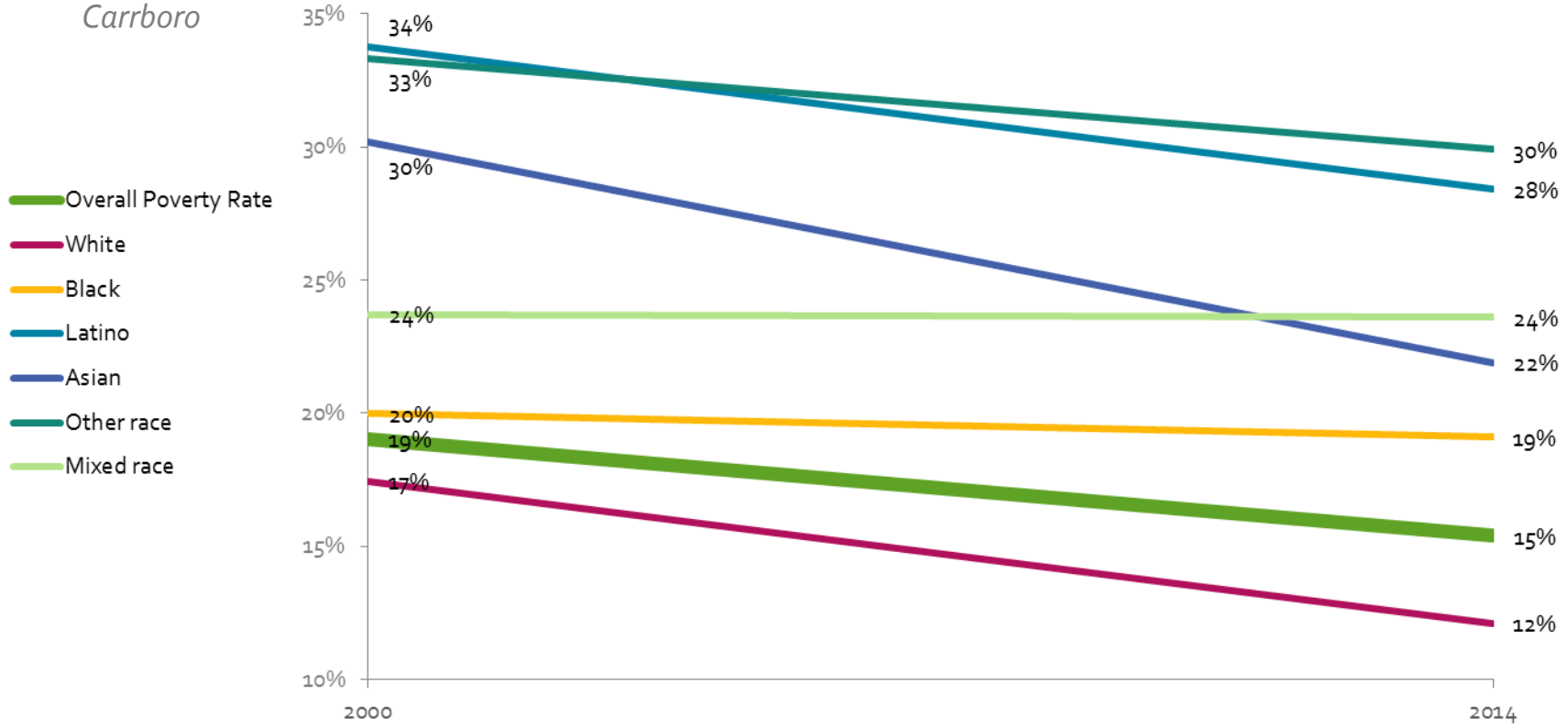
Economic security

Is poverty low and decreasing?

Poverty is decreasing in Carrboro for most demographic groups, but remains higher for people of color than Whites. Nearly one out of every three Latinos and persons of an other race live in poverty, compared to 12% of Whites. Two demographic groups, Blacks and Mixed race, have not seen a decrease in the proportion of people living in poverty.

Poverty rate by race/ethnicity, 2000 to 2014

Carrboro



Source: U.S. Census Bureau, American Community Survey. Universe includes all persons not in group quarters (including off-campus students).

Note: Data for 2014 represent an average between 2010-2014.

Economic security

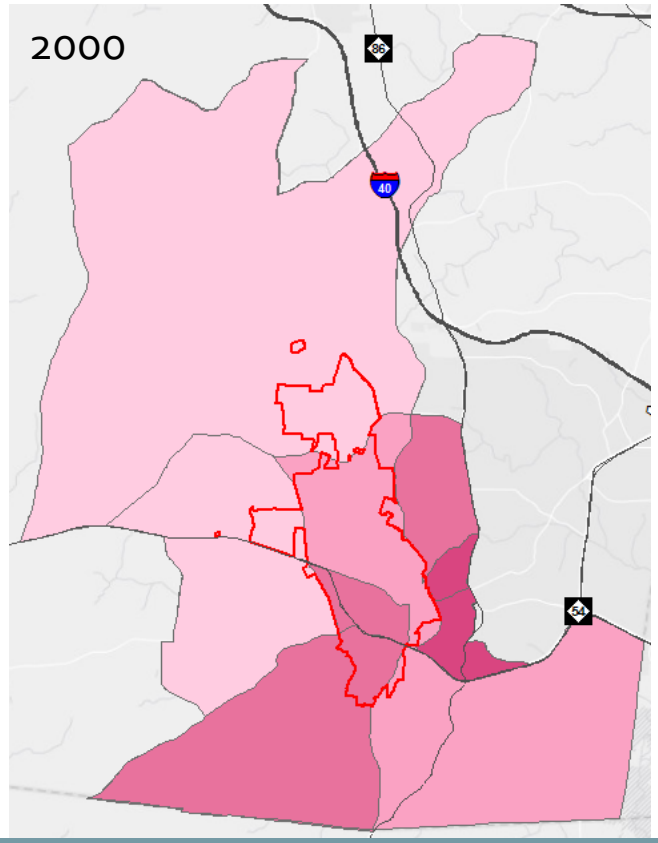
Is poverty low and decreasing?

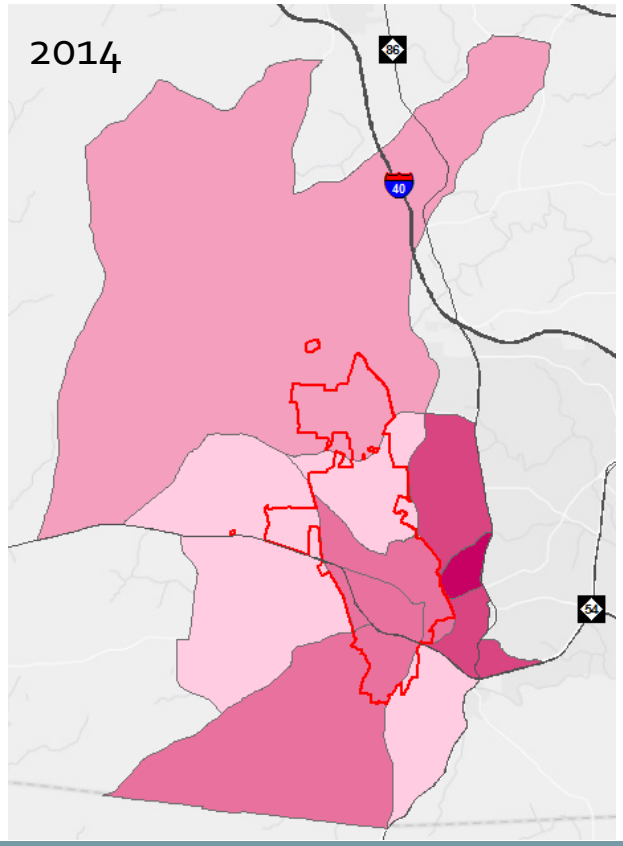
The southern part of Carrboro has the highest poverty rates in 2000 and 2014, which in part may be due a high proportion of UNC students in these areas. Within Carrboro, the census tract with the highest poverty rate in both years is bounded by S. Greensboro Street to the east, NC 54 to the south, the Carrboro town limits to the west, and W. Main Street to the north, where 23% of people were living in poverty in 2000, as compared to 21% in 2014. The proportion of people living in poverty has increased dramatically over time in the Northside neighborhood; in 2000 37% of people were living in poverty. In 2014 this had increased to 59%.

Poverty rate by census tract, 2000 and 2014

Carrboro

- Less than 10%
- 11% - 15%
- 16% - 33%
- 34% - 50%
- Greater than 50%





Source: U.S. Census Bureau, American Community Survey. Universe includes all persons not in group quarters (including off-campus students).

Note: Data for 2014 represent an average between 2010-2014. Census tract boundaries changed between 2000 and 2014.

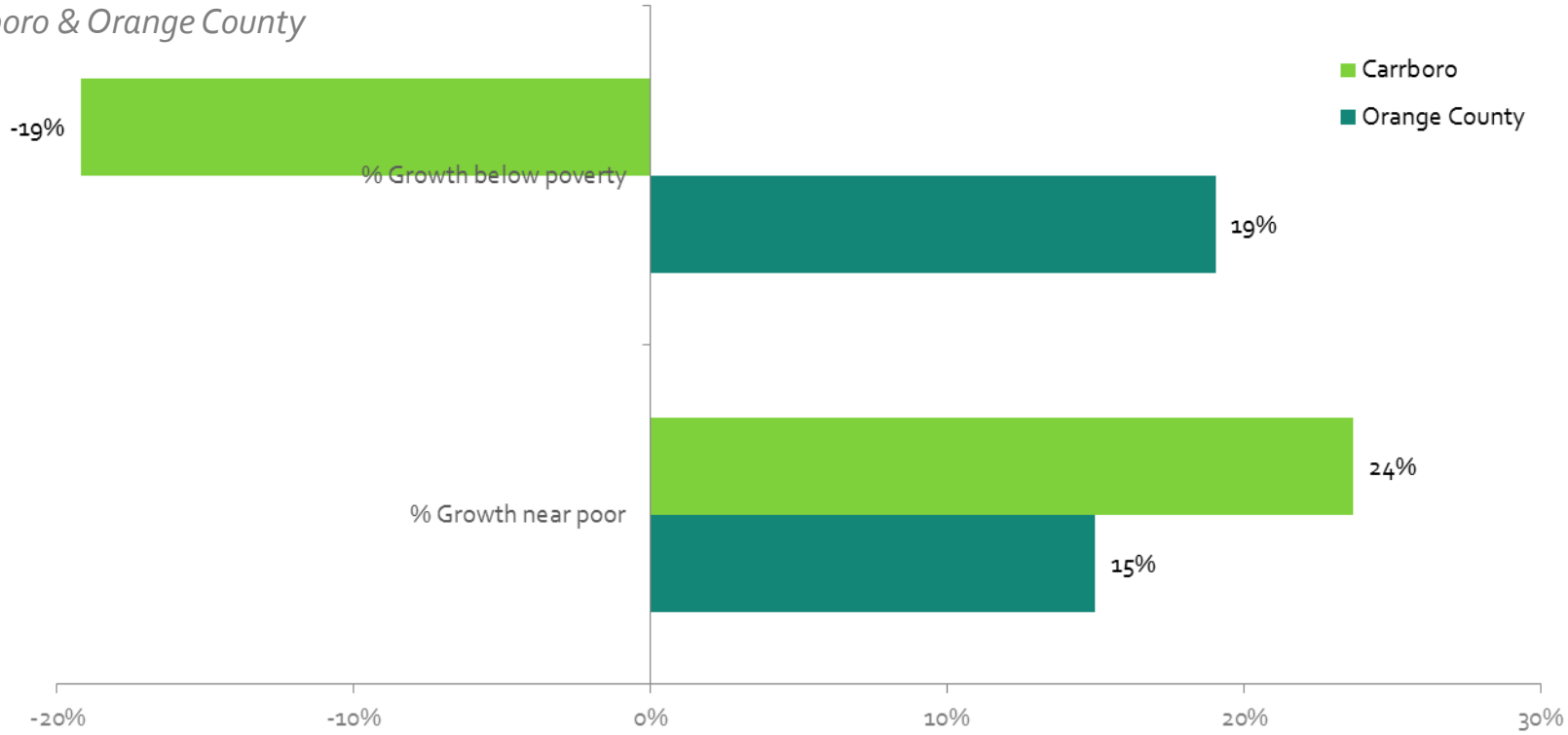
Economic security

Is poverty low and decreasing?

The proportion of people living in poverty in Carrboro has decreased since 2000; however the proportion of "near poor," or those living between 100 and 150% of the poverty level has increased by 24%. Over the same time period Orange County has seen an increase in both the proportion of people living below the poverty level and those who are near poor.

Growth in population below the poverty level and at 150% of the poverty level, 2000 and 2014

Carrboro & Orange County



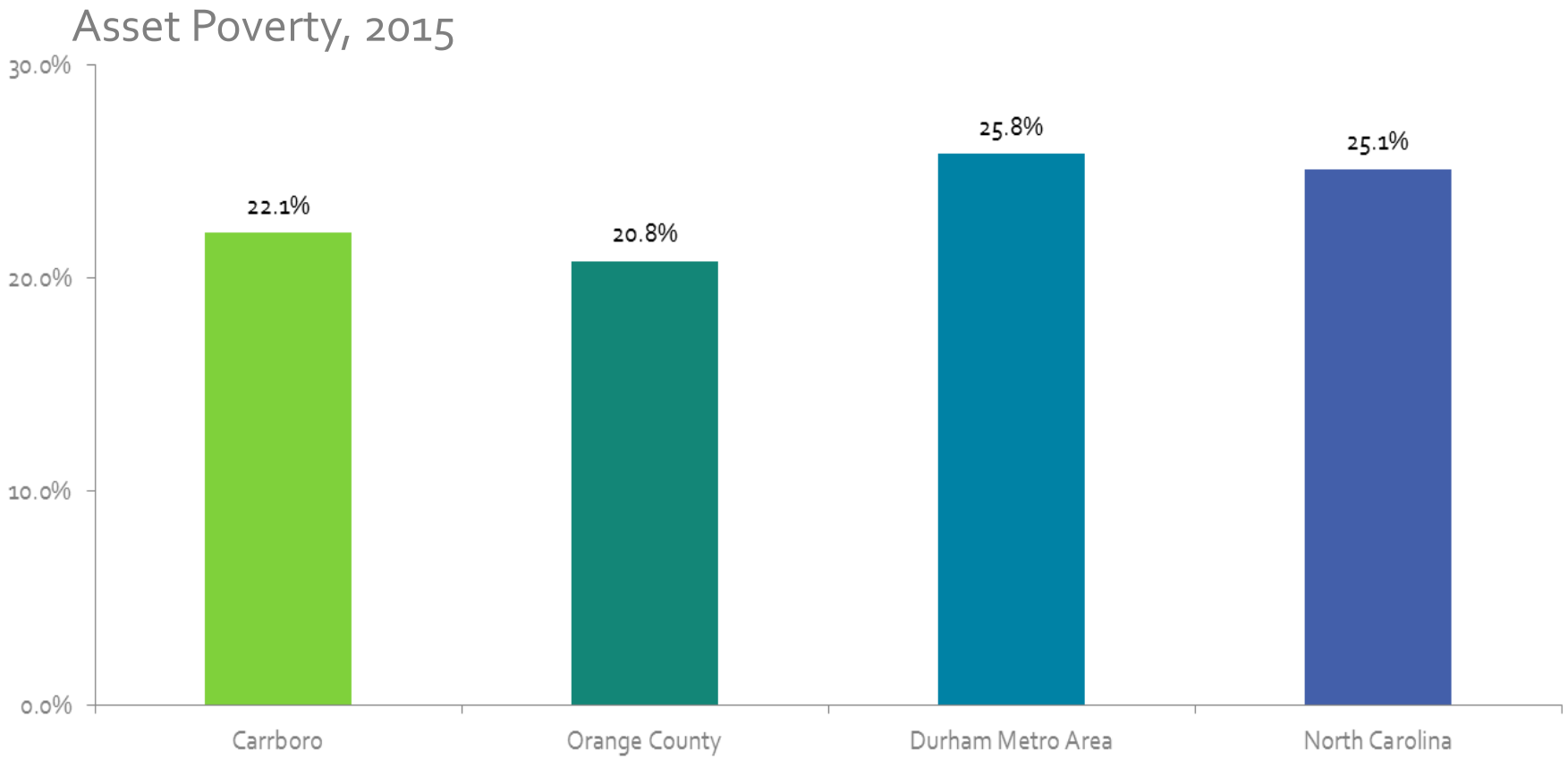
Source: U.S. Census Bureau, American Community Survey. Universe includes all persons not in group quarters.

Note: Data for 2014 represent an average between 2010-2014.

Economic security

Can residents build wealth?

Asset poverty in Carrboro is lower than the Durham Metro Area or statewide, but still approximately 1 in 5 Carrboro residents are asset poor. Asset poverty is defined as the percentage of households without sufficient net worth to subsist at the poverty level for three months in the absence of income.

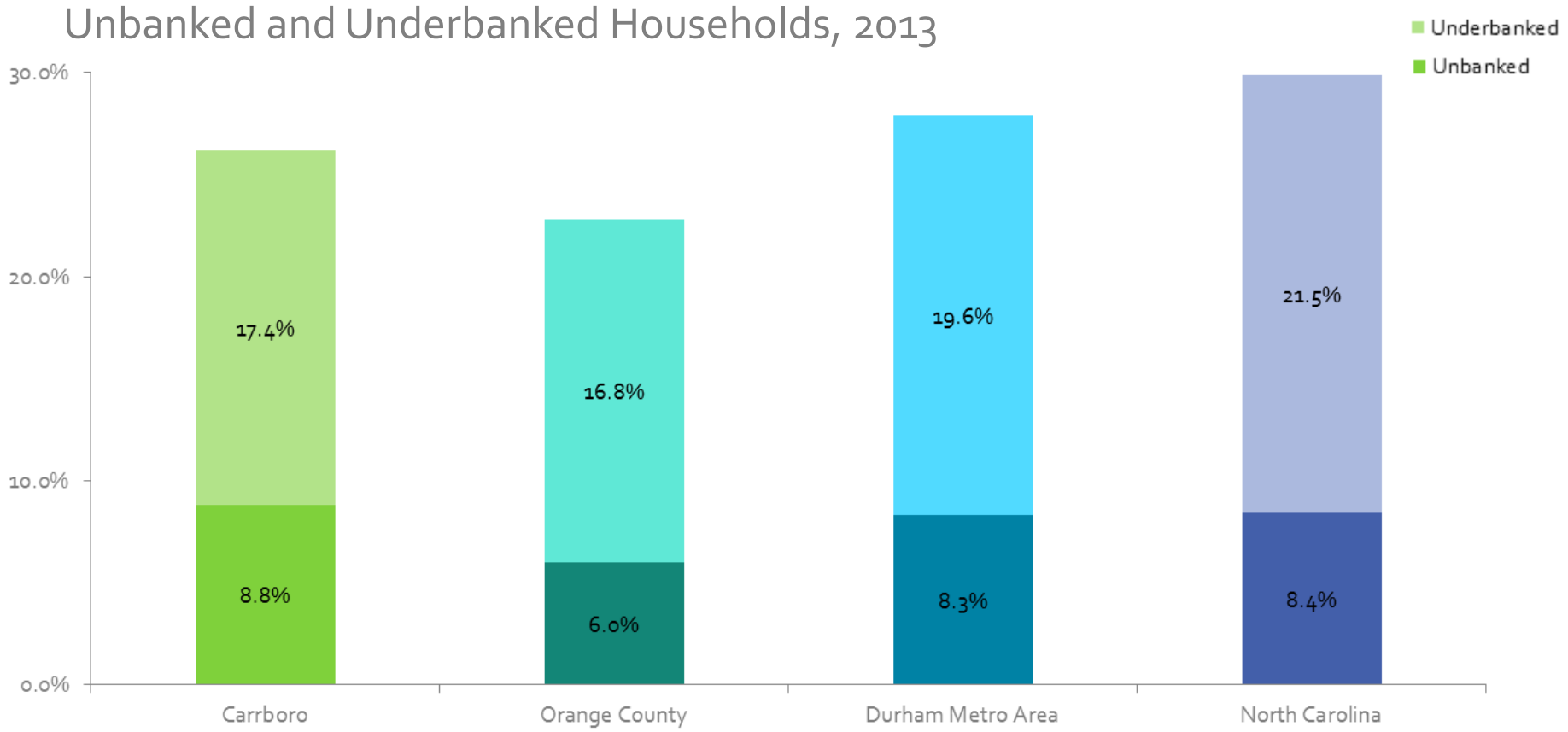


Source: Corporation for Enterprise Development.

Economic security

Can residents build wealth?

Unbanked households are those without a checking or savings account. Underbanked households have a mainstream account, but use alternative and often costly financial services for basic transaction and credit needs. In Carrboro, 26% of households likely spend a significant amount of money on financial services for which most Americans pay little to nothing. The proportion of unbanked households in Carrboro is higher than comparison geographies.



Source: Corporation for Enterprise Development.

Strongest Industries

What are the county's strongest industries?

Real estate, arts and entertainment, and information are strong sectors experiencing growth in jobs and wages. The construction and utilities industries have seen significant job losses over the past decade. Some sectors, such as health care, food services, and management have seen growth in jobs but decline in wages.

Orange County

Industry	Employment (2014)	Average Annual Wage (2014)	Change in Employment (2004-2014)	% Change in Employment (2004-2014)	Real Wage Growth (2004-2014)
Health Care and Social Assistance	15,379	$50,548	5,045	49%	0%
Retail Trade	6,645	$27,865	301	5%	2%
Accommodation and Food Services	6,181	$17,151	1,042	20%	-2%
Professional, Scientific, and Technical Services	2,610	$76,822	-191	-7%	19%
Public Administration	2,540	$42,778	103	4%	-9%
Other Services (except Public Administration)	2,065	$34,359	323	19%	25%
Manufacturing	1,471	$52,037	-77	-5%	-3%
Construction	1,348	$46,273	-467	-26%	15%
Administrative and Support and Waste Management and Remediation Services	1,322	$31,166	-100	-7%	-45%
Finance and Insurance	1,140	$105,669	-14	-1%	6%
Real Estate and Rental and Leasing	812	$51,343	171	27%	26%
Wholesale Trade	776	$64,033	117	18%	2%
Arts, Entertainment, and Recreation	706	$19,082	177	33%	26%
Information	690	$89,375	134	24%	84%
Transportation and Warehousing	635	$42,112	100	19%	-20%
Management of Companies and Enterprises	358	$59,210	235	191%	-5%
Utilities	263	$58,419	-77	-23%	1%
Agriculture, Forestry, Fishing and Hunting	183	$40,747	23	14%	37%
Mining	23	$48,486	No data	No data	No data

Source: Quarterly Census Employment and Wages (QCEW)

Strongest Occupations

What are the county's strongest occupations?

Business and computer operations are strong and growing occupations in Orange County; they pay good wages and have exhibited gains over the past decade. Some of the occupations with the largest employment, such as administrative support and health care, have seen little growth in employment or wages.

Orange County

Occupation	Employment (2014)	Median Annual Wage (2014)	Change in Employment (2004-2014)	% Change in Employment (2004-2014)	Real Wage Growth (2004-2014)
Office and Administrative Support Occupations	10,090	$35,637	740	8%	7%
Education, Training, and Library Occupations	8,660	$66,368	370	4%	19%
Healthcare Practitioners and Technical Occupations	7,760	$60,071	No data	No data	0%
Food Preparation and Serving Related Occupations	5,470	$18,705	-3,990	-42%	-7%
Sales and Related Occupations	4,930	$24,839	980	25%	5%
Business and Financial Operations Occupations	2,750	$64,751	1,020	59%	24%
Healthcare Support Occupations	2,610	$26,964	200	8%	2%
Life, Physical, and Social Science Occupations	2,480	$55,883	No data	No data	No data
Management Occupations	2,450	$97,665	-200	-8%	16%
Installation, Maintenance, and Repair Occupations	2,260	$43,936	520	30%	5%
Computer and Mathematical Occupations	1,840	$75,926	420	30%	21%
Transportation and Material Moving Occupations	1,750	$27,140	-670	-28%	-3%
Building & Grounds Cleaning & Maintenance Occup.	1,730	$25,538	470	37%	-2%
Personal Care and Service Occupations	1,730	$22,745	1,010	140%	-6%
Construction and Extraction Occupations	1,260	$37,098	-140	-10%	1%
Production Occupations	1,230	$36,919	-980	-44%	27%
Arts, Design, Entertainment, Sports, and Media Occ	1,000	$43,154	70	8%	10%
Protective Service Occupations	920	$34,342	150	19%	-2%
Community and Social Services Occupations	860	$44,727	190	28%	7%
Architecture and Engineering Occupations	560	$59,191	210	60%	-8%
Legal Occupations	390	$54,289	No data	No data	-17%
Farming, Fishing, and Forestry Occupations	20	$22,073	No data	No data	-45%

Source: Occupational Employment and Wages in North Carolina (OES).

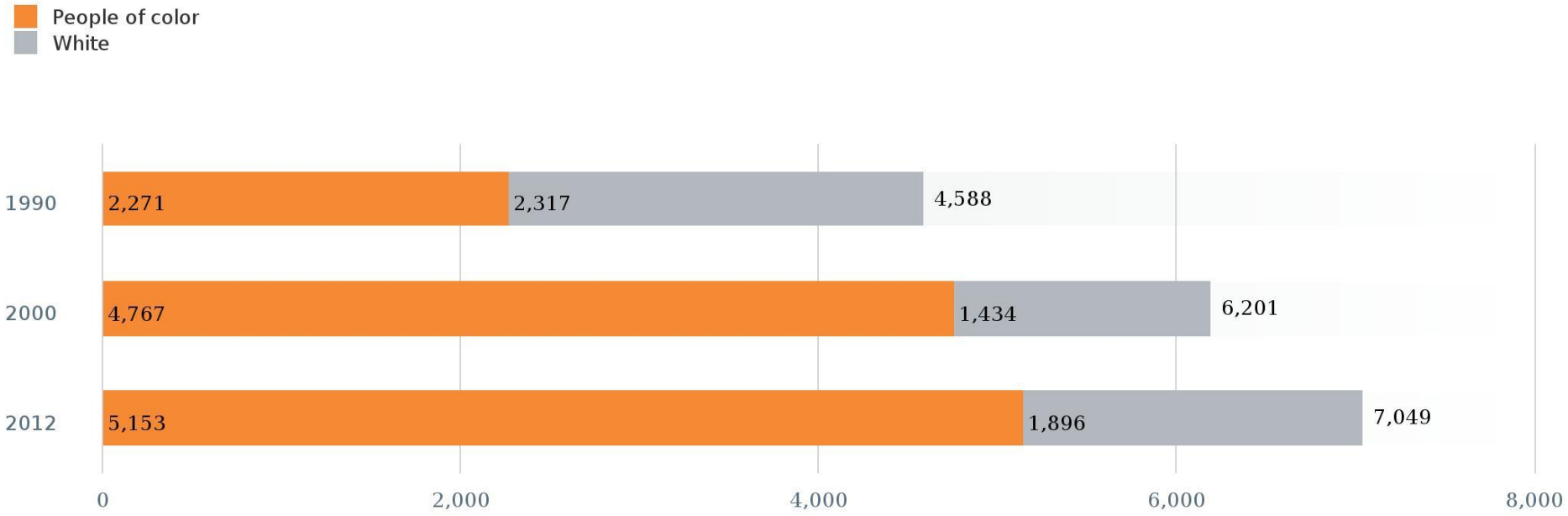
Prepared Youth

Are youth ready to enter the workforce?

The proportion of disconnected youth that are people of color has risen over time, from 49% in 1990 to 73% in 2012. Not accessing education and job experience early in life can have long-lasting impacts including lower earnings, higher public expenditures, lower tax revenues, and lost human potential.

Disconnected youth: 16-to-24-year-olds not in school or work, 1980 to 2012

Durham, NC Metro Area



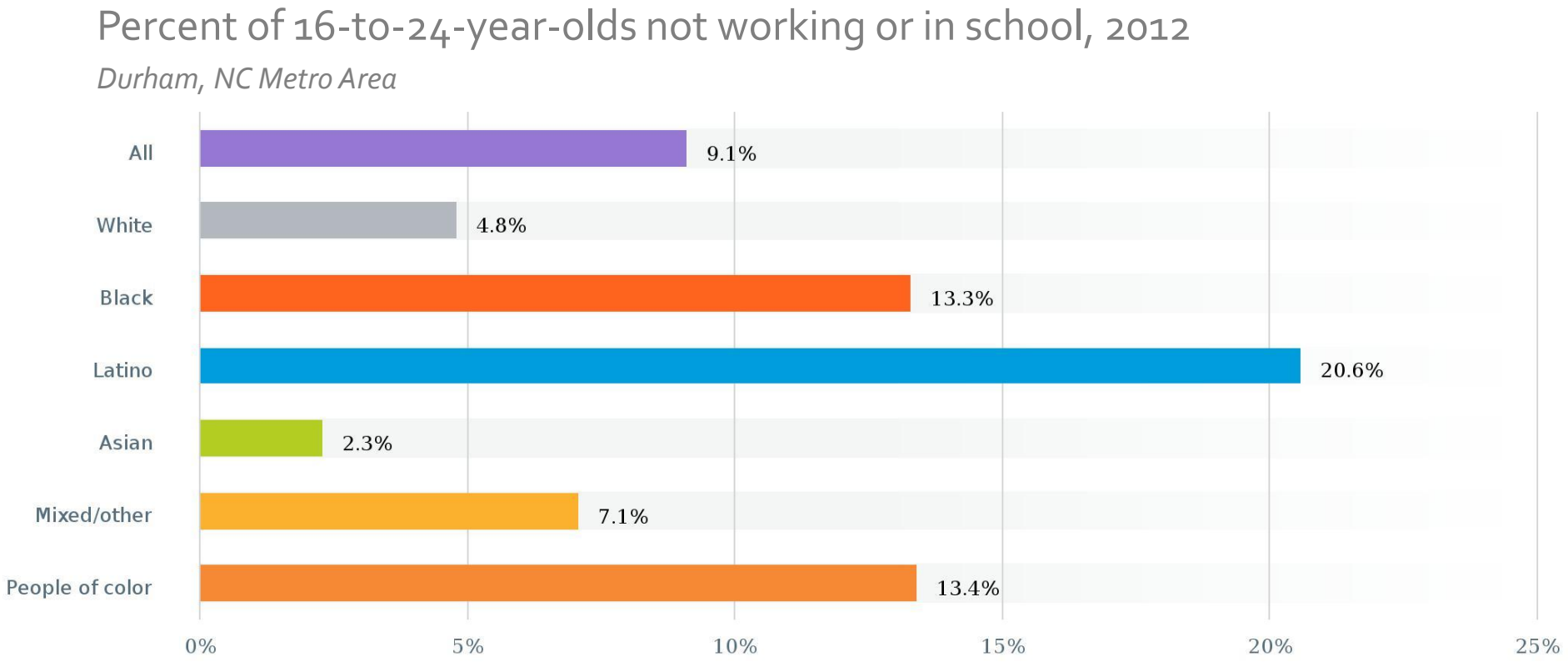
IPUMS

PolicyLink/PERE National Equity Atlas, www.nationalequityatlas.org

Prepared Youth

Are youth ready to enter the workforce?

In 2012, the Asian population had the lowest share not working or in school among 16-24 year olds at 2.3 percent and the Latino population had the highest share at 20.6 percent.



IPUMS

PolicyLink/PERE National Equity Atlas, www.nationalequityatlas.org

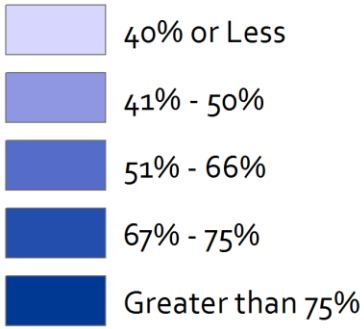
Connectedness

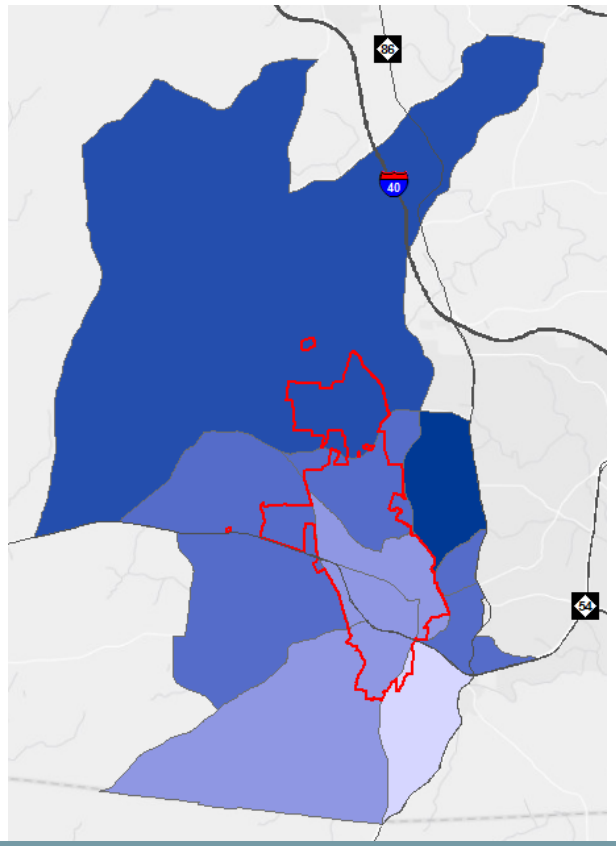
Can all residents access affordable housing?

Households that pay more than 30% of their income on rent and utilities are considered cost-burdened. In the census tract north of Homestead Road, 72% of renter households are cost-burdened. To the east of Carrboro town limits, the census tract bounded by Bolin Creek to the south and NC 86 to the east has the highest rent burden, at 84%. With 46% of cost-burdened renter households overall, Carrboro is more affordable than Orange County, where 53% of renters are considered cost-burdened.

Percent rent-burdened households by census tract, 2014

Carrboro





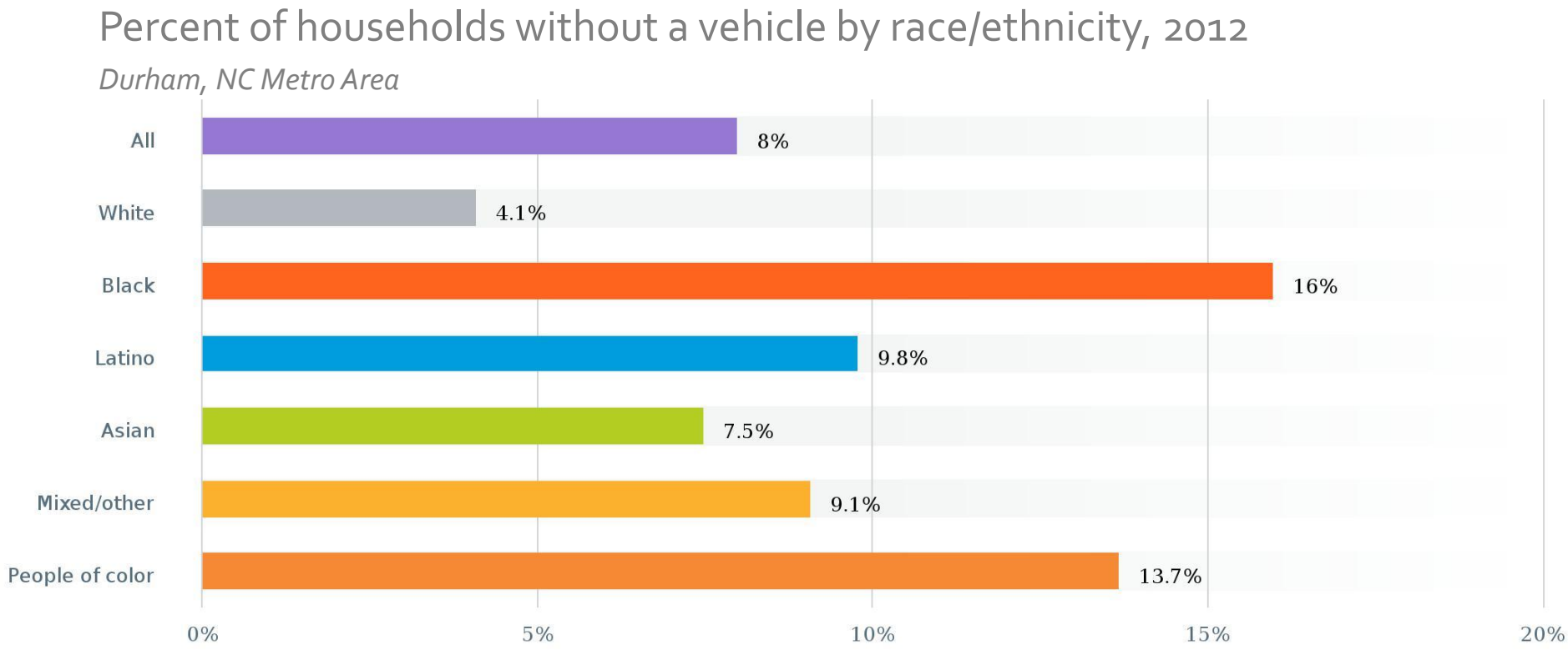
Source: U.S. Census Bureau, American Community Survey. Universe includes all renter-occupied households with cash rent.

Note: Data represent an average between 2010-2014.

Connectedness

Can all residents access transportation?

In 2012, only 4.1% of White households did not have access to a car, while 16 percent of Black households did not have access to a car. Reliable and affordable transportation is critical for meeting daily needs and accessing educational and employment opportunities located throughout the region.



IPUMS
PolicyLink/PERE National Equity Atlas, www.nationalequityatlas.org

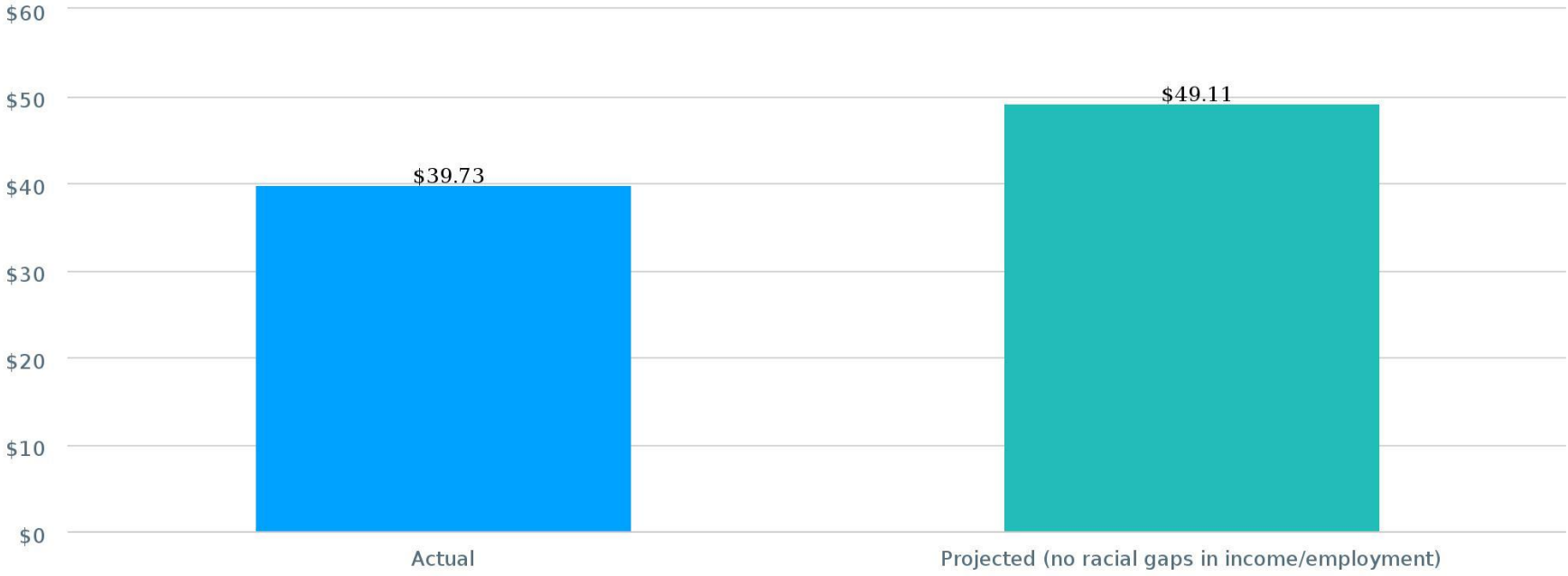
Economic benefits of equity

How much higher would GDP be without racial economic inequities?

In 2012, the economy in the Durham Metro Area would have been $9.38 billion larger if there had been no racial gaps in income. Wage and employment gaps by race (as well as gender) are not only bad for people of color – they hold back the entire economy. Rising wages and incomes, particularly for low-income households, leads to more consumer spending, which is a key driver of economic growth and job creation.

Actual GDP and estimated GDP with racial equity in income (billions), 2012

Durham, NC Metro Area



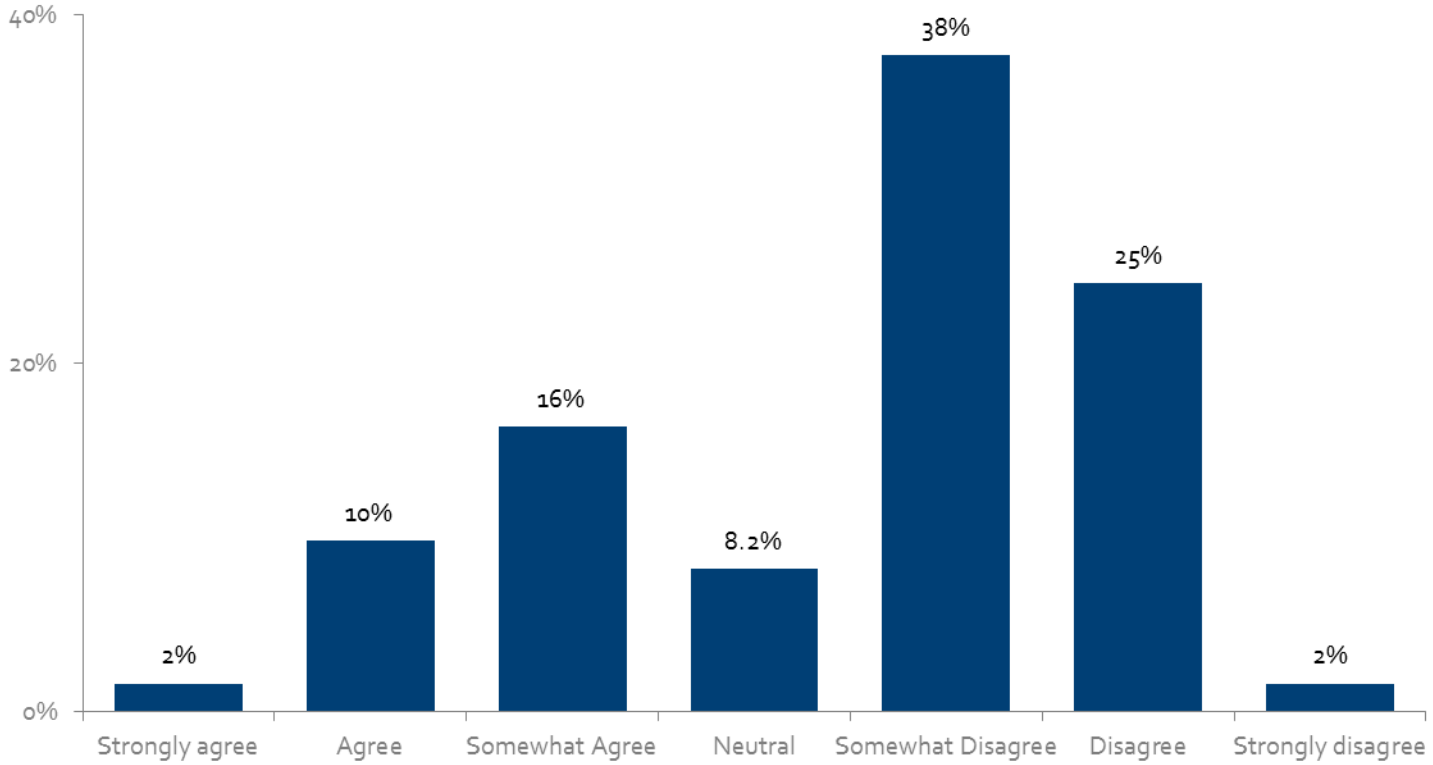
Bureau of Economic Analysis; IPUMS

PolicyLink/PERE National Equity Atlas, www.nationalequityatlas.org

Are we prepared?

There is a general sentiment among local leaders that the Triangle is not ready for the demographic shifts we are facing. At the release event for the full 13-county Equitable Growth Profile in March 2015, Triangle J COG polled a group of almost 70 local elected officials, economic development staff, local government staff, and representatives from civic and educational institutions. They were asked to reflect on the below statement, and their responses are shown in the chart below.

Our region is well-prepared for the demographic transformation we are facing.



Regional Recommendations

The Equitable Growth Profile for the larger 13-county region set out the following recommendations:

- Grow good jobs and create pathways into them for workers facing barriers to employment
- Raise wages and increase financial security
- Build communities of opportunity throughout the region
- Ensure education and career pathways for all youth
- Bridge the racial generation gap
- Ensure diverse civic participation and leadership

More detail and specific strategies for each of these is available in the report.

Questions & Discussion

Aspen Romeyn, Planner
aromeyn@tjcog.org
919-558-9319

TRIANGLE J COUNCIL OF GOVERNMENTS

2005-2006 BUDGET
ABOUT THE TOWN OF CARRBORO...

The Town of Carrboro is a small local government entity overseen by a Mayor and Board of Aldermen and professionally managed by a Town Manager. The Town is a growing community located within Orange County in the north central portion of North Carolina. The area's topography is characterized by rolling hills. The Town, which was incorporated in 1911, has a population of 17,585 and is situated next to Chapel Hill, and the University of North Carolina and is near the Research Triangle Park.

The growth of the Town is directly related to the expansion of the University of North Carolina at Chapel Hill and growth in the Research Triangle Park. Enrollment at the University has risen from 8,791 in 1960 to 26,028 in 2002. It is anticipated that the expansion will continue to occur in University-related health facilities such as the University Of North Carolina Hospitals.

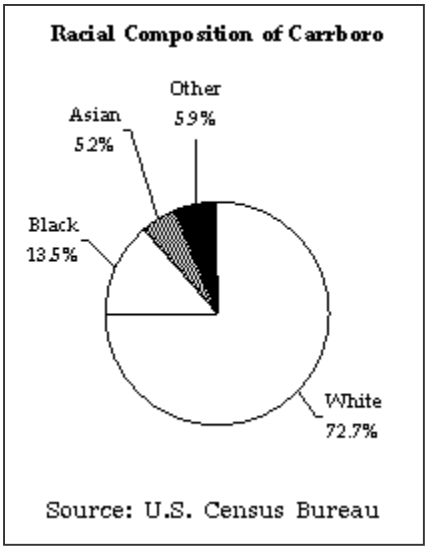
DEMOGRAPHICS

The 2000 Census revealed interesting demographic trends occurring in the community that promise to affect the services provided by the Town in the near future. This information is also available on the Town's website at http://townofcarrboro.org/

Population

The 2000 population of Carrboro was 16,782. This is a 45 percent increase from 1990, the highest percentage increase in Orange county. Carrboro added over 5,200 people to its population between 1990 and 2000. About 62 percent of the people that were added to Orange county in the 1990s were added in either Carrboro or

Chapel Hill. The following paragraphs highlight important demographic changes that have taken place over the past decade.



Ethnic Composition

Carrboro has the highest Hispanic/Latino population in Orange county with 2,062. This is a ***936 percent increase*** from 1990 when the Hispanic/Latino population was listed at a count of 199. This group now accounts for 12.3 percent of the population. Specifically, those with a Mexican origin have increased from 64 in 1990 to 1,530 in 2000. ***This represents a 2,291 percent increase.*** This sub-group now accounts for 9.1 percent of the population in Carrboro.

Note regarding the chart: The reason the Hispanic/Latino population cannot be shown in this chart is because of the way the census defines Hispanic origin. A person can be of any race and be of Hispanic/Latino origin. If one's origin is either Mexican-American, Chicano, Mexican, Mexicano, Puerto Rican, Cuban, or Central or South American then one is considered of Hispanic/Latino origin.

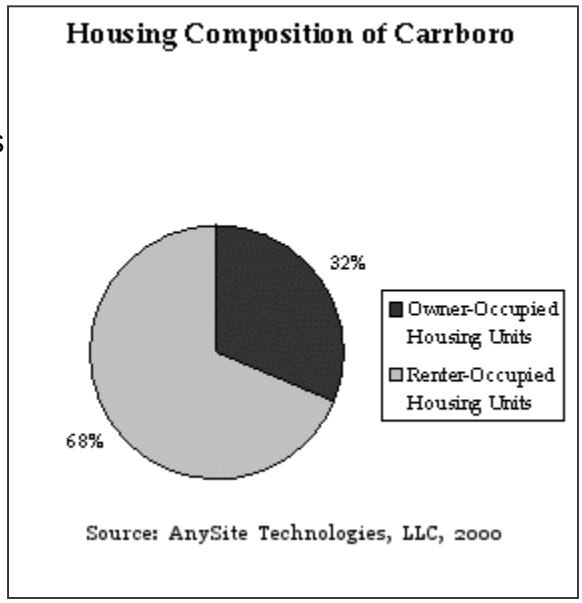
Age Composition

The combined age groups of the years 20 to 54 make up more than 69 percent of Carrboro's total population. The percent changes from 1990 highlights some changes worthy of notice. The age group of 20 to 24 has ***decreased 5 percent*** since 1990, an indication of a decline of the proportion of undergraduate students living in Carrboro. The population increased in the rest of the age groups between 25 to 54 since 1990. This points to the growing trend of Carrboro's population as a community of graduate students, young professionals, married couples and families. The school age population (age 5 to 19) has increased from 1,281 in 1990 to 2,653 in 2000. ***This is a 107 percent increase.*** This raises obvious concerns about school overcrowding and the need to build more schools and hire more teachers. Along with this increase in children, married couple families with children under 18 increased by 91 percent. About 25 percent of the households in Carrboro are now "family" households, defined as having individuals under the age of 18. All of this points to the fact that Carrboro has become a place where families desire to live. The biggest increase took place in the age groups of 45 to 54 and those over the age of 85. The largest age group in Carrboro is the 25 to 34 age group. They account for about 25 percent of the population.

Age	Number	% of Population	% Change from 1990
Under 5 Years	905	5.4	63%
5 to 9 Years	934	5.6	97%
10 to 14 Years	844	5.0	122%
15 to 19 Years	875	5.2	104%

20 to 24 Years	3,221	19.2	-5%
25 to 34 Years	4,177	24.9	23%
35 to 44 Years	2,587	15.4	73%
45 to 54 Years	1,722	10.3	173%
55-59 Years	367	2.2	117%
60 to 64 Years	292	1.7	23%
65 to 74 Years	402	2.4	26%
75 to 84 Years	315	1.9	110%
85 Years and Over	141	0.8	513%
Source: U.S. Census Bureau			

Housing



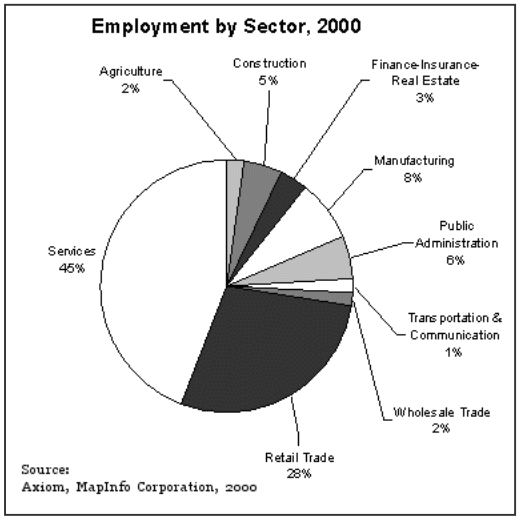
Carrboro continues to be mostly a community consisting of rental units as 68 percent of the housing stock is renter occupied. However, in the last ten years, owner occupied housing has increased at a rate three times faster than that of rental housing. Rental housing increased 22 percent in the 1990s while owner occupied housing jumped 74 percent. In 1990, owner occupied housing accounted for 22.4 percent of the housing stock and in 2000 it accounted for 32 percent. In 1980, owner occupied housing only comprised 21.2 percent of the housing stock. Carrboro continues to have the highest population density in the state. Density increased from 2,584 persons/square mile in 1990 to 3,753 persons/square mile in 2000. The median cost of an owner-occupied housing unit in Carrboro in 2000 was $143,242. This is up from $93,008 in 1990, a 54 percent increase (Source: AnySite Technologies, LLC, 2000).

Income

The 2000 per capita income for Carrboro is $22,303 and the median household income is $35,273. This is much lower than the median household income level of the Raleigh-Durham metro area which is around $66,000. The household income levels of Carrboro break roughly into equal thirds. Thirty percent of the households earn less than $20,000 a year. Thirty five percent of the households make between $20,000 and $50,000 a year, while 35 percent of households make more than $50,000 a year.

Employment

Current employment levels in Carrboro were strong as indicated by the 2000 Census unemployment rate of 3.6 percent. That was better than the national unemployment rate of 4 percent but higher than the Raleigh-Durham rate of 1.8 percent. The overwhelming majority of employment in Carrboro is concentrated in two sectors, services and retail. These two sectors provide 73 percent of the employment in Carrboro.



Some of the biggest employers in Carrboro are the school system, businesses that provide services to other businesses, management services, grocery stores, and restaurants.

The major employers within Orange County (those with 450 or more employees) reflect the dominance of the professional services and retail sectors.

Employer	# of Employees
University of North Carolina at Chapel Hil	15,588
UNC Hospitals	6,819
Chapel Hill-Carrboro City Schools	2,618
Blue Cross/Blue Shield of NC	1,373
Orange County Schools	1,253
Town of Chapel Hill	769
Orange County Government	740
General Electric Co, Inc	525
Harris Teeter, Inc	522

Source: Orange County Economic Development Commission

2007-2008 BUDGET
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Racial Composition of Carrboro	
Race	**%**
White	**72.7%**
Black	**13.5%**
Asian	**5.2%**
Other	**8.6%**

Note regarding the chart: The reason the Hispanic/Latino population cannot be shown in this chart is because of the way the census defines Hispanic origin. A person can be of any race and be of Hispanic/Latino origin. If one's origin is either Mexican-American, Chicano, Mexican, Mexicano, Puerto Rican, Cuban, or Central or South American then one is considered of Hispanic/Latino origin.

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55-59 Years	367	2.2	117%
60 to 64 Years	292	1.7	23%
65 to 74 Years	402	2.4	26%
75 to 84 Years	315	1.9	110%
85 Years and Over	141	0.8	513%
Source: U.S. Census Bureau			

Housing

Carrboro continues to be mostly a community consisting of rental units as 68 percent of the housing stock is renter occupied. However, in the last ten years, owner occupied housing has increased at a rate three times faster than that of rental housing. Rental housing increased 22

percent in the 1990s while owner occupied housing jumped 74 percent. In 1990, owner occupied housing accounted for 22.4 percent of the housing stock and in 2000 it accounted for 32 percent. In 1980, owner occupied housing only comprised 21.2 percent of the housing stock. Carrboro continues to have the highest population density in the state. Density increased from 2,584 persons/square mile in 1990 to 3,753 persons/square mile in 2000. The median cost of an owner-occupied housing unit in Carrboro in 2000 was $143,242. This is up from $93,008 in 1990, a 54 percent increase (Source: AnySite Technologies, LLC, 2000).

Income

The 2000 per capita income for Carrboro is $22,303 and the median household income is $35,273. This is much lower than the median household income level of the Raleigh-Durham metro area which is around $66,000. The household income levels of Carrboro break roughly into equal thirds. Thirty percent of the households earn less than $20,000 a year. Thirty five percent of the households make between $20,000 and $50,000 a year, while 35 percent of households make more than $50,000 a year.

Employment

Current employment levels in Carrboro were strong as indicated by the 2000 Census unemployment rate of 3.6 percent. That was better than the national unemployment rate of 4 percent but higher than the Raleigh-Durham rate of 1.8 percent. The overwhelming majority of employment in Carrboro is concentrated in two sectors, services and retail. These two sectors provide 73 percent of the employment in Carrboro.

Some of the biggest employers in Carrboro are the school system, businesses that provide services to other businesses, management services, grocery stores, and restaurants.

The major employers within Orange County (those with 450 or more employees) reflect the dominance of the professional services and retail sectors.

Employer	# of Employees
University of North Carolina at Chapel Hill	11,000
UNC Hospitals	6,956
Blue Cross/Blue Shield of NC	1,612
Chapel Hill-Carrboro City Schools	1,573
Orange County Schools	1,031
Orange County Government	963
Town of Chapel Hill	678
A Southern Season	501
Geeral Electric Corp	501

Employment by Sector, 2000	
Sector	Percentage of Total
Services	45%
Retail Trade	28%
Manufacturing	8%
Public Administration	6%
Construction	5%
Finance/Insurance/Real Estate	3%
Wholesale Trade	2%
Agriculture	2%
Transportation & Communications	1%

Source: Orange County Economic Development Commission

2008-2009 BUDGET
ABOUT THE TOWN OF CARRBORO...

The Town of Carrboro is a small local government entity overseen by a Mayor and Board of Aldermen and professionally managed by a Town Manager. The Town is a growing community located within Orange County in the north central portion of North Carolina. The area's topography is characterized by rolling hills. The Town, which was incorporated in 1911, has a population of 18,423 and is situated next to Chapel Hill, and the University of North Carolina and is near the Research Triangle Park.

The growth of the Town is directly related to the expansion of the University of North Carolina at Chapel Hill and growth in the Research Triangle Park. Enrollment at the University has risen from 8,791 in 1960 to 26,028 in 2002. It is anticipated that the expansion will continue to occur in University-related health facilities such as the University Of North Carolina Hospitals.

Demographics

The 2000 Census revealed interesting demographic trends occurring in the community that promise to affect the services provided by the Town in the near future.

Population

The 2000 population of Carrboro was 16,782. This is a 45 percent increase from 1990, the highest percentage increase in Orange County. Carrboro added over 5,200 people to its population between 1990 and 2000. About 62 percent of the people that were added to Orange county in the 1990s were added in either Carrboro or Chapel Hill. Since 2000, though, the population has increased by only 1,641 people. The following paragraphs highlight important demographic changes that have taken place over the past decade.

Ethnic Composition

Carrboro has the highest Hispanic/Latino population in Orange county with 2,062. This is a 936 percent increase from 1990 when the Hispanic/Latino population was listed at a count of 199. This group now accounts for 12.3 percent of the population. Specifically, those with a Mexican origin have increased from 64 in 1990 to 1,530 in 2000. This represents a 2,291 percent increase. This sub-group now accounts for 9.1 percent of the population in Carrboro.

Racial Composition of Carrboro	
Race	%
White	72.7%
Black	13.5%
Asian	5.2%
Other	8.6%

Note regarding the chart: The reason the Hispanic/Latino population cannot be shown in this chart is because of the way the census defines Hispanic origin. A person can be of any race and be of Hispanic/Latino origin. If one's origin is either Mexican-American, Chicano, Mexican, Mexicano, Puerto Rican, Cuban, or Central or South American then one is considered of Hispanic/Latino origin.

Age Composition

The combined age groups of the years 20 to 54 make up more than 69 percent of Carrboro's total population. The percent changes from 1990 highlights some changes worthy of notice. The age group of 20 to 24 has decreased 5 percent since 1990, an indication of a decline of the proportion of undergraduate students living in Carrboro. The population increased in the rest of the age groups between 25 to 54 since 1990. This points to the growing trend of Carrboro's population as a community of graduate students, young professionals, married couples and families. The school age population (age 5 to 19) has increased from 1,281 in 1990 to 2,653 in 2000. This is a 107 percent increase. This raises obvious concerns about school overcrowding and the need to build more schools and hire more teachers. Along with this increase in children, married couple families with children under 18 increased by 91 percent. About 25 percent of the households in Carrboro are now "family" households, defined as having individuals under the age of 18. All of this points to the fact that Carrboro has become a place where families desire to live. The biggest increase took place in the age groups of 45 to 54 and those over the age of 85. The largest age group in Carrboro is the 25 to 34 age group. They account for about 25 percent of the population.

Age	Number	% of Population	% Change from 1990
Under 5 Years	905	5.4	63%
5 to 9 Years	934	5.6	97%
10 to 14 Years	844	5.0	122%
15 to 19 Years	875	5.2	104%
20 to 24 Years	3,221	19.2	-5%
25 to 34 Years	4,177	24.9	23%
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Source: Orange County Economic Development Commission

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The growth of the Town is directly related to the expansion of the University of North Carolina at Chapel Hill and growth in the Research Triangle Park. Enrollment at the University has risen from 8,791 in 1960 to 28,916 in 2009. It is anticipated that the expansion will continue to occur in University-related health facilities such as the University of North Carolina Hospitals.

DEMOGRAPHICS

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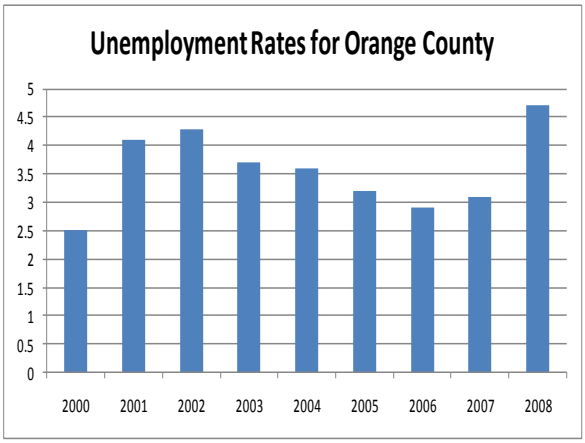

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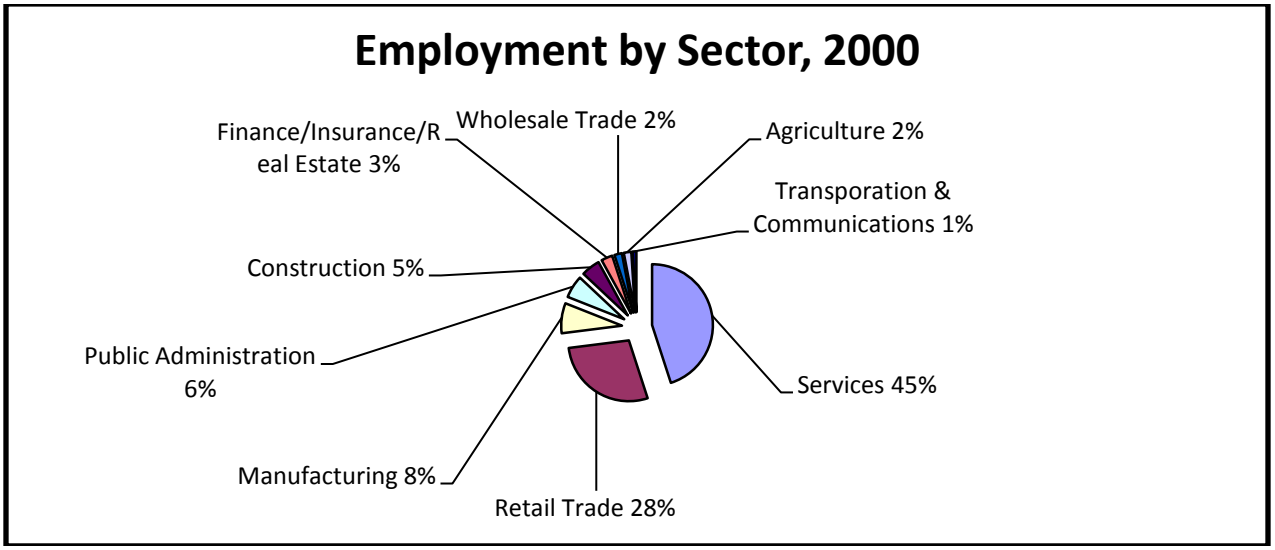

Source: Orange County Economic Development Commission

ABOUT THE TOWN OF CARRBORO…

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The growth of the Town is directly related to the expansion of the University of North Carolina at Chapel Hill and growth in the Research Triangle Park. Enrollment at the University has risen from 24,872 in 2000 to 29,390 in 2010.

DEMOGRAPHICS

Census 2010 data releases are underway, with many statistics scheduled for release through 2013. At the present time, general information on ethnic composition and the occupancy status of housing has been released for the Town of Carrboro. The American Community Survey (ACS), however, provides more detailed information on population, housing occupancy and ownership, educational attainment, employment and travel. The ACS, a method of continuously collecting data on these characteristics by sampling three million households each year, has been underway since 2005. Aggregated estimates for the period 2005 to 2009 for smaller communities, including Carrboro, were released in December 2010. More frequent data collection is considered a viable method of providing more up-to-date information about the US population, particularly at the local community level.

POPULATION

The 2010 population of Carrboro is 19,582, which is a 16.7 percent increase from 2000. Carrboro added 2,800 people to its population between 2000 and 2010. These residents constitute 14.2 percent of the Orange County population. The following paragraphs highlight important demographic changes that have taken place over the past decade.

ETHNIC COMPOSITION

Of the total Orange County population, 2,706 are of Hispanic/Latino origin and make up 13.8 percent of the population. This is up from 12.3 percent ten years earlier. In 2010, 1,921 (71%) Hispanic/Latino residents were 18 years or older. Since 2000, the Hispanic/Latino population in Orange County has grown from 5,273 to 7,213.

Racial Composition of Carrboro		
Race	**2010 Percent**	**2000 Percent**
Other (including two or more)	10.4	8.6
Asian	8.2	5.2
American Indian and Alaska Native	0.4	0.4
Black or African American	10.1	13.5
White	70.9	72.7

AGE COMPOSITION

The combined age groups of the years 20 to 54 continue to make up more than 63 percent of Carrboro's total population. The percent changes from 1990 highlights some changes worthy of notice. The age group of 20 to 24 has decreased 10 percent since 2000, an indication of a decline of the proportion of undergraduate students living in Carrboro. The population also decreased in the rest of the age groups between 25 to 54, revealing a decline in graduate students, young professionals, married couples and families as part of the community. The school age population (age 5 to 19) decreased slightly from the number in 2000; a fairly significant change from the population segment's doubling in the previous decade. Married couple families with children under 18 are estimated to make up about 21 percent of Carrboro households; 57 percent are estimated to be non-family households. The biggest increases took place in the age groups of 55 to 59 and 75 to 85. The largest age group in Carrboro continues to be the 25 to 34 age group, estimated to make up about 19 percent of the population.

Age	Number	% of Population	% Change from 2000
Under 5 Years	1,244	7.0	37%
5 to 9 Years	942	5.3	-.85%
10 to 14 Years	1,217	6.8	44%
15 to 19 Years	1,099	6.2	25%
20 to 24 Years	2,895	16.2	-10%
25 to 34 Years	3,421	19.2	-18%
35 to 44 Years	2,548	14.3	-2%
45 to 54 Years	2,398	13.4	39%
55-59 Years	836	4.7	128%
60 to 64 Years	365	2.1	23%
65 to 74 Years	304	1.7	-24%
75 to 84 Years	455	1.92.5	44%
85 Years and Over	125	0 .7	-13%
Source: U. S. Census Bureau 2005-2009 American Community Survey			

HOUSING

Carrboro continues to be mostly a community consisting of rental units as 62 percent of the housing stock is renter occupied. Owner occupied housing continues to increase as a segment of the local housing stock, up to 38.5 percent from 2000. The total housing stock of 9,200 housing units had a vacancy rate of 9 percent. Of the total housing units, 41 percent was in single-unit structures, 58 percent was in multi-unit structures, and 1 percent was mobile homes. Thirty-four percent of the housing units were built since 1990. As of 2009, population density continues to top that in the state of North Carolina at 3,141 persons per square mile, down from 3,753 persons per square mile in 2000.

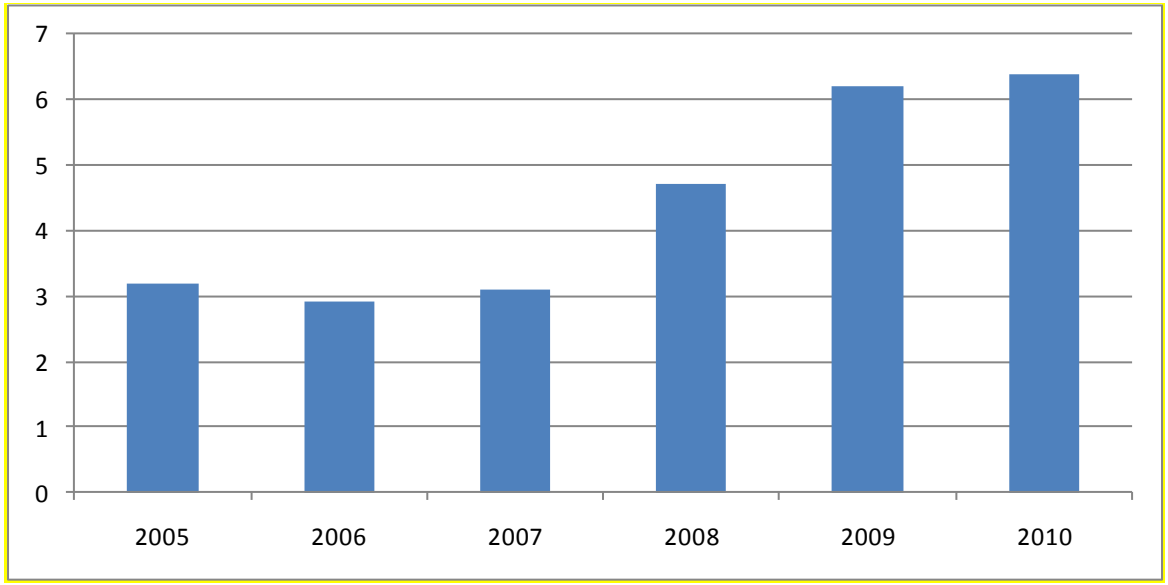
The median value of a housing unit in Carrboro in 2005-2009 was $307,600. This is up from $143,242 in 2000, a 114 percent increase.

INCOME

The 2005-2009 per capita income for Carrboro is $29,418 and the median household income is $39,366. The household income levels of Carrboro break roughly into equal thirds. Thirty-two percent of the households earn less than $25,000 a year. Twenty- five percent of the households make between $25,000 and $50,000 a year, while 41 percent of households make more than $50,000 a year.

EMPLOYMENT

In 2005-2009, employment levels in Carrboro reflect national and statewide trends with an increase in the unemployment rate from 3.6 in 2000 to 5.9 percent. The unemployment rate for Orange County has fluctuated since 2005 and due to the current national economic condition has climbed to 6.4% as of December 2010.



The major employers within Orange County (those with 450 or more employees) reflect the dominance of the professional services and retail sectors.

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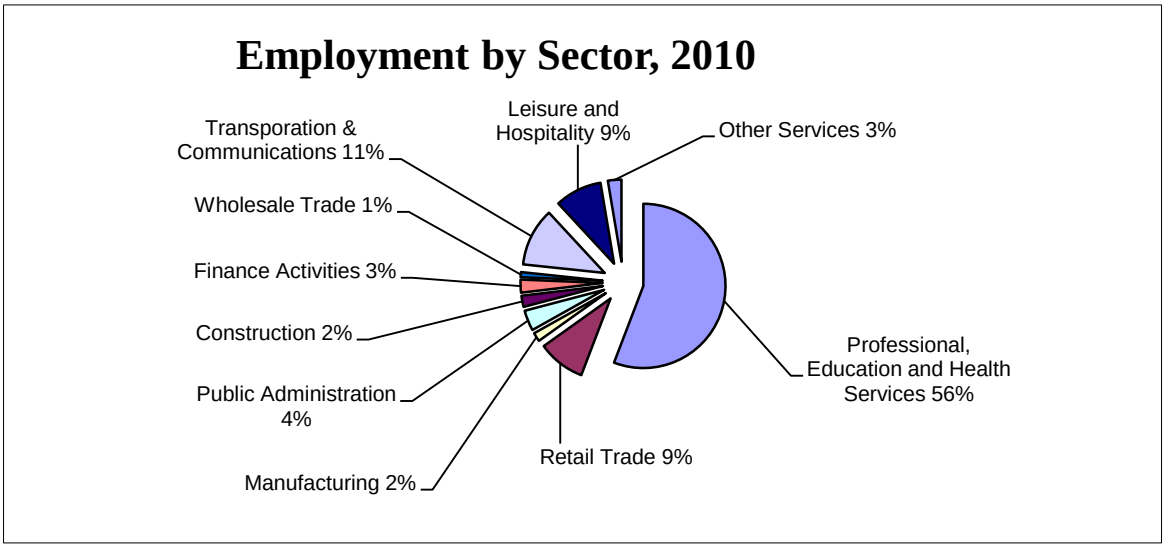

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POPULATION

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ETHNIC COMPOSITION

The chart below shows the changes in ethnic composition since 2000. The groups that have seen the most change in the past 10 years is the Asian population (increased 55.06%) and the Black or African American population which saw a decrease of 23.72%.

Ethnic Composition of Carrboro			
Race	**2000**	**2010**	**Percent Change**
Other (including two or more)	1,138	1,518	33.39%
Asian	790	1,225	55.06%
American Indian and Alaska Native	154	189	22.73%
Black or African American	2,555	1,949	-23.72%
White	9,994	10,217	2.23%
Hispanic or Latino	2,009	2,485	23.69%

AGE COMPOSITION

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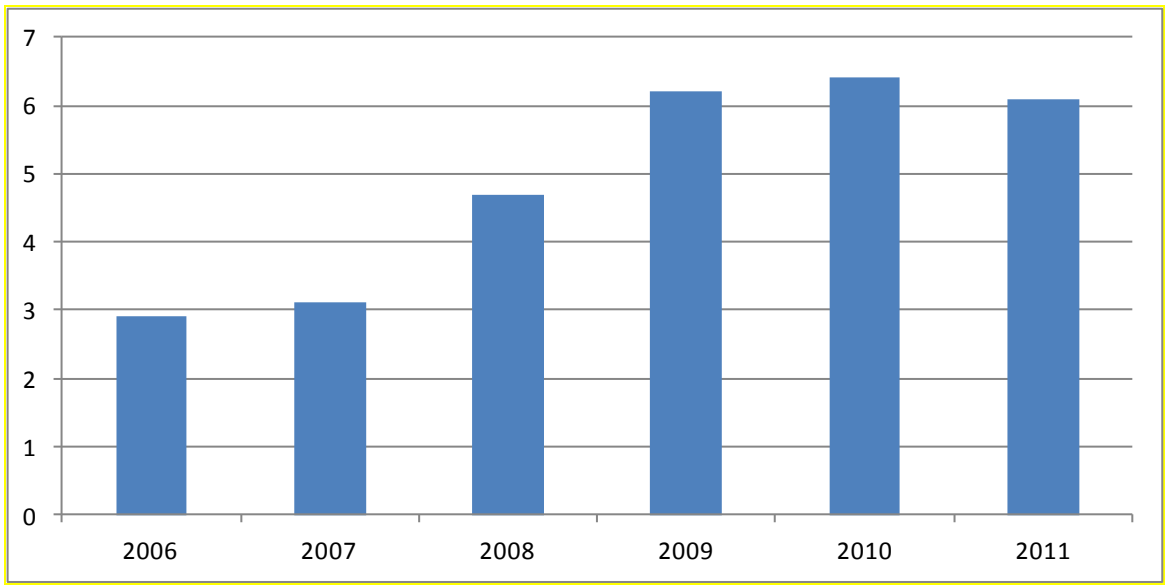

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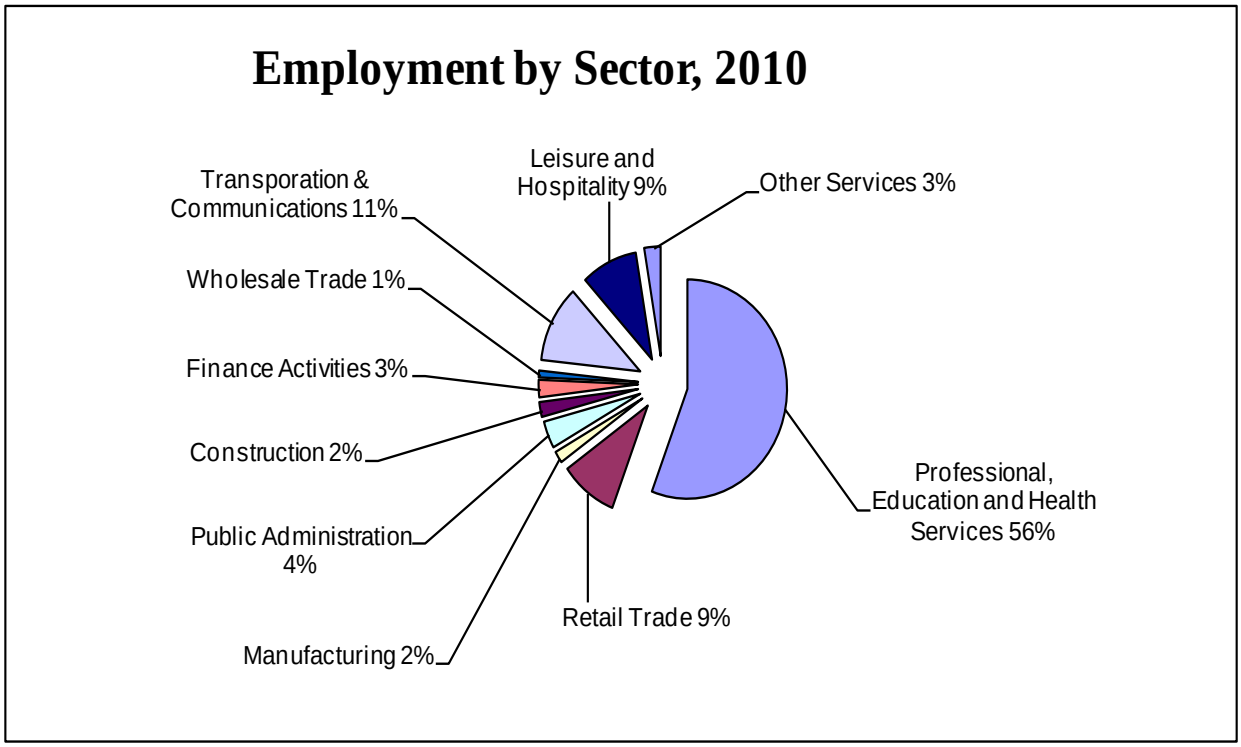


Source: Orange County Economic Development Commission

ABOUT THE TOWN OF CARRBORO

The Town of Carrboro is a small local government entity overseen by a Mayor and Board of Aldermen and professionally managed by a Town Manager. The Town is a growing community located within Orange County in the north central portion of North Carolina. The area's topography is characterized by rolling hills. The Town, which was incorporated in 1911, has a population of 19,905 and is situated next to Chapel Hill, the University of North Carolina and is near the Research Triangle Park.

The growth of the Town is directly related to the expansion of the University of North Carolina at Chapel Hill and growth in the Research Triangle Park. Enrollment at the University has risen from 29,137 in 2011 to 29,279 in 2012.

DEMOGRAPHICS

The American Community Survey (ACS) provides detailed information on population, housing occupancy and ownership, educational attainment, employment and travel. The ACS, a method of continuously collecting data on these characteristics by sampling three million households each year, has been underway since 2005. Aggregated estimates for the period 2007 to 2011 for smaller communities, including Carrboro, are used in this section. More frequent data collection is considered a viable method of providing more up-to-date information about the US population, particularly at the local community level.

POPULATION

The Carrboro added 323 people in 2012, which is approximately a 1.6 percent increase from 2011. These residents constitute 14.4 percent of the Orange County population.

ETHNIC COMPOSITION

The chart below shows the changes in ethnic composition since 2010. The groups that have seen the most change is the Other population (decreased 41.6%) and the American Indian and Alaska Native population which saw a decrease of 55.5%.

Ethnic Composition of Carrboro			
Race	**2010**	**2012**	**Percent Change**
Other (two or more races)	1,518	887	-41.6%
Asian	1,225	1,690	38.0%
American Indian and Alaska Native	189	84	-55. 6%
Black or African American	1,949	2,203	13.0%
White	10,217	11,852	16.0%
Hispanic or Latino	2,485	3,189	28.3%

AGE COMPOSITION

The combined age groups of the years 20 to 54 continue to make up more than 63 percent of Carrboro's total population. The age group of 20 to 24 decreased 23 percent, an indication of a decline of the proportion of undergraduate students living in Carrboro. The school age population (age 10 to 19) decreased 48%. The biggest increases took place in the age groups of 55 to 59 and 85 and over. The largest age group in Carrboro continues to be the 25 to 34 age group, at 24 percent of the population.

Age	Number	% of Population	% Change
Under 5 Years	1,491	7.7	20%
5 to 9 Years	1,265	6.5	34%
10 to 14 Years	1,011	5.2	-17%
15 to 19 Years	761	3.9	-31%
20 to 24 Years	2,233	11.5	-23%
25 to 34 Years	4,642	24.0	36%
35 to 44 Years	2,782	14.4	8%
45 to 54 Years	2,633	13.6	10%
55-59 Years	1,295	6.7	55%
60 to 64 Years	444	2.3	22%
65 to 74 Years	264	1.4	-13%
75 to 84 Years	370	1.9	-19%
85 Years and Over	176	0 .9	41%
Source: U. S. Census Bureau 2007-2011 American Community Survey			

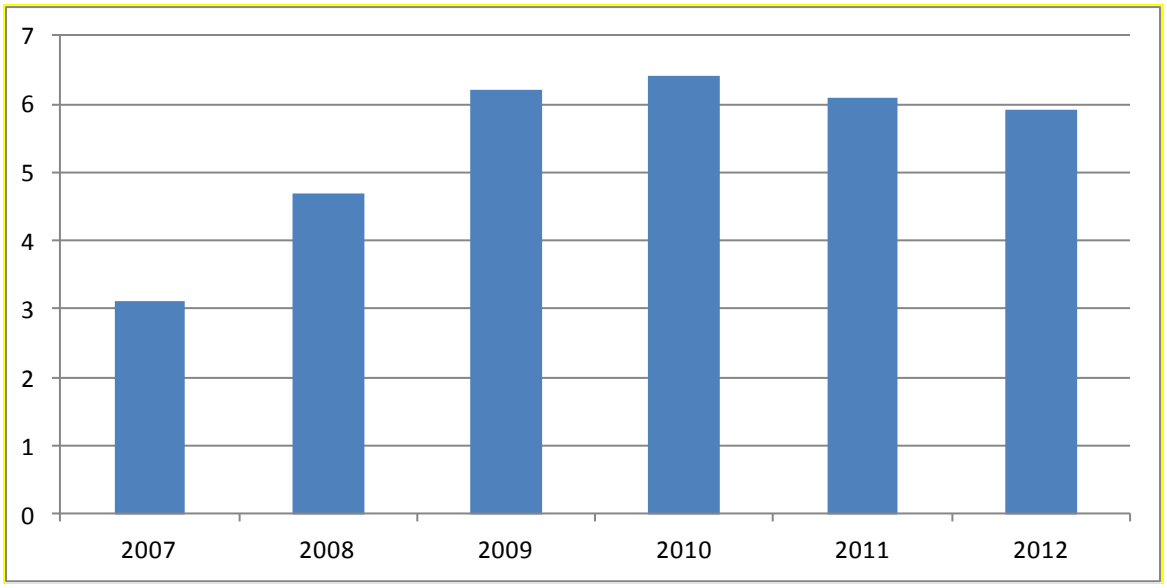
HOUSING

Carrboro continues to be mostly a community consisting of rental units as 64 percent of the housing stock is renter occupied. Owner occupied housing is 36 percent of occupied housing units. The total housing stock of 9,418 housing units had a vacancy rate of 5.7 percent. Of the total housing units, 42 percent was in single-unit structures, 56 percent was in multi-unit structures, and 2 percent was mobile homes. Eleven percent of the housing units were built since 2000.

The median value of a housing unit in Carrboro in 2007-2011 was $345,700. This is up from $307,600 in 2010, a 12 percent increase.

INCOME
The 2007-2011 median household income is $43,276. Thirty-one percent of the households earn less than $25,000 a year. Twenty- six percent of the households make between $25,000 and $50,000 a year, while 43 percent of households make more than $50,000 a year.

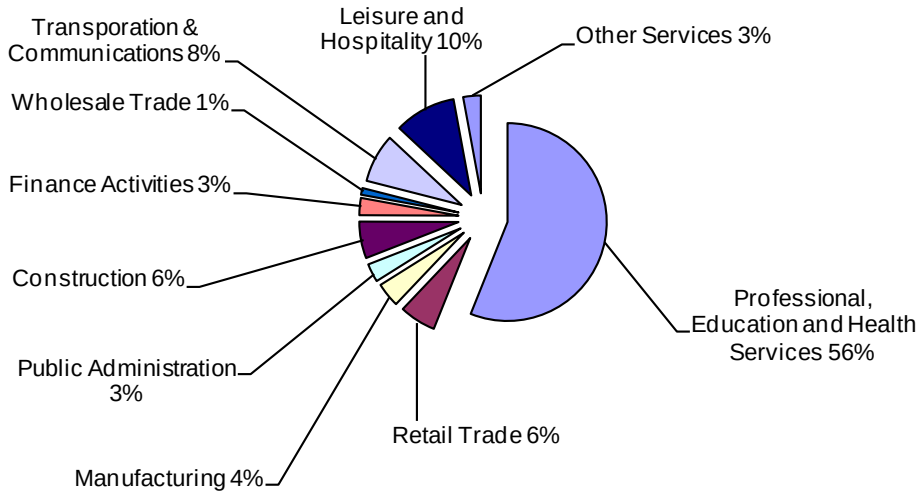
EMPLOYMENT
Employment levels in Carrboro reflect national and statewide trends with an increase in the unemployment rate from 6.5% in 2010 to 5.9 % in 2012. The unemployment rate for Orange County was 3.1 % in 2007 and due to the current national economic condition has climbed to 5.9% as of December 2012, which is well below the state unemployment rate of 9.4%.



The major employers within Orange County (those with 450 or more employees) reflect the dominance of the professional services and retail sectors.

Employer	# of Employees
University of North Carolina at Chapel Hill	16,220
UNC Health Care System	7,960
Blue Cross/Blue Shield of NC	1,240
Chapel Hill-Carrboro City Schools	2,140
Orange County Schools	1,160
Orange County Government	850
Town of Chapel Hill	910
Sports Endeavors	680
Harris Teeter	490

Employment by Sector, 2011



Source: Orange County Economic Development Commission

ABOUT THE TOWN OF CARRBORO

The Town of Carrboro is a small local government entity overseen by a Mayor and Board of Aldermen and professionally managed by a Town Manager. The Town is a growing community located within Orange County in the north central portion of North Carolina. The area's topography is characterized by rolling hills. The Town, which was incorporated in 1911, has a population of 19,702 and is situated next to Chapel Hill, the University of North Carolina and is near the Research Triangle Park.

The growth of the Town is directly related to the expansion of the University of North Carolina at Chapel Hill and growth in the Research Triangle Park. Enrollment at the University has risen from 29,279 in 2012 to 29,139 in 2013.

The American Community Survey (ACS) provides detailed information on population, housing occupancy and ownership, educational attainment, employment and travel. The ACS, a method of continuously collecting data on these characteristics by sampling three million households each year, has been underway since 2005. Aggregated estimates for the period 2008 to 2012 for smaller communities, including Carrboro, are used in this section. More frequent data collection is considered a viable method of providing more up-to-date information about the US population, particularly at the local community level.

POPULATION

The Carrboro added 323 people in 2012, which is approximately a 1.6 percent increase from 2011. These residents constitute 14.4 percent of the Orange County population.

ETHNIC COMPOSITION

The chart below shows the changes in ethnic composition since the 2010 Census. The groups that have seen the most change is the Asian population (increased 59%) and the American Indian and Alaska Native population which saw a decrease of 48.1%.

Ethnic Composition of Carrboro			
Race	**2010**	**2012**	**Percent Change**
Other (two or more races)	1,518	456	-30.0%
Asian	1,225	1,945	59.0%
American Indian and Alaska Native	189	91	-48.1%
Black or African American	1,949	2,026	4.0%
White	10,217	12,335	20.0%
Hispanic or Latino	2,485	2,849	15.0%

AGE COMPOSITION

The combined age groups of the years 20 to 54 continue to make up more than 62 percent of Carrboro's total population. The age group of 20 to 24 decreased 21 percent, an indication of a decline of the proportion of undergraduate students living in Carrboro. The biggest increases took place in the 65 to 74age group. The largest age group in Carrboro continues to be the 25 to 34 age group, at 25 percent of the population.

Age	Number	% of Population	% Change
Under 5 Years	1,640	8.3	10%
5 to 9 Years	1,623	8.2	28%
10 to 14 Years	1,023	5.2	1%
15 to 19 Years	687	3.5	-10%
20 to 24 Years	1,754	8.9	-21%
25 to 34 Years	5,008	25.4	8%
35 to 44 Years	2,780	14.2	-1%
45 to 54 Years	2,666	13.5	1%
55-59 Years	1,268	6.4	-3%
60 to 64 Years	402	2.0	-1%
65 to 74 Years	362	1.9	37%
75 to 84 Years	328	1.7	-11%
85 Years and Over	161	0 .8	-9%
Source: U. S. Census Bureau 2008-2012 American Community Survey			

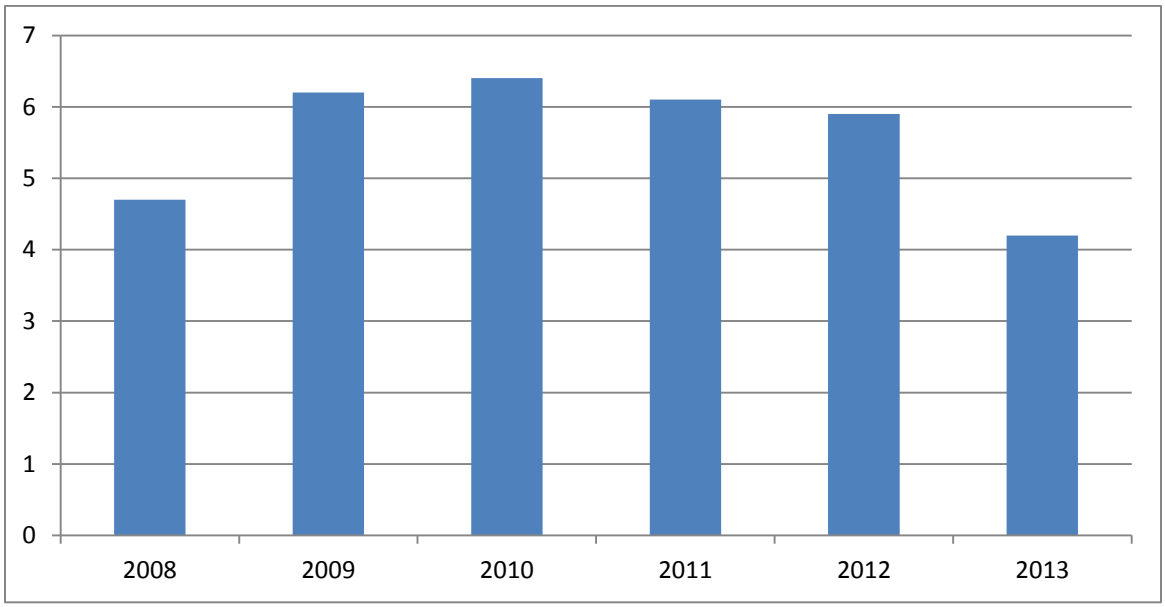
HOUSING

Carrboro continues to be mostly a community consisting of rental units as 65 percent of the housing stock is renter occupied. Owner occupied housing is 35 percent of occupied housing units. The total housing stock of 9,347 housing units had a vacancy rate of 7.1 percent. Of the total housing units, 44 percent was in single-unit structures, 54 percent was in multi-unit structures, and 2 percent was mobile homes. Less than one percent of the housing units were built since 2010.

The median value of a housing unit in Carrboro in 2008-2012 was $348,300. This is up from $307,600 in 2010, a 13 percent increase.

INCOME
The 2008-2012 median household income is $45,159. Twenty eight percent of the households earn less than $25,000 a year. Twenty- seven percent of the households make between $25,000 and $50,000 a year, while 45 percent of households make more than $50,000 a year.

EMPLOYMENT
Employment levels in Carrboro reflect national and statewide trends with a decrease in the unemployment rate from 5.9% in 2012 to 4.2 % in 2013. The unemployment rate for Orange County was 4.7 % in 2008 and has decreased to 4.2% as of December 2013, which is well below the state unemployment rate of 6.6%.

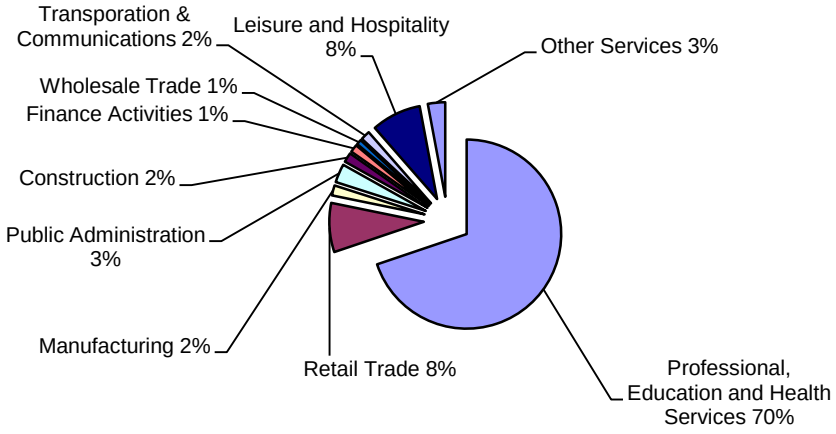


Source: homefacts.com

The major employers within Orange County in 2013 (those with 450 or more employees) reflect the dominance of the professional services and retail sectors.

Employer	# of Employees
University of North Carolina at Chapel Hill	16,217
UNC Health Care System	7,964
Blue Cross/Blue Shield of NC	1,237
Chapel Hill-Carrboro City Schools	2,138
Orange County Schools	1,329
Orange County Government	964
Town of Chapel Hill	912

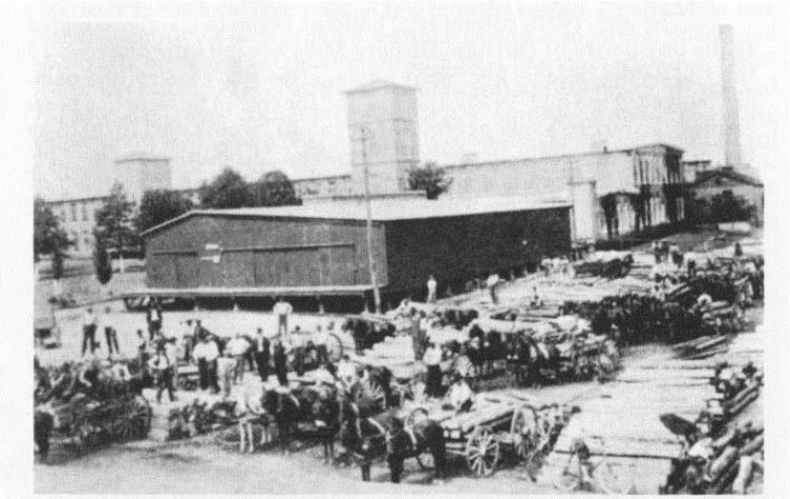
Employment by Sector, 2013



Source: Orange County Economic Development Commission

ABOUT THE TOWN OF CARRBORO

Carrboro was first settled in 1882 around a University of North Carolina railroad spur. It was originally known as West End, due to its geographic location directly west of Chapel Hill. In 1911, the town was incorporated under the name Venable, for chemistry professor and University of North Carolina president Francis Preston Venable. It wasn't until 1913 that the town made its final name change in honor of Julian Shakespeare Carr, owner of the local textile mill, after Carr expanded the mill and provided electricity to the community.



Circa 1920 view of the cross tie market on East Main Street, in front of Durham Hosiery Mill No. 4. The frame cotton warehouse and the upper stories of the brick towers have been removed, and the east end of the mill has been extended with a brick addition. From copy in North Carolina Collection, UNC Library, Chapel Hill.

For the first fifty years after its incorporation, Carrboro remained a small mill town with a slow, steady pace of growth. In 1960, approximately 2,000 people lived in the town. In the late 1960s the town's population began to increase stemming from the growth occurring at UNC-Chapel Hill and growth in the Research Triangle Park. Enrollment at the University has decreased slightly from 29,139 in 2013 to 29,136 in 2014.

The Town of Carrboro is a small local government entity overseen by a Mayor and Board of Aldermen and professionally managed by a Town Manager. The Town is a growing community located within Orange County in the north central portion of North Carolina. The area's topography is characterized by rolling hills. The Town has a population of 20,510 and is situated next to Chapel Hill, the University of North Carolina and is near the Research Triangle Park.

The American Community Survey (ACS) provides detailed information on population, housing occupancy and ownership, educational attainment, employment and travel. The ACS, a method of continuously collecting data on these characteristics by sampling three million households each year, has been underway since 2005. Aggregated estimates for the period 2009 to 2013 for smaller communities, including Carrboro, are used in this section. More frequent data collection is considered a viable method of providing more up-to-date information about the US population, particularly at the local community level.

POPULATION

The Carrboro added 808 people in 2013, which is approximately a 4.1 percent increase from 2012. These residents constitute 14.6 percent of the Orange County population.

ETHNIC COMPOSITION

The chart below shows the changes in ethnic composition since the 2010 Census. The groups that have seen the most change is the Asian population (increased 56%) and the American Indian and Alaska Native population which saw a decrease of 67%.

Ethnic Composition of Carrboro			
Race	**2010**	**2013**	**Percent Change**
Other (two or more races)	1,518	661	-56%
Asian	1,225	1,915	56%
American Indian and Alaska Native	189	63	-67%
Black or African American	1,949	1,914	-2%
White	10,217	12,374	21%
Hispanic or Latino	2,485	3,158	27%

AGE COMPOSITION

The combined age groups of the years 20 to 54 make up 61 percent of Carrboro's total population. The biggest increases took place in the 65 to 74 age group, with an increase of 54%. The largest age group in Carrboro continues to be the 25 to 34 age group, at about 23 percent of the population. The greatest decrease was with the age group of 55 to 59, showing a decrease of 11%.

Age	Number	% of Population	% Change
Under 5 Years	1,540	7.5	-6%
5 to 9 Years	1,643	8.0	1%
10 to 14 Years	1,252	6.1	22%
15 to 19 Years	843	4.1	23%
20 to 24 Years	2,114	10.3	20%
25 to 34 Years	4,616	22.5	-8%
35 to 44 Years	3,036	14.8	9%
45 to 54 Years	2,790	13.6	5%
55-59 Years	1,130	5.5	-11%
60 to 64 Years	494	2.4	23%
65 to 74 Years	556	2.7	54%
75 to 84 Years	330	1.6	1%
85 Years and Over	166	0 .8	3%
Source: U. S. Census Bureau 2009-2013 American Community Survey			

HOUSING

Carrboro continues to be mostly a community consisting of rental units as 63 percent of the housing stock is renter occupied. Owner occupied housing is 38 percent of occupied housing units. The total housing stock of 9,205 housing units had a vacancy rate of 6.4 percent. Of the total housing units, 47 percent was in single-unit structures, 52 percent was in multi-unit structures, and 1.4 percent was mobile homes. There have been 1.4 percent of the housing units built since 2010.

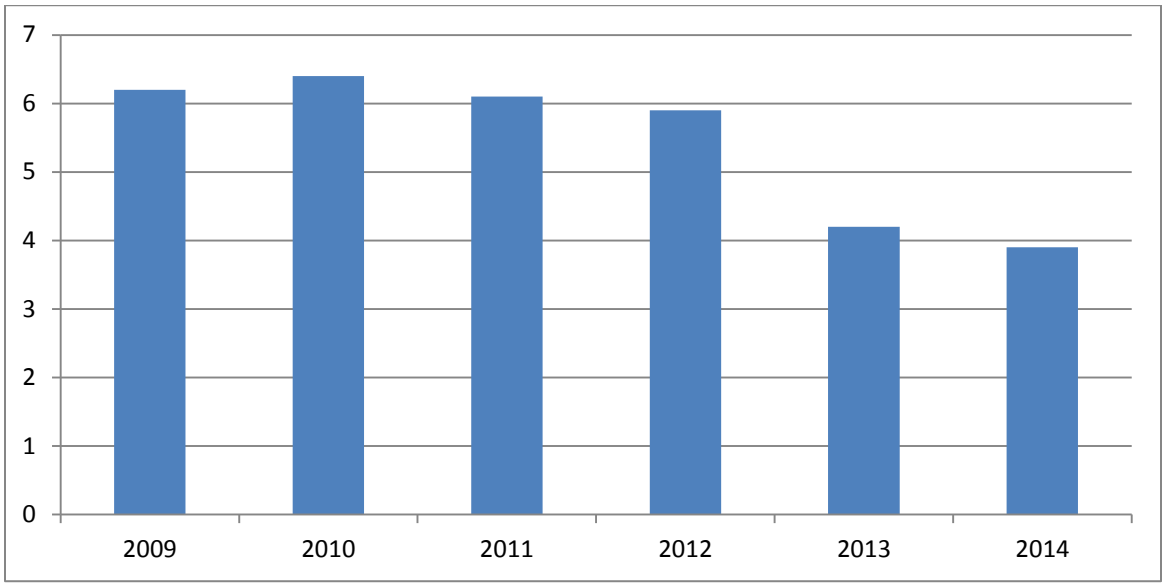
The median value of a housing unit in Carrboro in 2009-2013 was $337,000, which is a 9.6 percent increase from $307,600 in 2010.

INCOME

The 2008-2012 median household income is $46,803. Twenty seven percent of the households earn less than $25,000 a year. Seventeen percent of the households make between $25,000 and $50,000 a year, while 46 percent of households make more than $50,000 a year.

EMPLOYMENT

Employment levels in Carrboro reflect national and statewide trends with a decrease in the unemployment rate from 4.2% in 2013 to 3.9 % in 2014, which is well below the state unemployment rate of 5.2%.



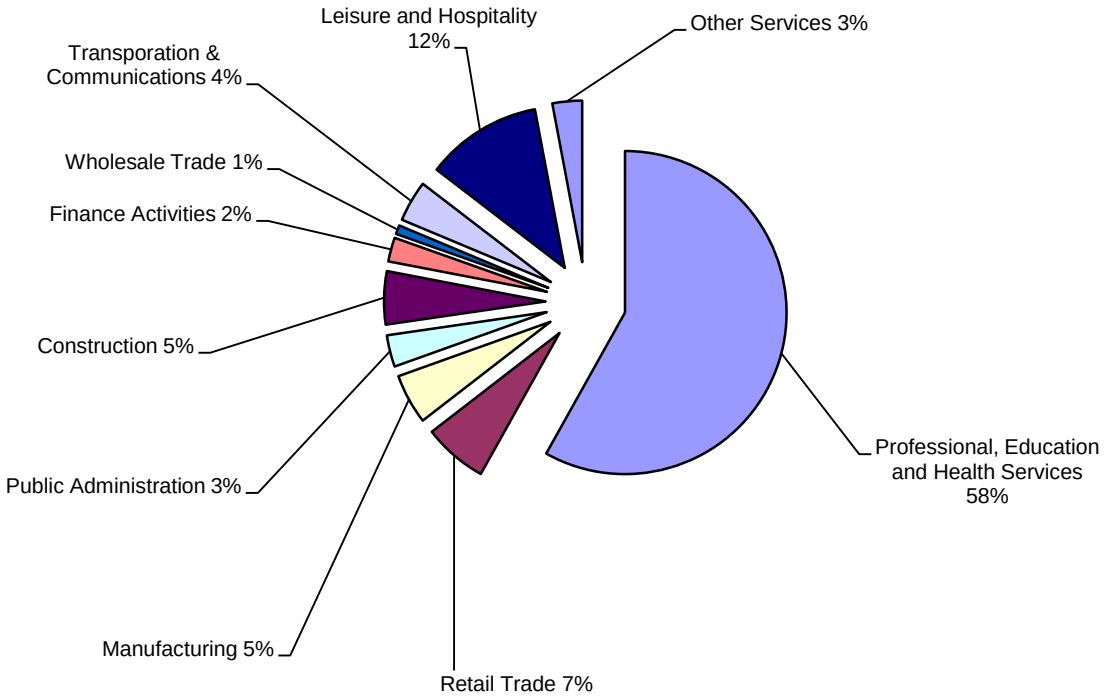
Source: homefacts.com

The major employers within Orange County in 2014 (those with 450 or more employees) reflect the dominance of the professional services and retail sectors.

Employer	# of Employees
University of North Carolina at Chapel Hill	**11,983**
UNC Health Care System	**8,190**
Chapel Hill-Carrboro City Schools	**1,861**
Orange County Schools	**990**
Orange County Government	**925**
Town of Chapel Hill	**726**

Source: Employer websites

Employment by Sector, 2014



Source: American Community Survey

Excellence with Equity:
The Schools Our Children Deserve

A report researched and compiled for
the Chapel Hill Carrboro City School Administration and Board of Education
by *The Campaign for Racial Equity in Our Schools,*
a coalition of concerned citizens and local organizations.

October 2015

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Members of the Campaign for Equity (an open growing collective) comprise students, parents, CHCSS staff/faculty, members from local organizations like the NAACP, Justice United and OAR-NC, and concerned community advocates.

Table of Contents

Executive Summary

Our school system is in crisis.

The mission of Chapel Hill-Carrboro City Schools (CHCCS) is "to ensure that all students acquire the knowledge, skills, behaviors, and attitudes to achieve their learning potential." Though our school district is often lauded for its high scores and graduation rates, these figures obscure the reality of racial inequity, a reality that for most black and Latino students means a substantial and persistent chasm between educational goals and results.

Despite 25 years of initiatives meant to address the "achievement gap," all outcomes within CHCCS can still be predicted by race, with white students' outcomes in every area always above those of black and brown students. Across a number of metrics, we observe white students succeeding while students of color do not. To choose just two of many, only 20-30% of African American children meet standard achievement requirements for their grade level. Recent data reveal that 85% of black male students in 8th grade were unable to pass the end-of-grade reading test. We regard this as a critical failure of our local education system that requires an urgent response.

We believe that ideas promulgated hundreds of years ago about the inherent superiority of white people have kept us complacent about these significant and persistent inequities. We have failed to serve our students of color for many years, and that failure has at times been reasoned away by the idea that young black and brown children are less capable of success. Differences in outcomes have nothing to do with the ability or intelligence of young children of color and everything to do with a school system that privileges white ways of learning, teaching, thinking, and acting. In order to allow all children to thrive and learn, we must first understand and acknowledge the ways that schools benefit white students and disadvantage students and families of color and then make radical changes across the system to transform the schools. We cannot solve a race-based problem with race neutral solutions. We must address the root causes of racial inequities in order for all students to achieve. Only then will we see outcomes that are truly racially equitable.

We further believe that our school district can be a national leader in racially equitable K-12 education. The resources exist to direct changes in all aspects of the school district, from curriculum and pedagogy to gifted education and disciplinary approaches. All we require is the will to lead.

In this report, we compile and present quantitative data that documents educational inequities in our district. We also share qualitative data from listening sessions conducted over the last three months. The responses that we received from key stakeholders in the district – students, parents, and staff/faculty – reflect the lived experience of engagement with an inequitable system. Their responses illuminate the characteristics, culture, and practices of institutional and structural racism that are at the root of the District's racially disparate outcomes.

Both kinds of data are deeply disturbing and both give us valuable information as we choose a path forward. They reveal a school district with:

- ✓ Disparities in test scores, graduation rates, disciplinary actions, representation in gifted programs, etcetera, between white students and students of color with white students achieving at higher levels across all measures;
- ✓ access and power differentials between white families, staff/faculty and students, and those of color (particularly black families) including tracking into gifted, honors and AP that disproportionately advantages white students;
- ✓ widespread racial stereotyping that plays a role in lowered academic expectations, fewer advanced academic and other non-academic opportunities, and disproportionately harsh discipline for students of color;
- ✓ in-school segregation by race that emanates from tracking and other differential opportunities;
- ✓ inadequate and disrespectful treatment of black, Latino, and immigrant parents;
- ✓ unequal power between white staff and faculty vs. staff and faculty of color.
- ✓ curriculum with inadequate recognition and instruction regarding racial history and diverse cultural norms and values;
- ✓ advising by guidance counselors that limits post-graduation opportunities for students of color;
- ✓ inadequate and ineffective efforts to address inequities;
- ✓ lack of leadership and accountability for equity goals; and
- ✓ lack of knowledge and understanding of institutional and structural racism.

These inequities hurt children and families of color in substantive, life-altering ways. They also damage white children and families. While white children may benefit in many ways from an inequitable education, they also learn to accept a system that de-values the lives of people of color and benefits their own. For all our sakes we must question and transform these inequities.

A Call for Response to Racial Inequities

Current and past responses to the "achievement gap" in CHCCS have most often focused on addressing what we perceive as deficits in children of color and their families. What we need to see clearly is the system that is too narrowly tuned to the interests and preferences of white stakeholders.

Our Campaign for Racial Equity reflects the frustration and urgency felt by the Chapel Hill-Carrboro community regarding the inadequate response of the District to provide black and Latino children with the education they deserve. Time and again parents and other community members have been accused of "complaining" and told not to bring their concerns to the district unless they are ready with a solution. We believe we have made great strides towards researching solid solutions and look forward to working together with the school district to not only making significant changes in the lives of all students but also becoming a nation-wide leader in racially equitable K-12 education. Renowned educator Gloria Ladson-Billings writes that we are responsible not for addressing an "achievement gap" but for paying an "educational debt." We would like to accomplish this together.

Equity Goals and Recommendations

Our campaign group has reviewed hundreds, if not thousands, of pages of research on best practices to achieve racial equity. After considering the problems the district faces as well as the resources available to us, we have created eight overarching equity goals that we believe will lead to a public school system characterized by true excellence. By excellence, we mean a system where all children thrive in a supportive learning environment, growing in the knowledge and skills necessary to be successful. Success may include post-secondary education, a good job, and/or becoming change agents in their communities.

Our equity goals are as follows. In Section VIII, we present concrete recommendations that we believe will help lead to the achievement of these goals.

EQUITY GOAL 1. Access and Inclusion. *All students have access and are included in rigorous and relevant coursework, extracurricular, college & career prep, other social and leadership opportunities.*

EQUITY GOAL 2. Personnel and Climate. *District leadership builds consensus within the district and across the community that there is no excellence without equity, and that a racially just school system is in the best interest of all students and community members.*

EQUITY GOAL 3. Racially Literate Curriculum and Instruction. *Racial literacy and equity is promoted and achieved in terms of district expectations, curriculum, and teaching methods.*

EQUITY GOAL 4. Disciplinary Policies and Practices. *Discipline policies and practices are in the best interest of supporting the student's educational experience and are applied equitably across race.*

EQUITY GOAL 5. Resource Allocation and Distribution. *Resource allocation and distribution is transparent to the citizens of the District and reflects values of excellence and equity.*

EQUITY GOAL 6. Broad-based Community Participation in Equity Plans. *The input and engagement of all family and community members is sought, valued and responded to with respect.*

EQUITY GOAL 7. Clear Equity Plan with Explicit Thoughtful Racial Equity Goals. *The district embraces and leads on an equity plan that includes an implementation timeline, specific goals and tasks for all school district personnel and accountability mechanisms.*

EQUITY GOAL 8. Accountability. *There is a clear mandate for accountability for equitable outcomes, as listed above, from the Board of Education, District leadership, faculty and staff.*

Former secretary of education, Arne Duncan, said, "Education is the great equalizer. It should be used to level the playing field, not to grow inequality. "Our nation has yet to realize its self-proclaimed value of equality for all."

We believe that this progressive community, rich in resources for education, will be able to rise to the challenge of creating bright futures for *all* our young people.

I. Introduction & Background

Introduction

Education is one of the most important predictors of success in life. The ability to read, write, comprehend, and act from this knowledge leads to opportunities and achievement that not only impact one's own life but the lives of one's children and one's children's children.

Access and opportunity to education was not a right equally given to all people in our country. From the beginning of our nation access to public education was reserved for whites only and was forbidden for enslaved and free blacks. After Emancipation, when some public and private schooling was made available to African Americans, black children were segregated into under-resourced schools. Due to circumstances that kept most African American families in abject poverty, masses of black children encountered structural barriers that prevented them from gaining a complete formal education.

When desegregation was mandated by Brown v. Board of Education in 1954, white school boards and administrators resisted for years. Many boards of education had to be forced by lawsuits to allow access of black school children into white schools. It was not until the late 1960s that Chapel Hill schools caved in to pressure to desegregate its white schools in appreciable numbers. This was a process of desegregation, not integration; integration requires melding two or more things into one whole. What happened in our community and across the nation was school boards begrudgingly allowing black children to attend school with white children while at the same time erasing the heritage and traditions that black children had known in their own segregated schools (Okun, 2010; Waugh, 2012).

By law and lawsuits, we started on a journey that leads us up today and our present problem: an overwhelming achievement gap between black and white students in our school system. Why is this true despite the fact that no one in the school system wants this to be so? In order to propose and implement solutions to this inequity we must begin by understanding the root cause.

In this report we attempt to both reveal the root of racial inequity and offer solutions to address the achievement gap between white students and students of color. Robert Louis Stevenson is quoted as saying, "To do things today exactly the way you did them yesterday saves thinking." But more thinking is what we need. We are alarmed by the disparate outcomes for white children and children of color and want to encourage thinking, strategizing, learning, and raising our consciousness so that we can alter the outcomes and experience of all students in a positive way.

Our goal in this report is to propel our school system forward on a path of transformational institutional change. We can achieve this only by focusing on the structural and cultural barriers that exist in our school system that prevent all students from learning.

That which we tolerate, we cannot change. *Our school district has maintained an achievement gap for decades.* Our resources have fluctuated over the years; our administrators, teachers and students have changed over the years; and yet still the gap remains. We believe the lack of change has to do with our inherent belief systems around race and that only through becoming aware of these belief systems and developing a race conscious approach to schooling can we

make real change. We call this the lens of racial equity. With this lens, an authentic commitment to change, and ideas and recommendations like those in this report, we can finally began to achieve equity for all students.

Background

Because this report will make frequent reference to race and racism, it seems necessary to begin by offering our understanding of these terms.

What is race?

In 1942 the well-known anthropologist, Ashley Montague, described "race" as man's most dangerous myth. What did he mean?

Race is a social construct that has no biological basis or meaning, but has enormous and consequential political and social meaning. The idea of a white race was codified in the colony of Virginia in the 17th century (Higgenbotham, 1978) to set those who would be classified as white (European colonizers) over and above the indigenous people of this land, as well as the black indentured servants and the kidnapped and enslaved people they had brought from Africa. The "white race" would be given all the privileges of the colony including the right to own property, to be citizens, and to vote. People who had been identified primarily by place of origin (English, Dutch, French, African, "Indians") became racialized according to the criteria set by the European colonizers across the land who sought to advantage and privilege themselves in the takeover of a new continent.

In the late 18th and early 19th century, when a growing number "white" Americans were questioning the morality of kidnapping, enslaving and brutalizing Africans and their descendants, "scientific" evidence was manufactured and disseminated to prove the superiority of the white race and the inferiority of people of those not deemed white (Montague, 1942, 1997). "Negroes" were classified as another species altogether (Blumenbach, 1865), a people who were seen as ignorant, lazy, liars, thieves, and savages who were incapable of grasping religious ideas. In addition, African-born slaves were described as being much happier in America than in Africa. Thus the institution of slavery and the debasement and mistreatment of Negroes could be justified.

Of course, all of the science that was brought to bear on the subject of racial classification has since been recognized as false (American Anthropological Association, 1998). Yet the belief systems it promulgated have had enormous consequences throughout modern history as exemplified in the United States (a country created by and for "white people"), Nazi Germany, and in South Africa. These belief systems have undergirded the story we have told for centuries about racial superiority and inferiority in this nation.

Belief systems and stories are powerful and are not easily transformed by changes in policy and law. This may partly explain why, 60 years after the Brown v. Board decision, and 50 years after the passage of significant civil rights legislation we still have a "race" problem in America. Unfortunately – but perhaps given our history, not unexpectedly – racial issues tend to focus on the problems, the deficiencies, and the shortcomings of people of color. We rarely look at racial

issues in terms of a specious classification of people called "white" who have perpetrated and greatly benefited from a lie about themselves and those they would disadvantage and oppress.

We recommend that all District personnel take time to watch and study "Race: The Power of an Illusion, " an excellent 3-part series, first shown on PBS, to better understand the story of a specious concept called "race" and the shameful ways that this construct has shaped the fates of human beings for centuries. We need to be able to ask, how has the story of race shaped advantage and disadvantage in Chapel Hill and Carrboro? How has it shaped our ideas about educational services and expected outcomes in our schools today? Our low expectations for black children come from a deep place in American history and socialization. We are unlikely to change our expectations until we engage deeply in a study of race and its meaning in America.

Institutional and structural racism

Most of us grew up thinking about racism in terms of racial prejudice, hatred, or discrimination. Racism in America was exemplified by the Ku Klux Klan terrorizing and lynching American blacks, Bull Connor turning fire hoses on black children, and George Wallace barring black children from entering the door of their school.

We also tend to think of racism in terms of personal bias and stereotypes that we harbor, consciously or unconsciously, about racial groups.

Implicit racial bias derives from our socialization, and affects nearly all of us who have grown up in the United States. Implicit bias, discussed later in this report, is implicated in the racial inequities we observe in our schools, indeed in all institutions. But implicit bias is rooted in historical, cultural and institutional norms regarding race. In this report we will focus on institutional and structural racism for we believe that it is this kind of racism that may undergird the racial inequities we seek to remedy. This kind of racism reflects the history of one group having the power to carry out systematic discrimination through the major institutions of society, including educational systems.

Institutional racism refers to norms, practices and policies within an institution that promote and maintain a racial hierarchy that continues to advantage the white race, while disadvantaging and discriminating against other racialized groups. Institutional racism will place the blame for racial disparities on the character, behavior and deficiencies of people of color, and devise programs to try to address their deficiencies, while ignoring the institutional factors that produce disparities.

As described by Blaisdell (2015), "Structural racism is a condition that affects and is perpetuated by social institutions such as schools… A structural view of racism is important because it helps explain how factors outside the school affect students of color both in and out of school contexts. Furthermore, this view necessitates taking into consideration how particular instances of racial disparity (i.e., specific situations where people of color are not as successful as whites, do not have the same resources as whites, or suffer from social ills more than whites) are a result of both historical and ongoing social and political policies rooted in white supremacy."

II. CHCCS: Racial Inequities by the Numbers

The stated mission of Chapel Hill-Carrboro City Schools is "to ensure that all students acquire the knowledge, skills, behaviors, and attitudes to achieve their learning potential." While the district is known to be one in which many students excel, for most African American and Latino students, the district has not lived up to its mission of ensuring that all students achieve their learning potential. For the majority of students of color, there is a substantial and persistent chasm between educational goals and results.

This situation of disproportionate equity and excellence along racial and economic lines is not news. Addressing this challenge has been stated as a priority for the district since at least 1992, when the School Board established a Blue Ribbon Task Force to develop strategies to close minority achievement gaps. Most recently, the District's 2013-18 Long Range plan established as a key goal that: "Achievement Gaps will be Eliminated with All Students Experiencing a Minimum of One Year of Learning Growth Each Year and a Minimum of 1.5 Years of Learning Growth for Students Scoring in the Lowest (quartile/quintile)". In this section we will examine the extent to which the district is meeting its objectives of accelerating the path toward excellence for students of color and low income that the district has historically failed to reach effectively in disproportionate numbers.

There are many metrics that could be used to assess the extent to which our schools are enabling our students to achieve their learning potential. Here we will focus on several metrics that are readily available:

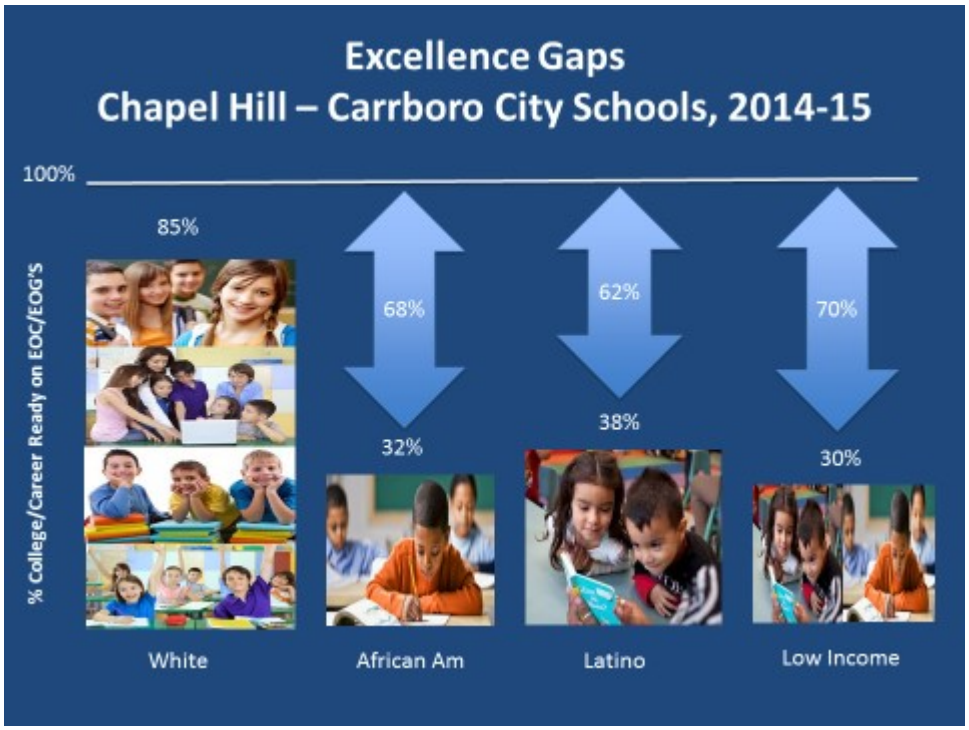
- End of grade (for elementary and middle school students) state standardized test scores
- End of course (for high school level classes) state standardized test scores
- Access to Gifted Education
- ACT Test Results
- Discipline
- Graduation Rates

It should be noted that test results are known to be very imperfect windows to view the extent to which children are learning, and doing well on tests should not be considered the ultimate objective of a student's education. Also, passing end of course or end of grade tests is not required to pass the course. Nevertheless, comparative test results do provide an indication of the extent to which our district is achieving its mission of helping all of our children achieve at their potential.

End of Grade Results

As Chart 1 indicates, in the 2014-15 school year, across all End of Grade and End of Course test results, only 42% of our African American students and 47% of our Latino students had achieved even the bare minimum performance of grade level proficiency. While these proportions were slightly above state averages, they are well short of the excellence we know is possible, as indicated by the 90% proficiency of white students.

Chart 1. Overall Excellence Gaps



As Charts 2 and 3 show (for grades 3-8), it appeared that progress had been made in past years in closing gaps of excellent and equity in academic performance. The percentage of African-American students who were proficient on end of grade reading and math tests rose from 40-45% in 1994 to approximately 80% in 2004. However, as end of grade testing standards have become more rigorous, gaps have deepened significantly between the excellence we expect and the outcomes that have been achieved. For white and Asian students, those for whom our district works most effectively, the fundamental understanding of topics is sufficiently strong that when tests became more challenging in 2013, 75%-85% of students continued to do well. However, it is apparent that the district's instructional environment has not resulted in our African-American and Latino students reaching comparable levels of deep understanding. Thus, when tests were changed in 2013 to reflect common core standards, the percentage of African American and Latino students who met the standard dropped precipitously, by 40 – 50 percentage points. In the period 2013-15 only 25% - 35% of students of color were considered on track to be college/career ready.

Chart 2. End of Grade Reading Trends

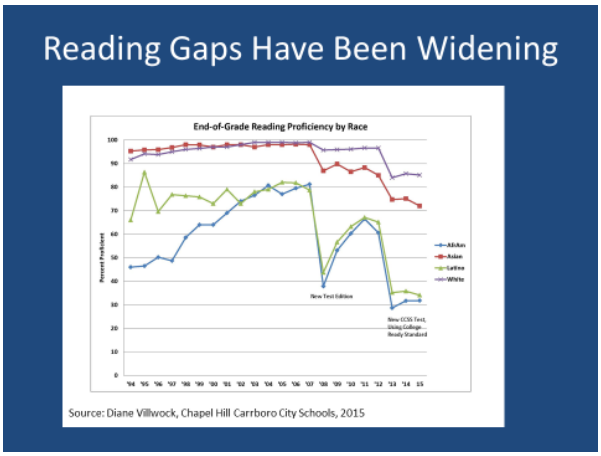
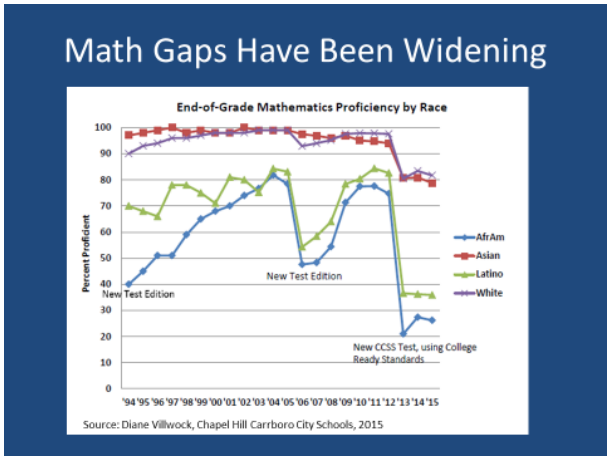


Chart 3. End of Grade Math Trends



End of Course Results

Three End of Course (EOC) tests are required of middle/high school students: Math 1 (Algebra I), Biology, and English II. As with End of Grade results for elementary school children, the gap between expectations and achievement is great for African American, Latino, and economically disadvantaged students. Only 20% - 40% of African American and Latino pass these EOC tests, compared to 90% of their white peers. There were gains in 2015 in Latino Math I scores, but otherwise the level of student performance is not improving.

Chart 4. Biology EOC Results

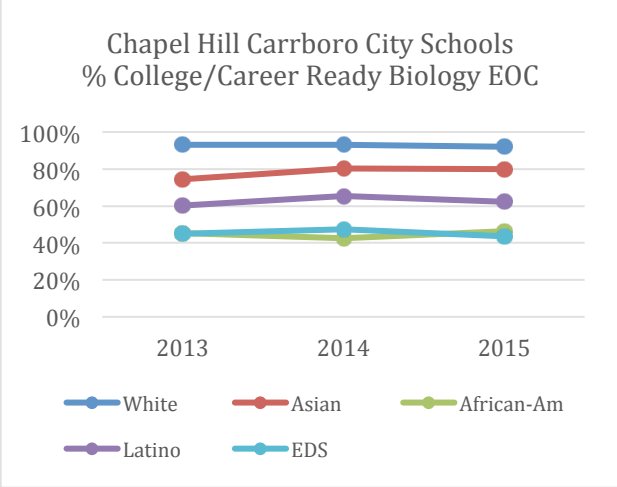


Chart 5. English II EOC Test Results

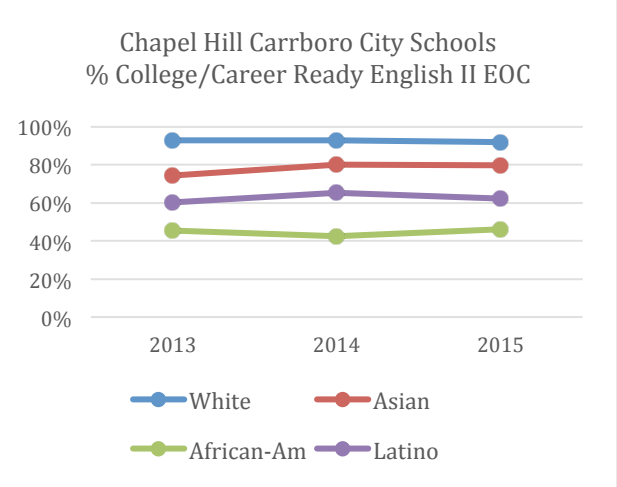
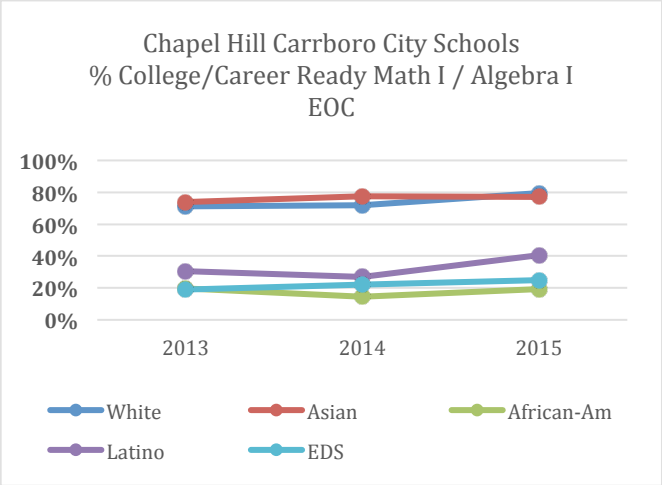


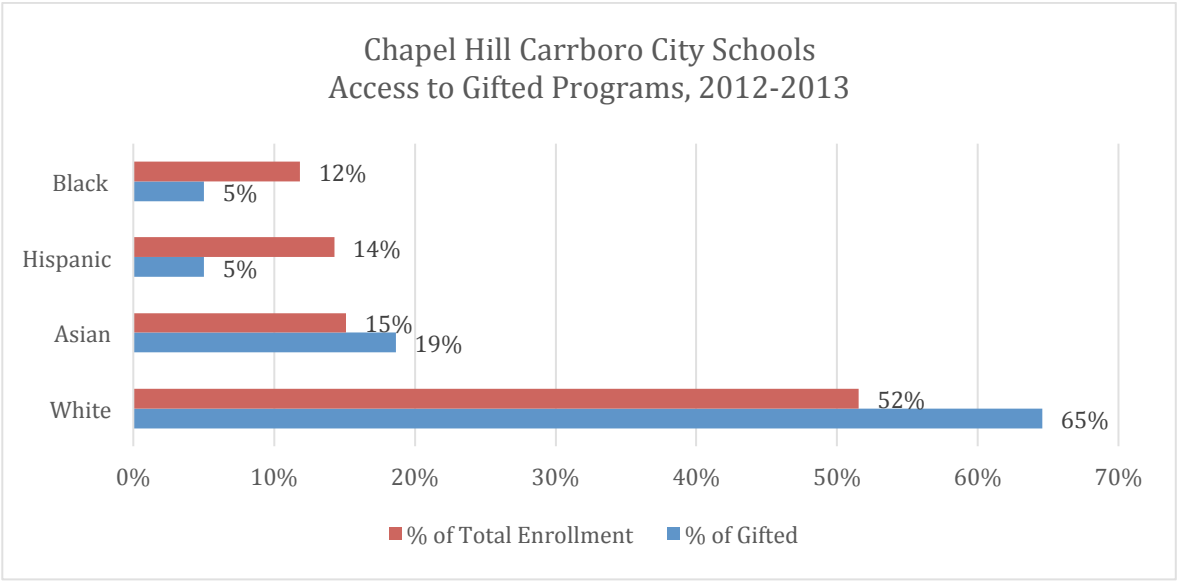
Chart 6. Math EOC Test Results



Access to Gifted Education

The state of North Carolina requires that students identified as gifted learners receive challenging, differentiated instruction that is developmentally appropriate and makes funds available specifically for this purpose. The state also notes that gifted learners from under-represented populations are often overlooked in gifted programming, and as such require purposeful and intentional support to ensure that their potential is recognized, developed, and served. The state's published guidelines note that efforts should be taken to include historically underserved students who are culturally/ethnically diverse, economically disadvantaged, English language learners, highly gifted, and twice-exceptional in gifted programs.

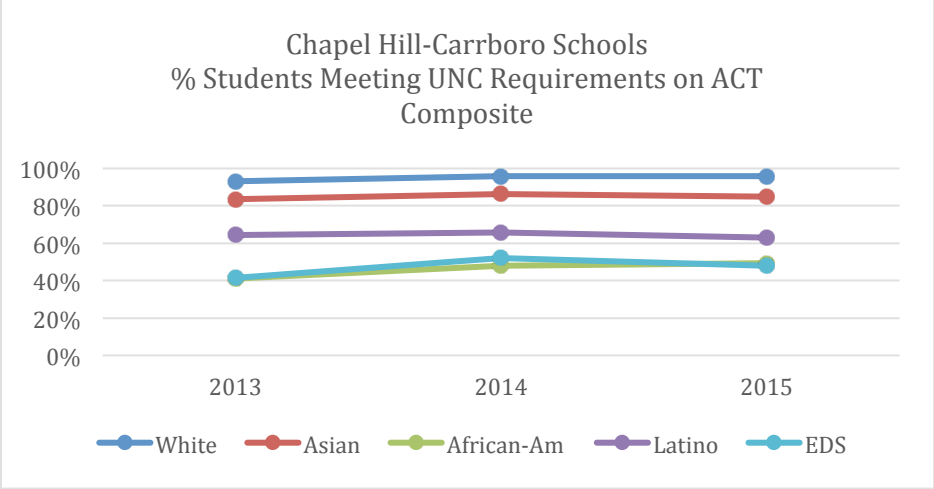
In Chapel Hill-Carrboro City Schools access of black and Latino students to gifted programming is limited. As of 2012-13, African American and Latino students represented 12%-14% of students but only 5% of students participating in gifted programming.



ACT Test Results

All 11th grade North Carolina high school students who are able are required to take the ACT College Entrance Exam to provide another indicator of how well our schools are doing in preparing students for the future. The score considered passing is the minimum score required by the North Carolina legislature to be admitted to a UNC school, which is a composite score of 17 out of a maximum possible of 36. The national average composite score is 21. Approximately 50% of the district's African American students met the UNC requirement, compared to 60% for Latinos and over 95% for white students. The implication is that for 40% - 50% of African Americans and Latinos, enrolling in a UNC 4-year university may not be an option immediately after graduating from high school. While there are other paths to college for those who so desire (such as through community college transfers), those paths should be something that students choose to do for their own reasons, not something they are forced to do because we have failed to provide them with the appropriate academic preparation.

Chart 7. ACT Test Results



Discipline

There is a strong correlation between the level of positive teacher support a student feels and that student's level of academic and social performance in school. In the Chapel Hill-Carrboro District, there is evidence that these positive relationships do not occur as frequently with African American students as with their classmates. As of the 2013-14 school year, African American students were sent to the office 3 times more frequently than their white peers, and were suspended about 8 times more often. This is an indication that the level of student engagement and mutual respect and understanding between student and teacher necessary for success is not present to the extent it could be.

Chart 8. Office Discipline Referrals

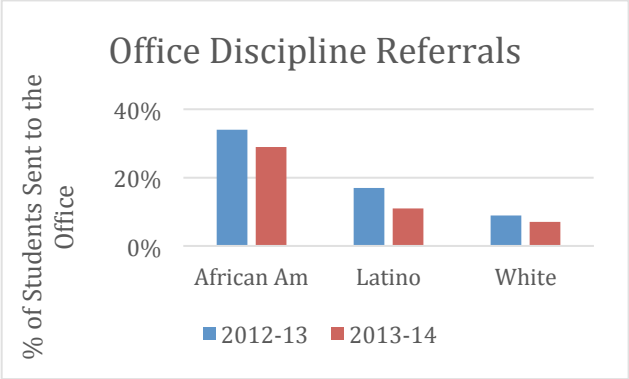
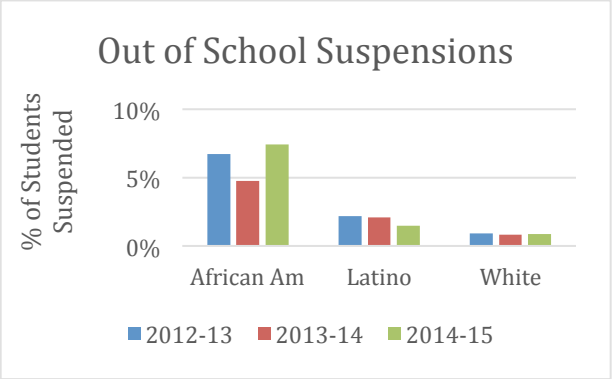


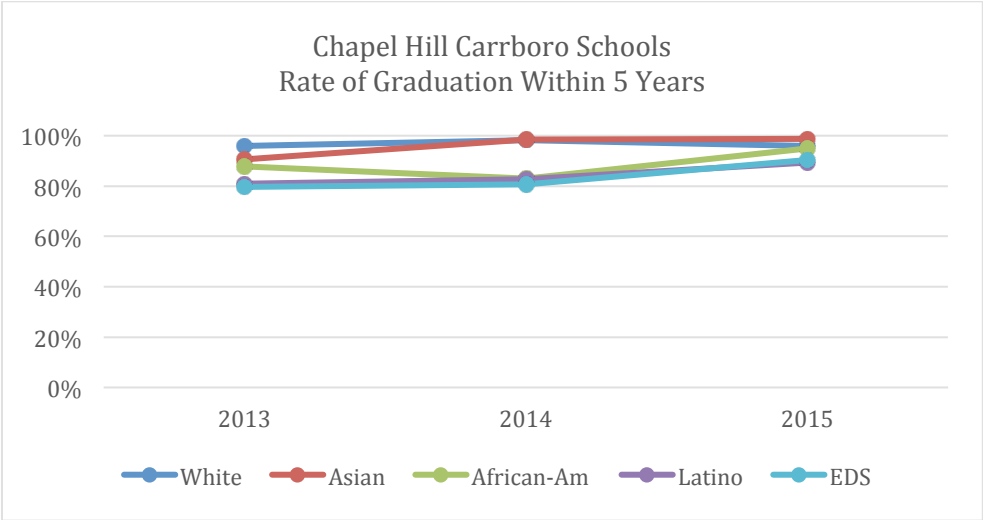
Chart 9. Out of School Suspensions



Graduation Rates

Significant effort has been placed on improving graduation rates, resulting in Chapel Hill Carrboro Schools being among the best in the state of North Carolina for graduation rates across all demographic groups. Currently 90%+ of African American, Latino, white and Asian students are graduating within 5 years.

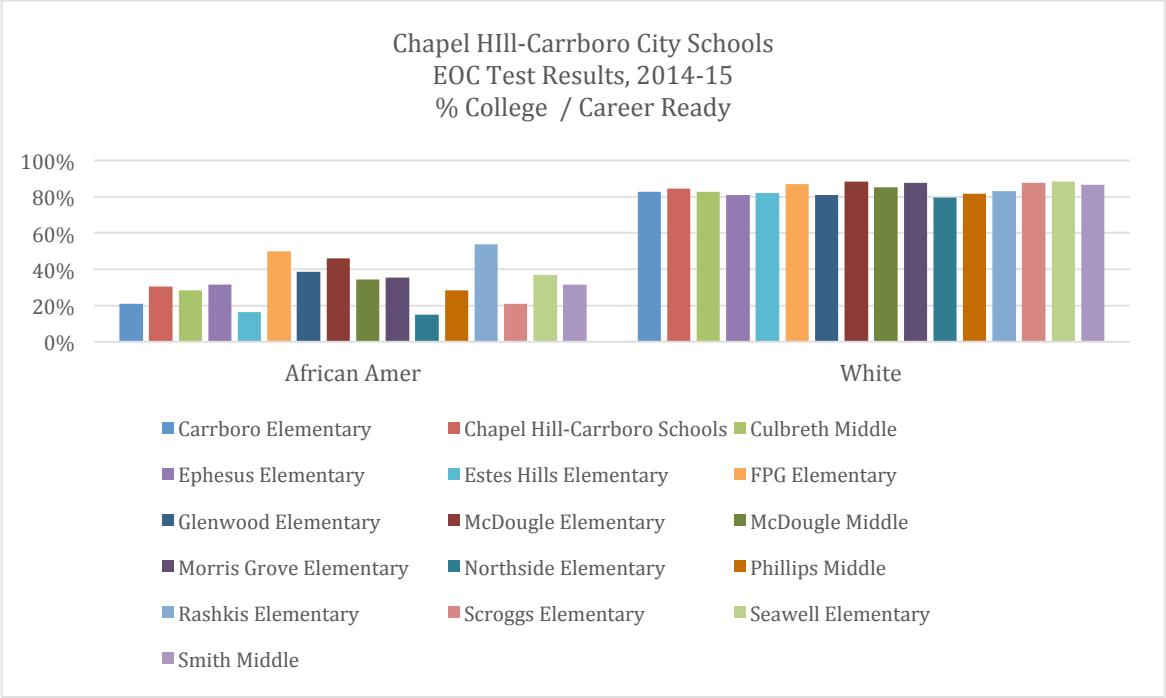
Chart 10. Graduation Rates



Differential Performance By Schools

District averages on EOC/EOG test results mask the fact that some schools within the district have been able to reach a broader cross section of students in a modestly more effective manner. For example, among elementary schools, at Rashkis and Frank Porter Graham, 50% of African American children are on track to be college/career ready, compared to a district average of 31%. We suggest that where initiatives have met with success, they should be systematically shared and replicated.

Chart 11. EOC Test Results



III. Resource Allocation and Accountability in the District

The district provides volumes of reports about budgets, strategies and programs, but we were unable to find metrics or performance targets that align to the stated goals of closing the achievement gap. It's unclear how district and/or school leaders are measured and held accountable for results.

In addition, online reports do not show how resources are allocated to schools. We were unable to assess whether the district relies on an "equality approach" where resources are allocated equally to each school, or an "equity approach" where resources are allocated based on need. The district needs to provide much more information about the students at each school and how resources are allocated and used.

According to the NC Department of Public Instruction, CHCCS spends roughly $11,000 per student, which makes the district one of the most generously funded school districts in North Carolina. Roughly half of those funds come from local sources, giving the district discretion about how funds can be reallocated as equity goals and needs are clarified.

IV. The Lived Experience of Stakeholders: Data from Listening Sessions

In Section II we presented quantitative data that show how achievement and discipline outcomes in Chapel Hill-Carrboro City Schools differ according to race.

These data do not, of course, give us any understanding of how these differences are perceived and experienced by the key stakeholders who are most directly involved and engaged in school life, i.e., the students, their parents, and district staff, and faculty. They also do not give us any understanding about the root cause of these persistent and consequential inequities.

To address this gap in understanding, we conducted listening sessions during the summer with these particular key stakeholders. Because candid discussions about race are notoriously difficult to conduct in racially mixed groups, we decided to conduct our listening sessions in groups segregated by race.

Method

Protocol and training. We developed a listening session protocol that consisted of a standardized procedure (Appendix 2) and sets of questions (Appendices 3-5). We conducted two training sessions (one on June 23, and one on June 30) for those from our group who volunteered to be facilitators and scribes.

In general, sessions were conducted by leaders who demographically matched their group (e.g., current or retired white staff facilitated the session for white staff, African American parents facilitated the group for African-American parents). The Burmese and Karen parent groups were conducted by the Program Coordinator for the Refugee Community Partnership. She worked with community leaders who assisted with translation of questions for cultural understanding. We had only one student session of high schoolers that was led by an adult who had experience working with high school students.

Participants. Participants were recruited through natural networks (neighborhoods, churches, organizations and listservs). We realize that the responses they provided do not represent a random sample of districts stakeholders, which would of course be majority white. But given that the experience of every child, parent, and staff member in the district – especially those from groups that have been historically marginalized – is important, we believe that the data we collected in these sessions represent voices that need to be heard.

Participants in listening sessions were promised anonymity as to their identities and responses. They were told that the responses would be grouped and summarized and reported as such.

Conduct of sessions and data handling. Listening sessions were conducted during a period that ranged from June 27 to September 20. The sessions were led by trained facilitators. Scribes did not participate in the sessions other than to record responses to the questions. Scribes recorded all responses to the questions and after reviewing notes for completeness and accuracy, submitted them for analysis. While the session leaders knew the identity of participants, no identifying information was connected to any response and no identifying information was transmitted for

data analysis. After all session responses were submitted, the data were combined, tabulated, and examined for common themes.

Results

Summer is a hard time to bring people together in groups, but facilitators were successful in scheduling almost all targeted groups. Eleven sessions were conducted with nine demographic groups (white staff and faculty met over three different sessions) comprising 103 participants. We were able to meet separately with white, black, and Latino staff and faculty; white, black, Latino, Burmese and Karen parents; and students of color (black and Latino). We were most successful in recruiting staff and faculty and least in recruiting students. The only planned session that failed to meet was the one for white students and we are still hopeful that such a session will be possible in the future. The qualitative data gathered from these listening sessions was rich and informative, and we encourage that this strategy be used on a regular basis to gather important input from the people most impacted by involvement with our school system.

Tables 1, 2 and 3 display the responses from CHCCS staff and faculty, parents, and students, respectively. Responses are grouped by question and disaggregated by racial identity group. Shaded responses indicate commonality in response across more than one racial group. We thought this was worth noting, although we do not mean to imply that responses from one racial group only are less significant. To aid in the review and interpretation of the data, common responses were grouped into themes. Common themes are described following the tables.

Table 1. Listening Session Results – Staff and Faculty

QUESTION *-Theme* Responses	**STAFF/FACULTY**	
	Black; Latino	*White*
1. WHAT DO YOU THINK ARE THE ROOTS OF INEQUITIES IN THE DISTRICT?		
-History of advantage, privilege, resources for whites; enslavement, oppression, subjugation for African Americans and other people of color		
History of race and racism in our country. Particularly the history of white privilege in Chapel Hill with generations of black people providing labor/service for the white people.	✓	✓
White families have resources and access that many black and brown families do not have.	✓	
Some students come to school with a tremendous set of advantages (including wealth, access to books, understanding of how schools operate) and we do little to systematically address the needs of children who do not have these advantages.	✓	
It starts with segregation and how de-segregation occurred in Chapel Hill/Carrboro schools. These issues have never been addressed.	✓	✓
We still have segregated neighborhoods and that has something to do with it.		✓
Many people of color in our area are poor and families did not go to college.		✓
-Institutionalized racism	✓	
-Lack of engaging the issues of race and racism		
Lack of discussion and communication among faculty, students and staff about race and racism. Belief may be that if we don't talk about it, it is not there—but that is not true.	✓	✓
Lack of training among school personnel on issues on race and culture	✓	✓

-Power of white parents		
Schools are afraid to take bold steps for fear of getting pushback from elite parents who fear that changes will threaten their children's access to best teachers, classes and experiences.	✓	
White parents have a voice that supercedes all others in the district.	✓	
-Personnel issues related to race		
White teachers do not always acknowledge white privilege, preferring to think of themselves as non-racist.	✓	✓
Staff/faculty is not diverse; people of color tend to predominate in security, cafeteria, custodial and secretarial roles.	✓	✓
There are not enough African-American or people of color in authority positions who understand that racism/implicit bias exists and needs to be addressed directly.	✓	
Many staff of color were hired under the current administration and they don't want to "rock the boat." They believe they will be retaliated against if they speak out about inequities.	✓	
-Academic issues		
Tracking in the schools--promotes racial segregation within school, relegating students of color to "standard" classes.	✓	✓
There is pressure to pass students even when they have not achieved the level of learning expected. We are pushing them through without accountability for their education.	✓	✓
Academics are overemphasized and that robs students of total high school experience by not endorsing or celebrating other achievements.		✓
-Discipline issues		
The way we discipline: students of color receive stiffer penalties	✓	
-Peer pressure		
Peer pressure among males students of color--"not cool to achieve"		✓
2. **HOW DOES RACE SHAPE THE CULTURE, CLIMATE AND PRACTICES OF CHCCS?**		
-Racial disparities, disproportionality and segregation		
No boys of color in Honors and AP classes and we operate as though this is not a crisis.	✓	
Participation in honors and AP classes is strongly associated with race, with white and Asian children over-identified for participation and A-A and Latino children under-identified.	✓	✓
Students of Color (SOC) are not well represented in student government.		✓
Clubs and sports tend to be segregated by race.		✓
White students are more likely to have the resources to go off campus at lunch. Another white privilege.		✓
There are enormous racial disparities and we have become fatalistic about ability to do anything about it. This harms all of us.	✓	
-Implicit bias and stereotypes		
black and brown students are negatively stereotyped (in terms of intelligence, capacity, home lives, etc.); we are not strengths-focused with students and families.	✓	
Low expectations for black and Latino students	✓	✓
-Racial issues related to school personnel and accountability		
Where do we go for accountability around these issues? No one is accountable.	✓	

Dr. Forcella tiptoes around issues.	✓	
There are no meaningful discussions about how race affects students in our district causing students of color to feel ostracized, hopeless and less willing to invest in the school culture.	✓	✓
Tully does whatever she wants to. If she were black she'd be out the door. Multiple bad incidents have occurred at her school and under her leadership. Even people outside the state know about her. But she is not the only administrator with issues of race. Others have been pointed out to leadership with seemingly no actions.	✓	
SOC don't feel safe going to white teachers and there is not much diversity in the faculties.		✓
It seems that when we say race or racism, we put the onus on black and brown staff to do something about it.	✓	
There is a district culture that discourages blacks from speaking up. When they do they are seen as "angry." Whites saying the same thing are seen as "passionate."	✓	
3. WHAT PRACTICES IN YOUR SCHOOL, OR IN THE DISTRICT, EMPHASIZE RACIAL INEQUITIES? CAN YOU GIVE SOME EXAMPLES?		
-Inadequate attention given to impact of race and inequitable outcomes		
We are encouraged to have "courageous conversations" about race, but there is no emphasis on actually doing something about racial inequities.	✓	
Equity work is weak and watered down.	✓	
If administrators could spend more time in classrooms, rather than being pulled in so many directions, they would likely be both inspired and horrified about what is, and is not, being done regarding differences in education that relate specifically to race.	✓	
-Examples related to administration, staff and faculty		
Most of the classified staff is black or other people of color and the staff/faculty is not diverse. What we see are black/brown custodians cleaning up after white privileged children, serving food, cutting grass. Students see workers of color talked down to and disrespected by their peers and employers. (Recent example: A black custodian was corrected on how to clean the floor in front of a group of white kids. The kids laughed. If there was a problem this should have been discussed privately leaving the custodian with some dignity and respect.)	✓	✓
Lead teachers are almost always white and the principals' "yes" people. In some schools there are no academic core teachers of color. Therefore our black students see teachers of color mainly in PE, AVID, drama and chorus.	✓	
Students are distributed to teachers based on race. A black teacher will get more SOC than a white teacher. Black teachers get more challenging students. White teachers (especially the principals' favorites) get the "country club" classrooms.	✓	✓
Faculty of color rarely teach honors or AP. (However..."One black AP teacher is self-proclaimed "untouchable" and is not doing an adequate job—needs a courageous administrator.")	✓	✓
We don't put "action plans" on white teachers whose test scores are consistently low, whereas we implement those plans for many teachers of color *the first time* their scores are low, with the end result of pushing them out of the district.	✓	
Administration does not listen well to faculty of color.	✓	✓
We don't highlight the places where students of color are being successful, i.e., certain classrooms where all students are showing good growth. These teachers (who in many instances are teachers of color) are not highlighted and recognized.	✓	
-Examples related to students		
There are inequities pertaining to student absences; white parents lie for their children to get their absences excused (e.g., "educational opportunity"), while students of color (SOC) are taking their consequences.		✓
The consequences for infractions are inequitably applied. SOC feel that white students get off easy and that SOC are always under suspicion.	✓	✓

Tracking (gifted and honors) separates students racially and by socioeconomic status. ("It is essentially the white person's way of "moving away."	✓	✓
Giving quality points to AP and honors classes contributes to separation also.		✓
Emphasis on "getting through a class" – barely passing – means lowered standards and less learning. (Often this comes from administrative pressure).	✓	✓
Teachers don't encourage or push students of color enough. A "pobrecito" (poor thing) attitude.	✓	
The emphasis on test scores to the detriment to class performance.		✓
When it comes to summer school, the kids notice and ask why are all the kids black and Latino? It seems that white parents just say no to summer school and get permission to do "other interventions."	✓	
Students are expected to complete assignments online. There is an unreasonable assumption that all students have a device they can work on at home and access to the internet. Many families do not and these students will have to struggle to complete assignments, sitting on the porches of neighbors or friends who might have internet or trying to complete an assignment on a cell phone.	✓	
-Examples related to parents		
Outreach to parents of SOC is inadequate.		
District is not serious about summer school as a time for helping students. The staff is whoever volunteers. Why are some of the same teachers who have demonstrated lack of success with struggling students allowed to make additional money in the summer working with kids they didn't have success with during the school year? They shouldn't have the privilege to make money on the backs of children they didn't serve during the school year.	✓	
4. **WHAT HAS BEEN DONE TO ADDRESS INEQUITIES IN YOUR SCHOOL/DISTRICT? HAVE THESE BEEN EFFECTIVE**?		
-Inadequate, ineffective and misguided plans		
We have had multiple initiatives, but not a purposeful plan. "If you have five plans, you don't have a plan."	✓	
There was a plan to get more students of color (SOC) to take Honors and AP classes, but we did very little to assure success of this plan. We were not purposeful in terms of assigning especially effective teachers to teach this class or providing the instructors with any training on how to alter their approach to reach a new audience. We didn't think through whether these students might benefit from summer preparatory sessions. When the students struggled individual teachers were made to feel that they had done less than was needed and subjected to slogans about "growth mindset."	✓	
So many equity "programs" and they are not successful because they are misguided.	✓	
It seems we will need white teachers in our district to "validate" the work of equity before it will be taken seriously	✓	
No one is having a "courageous conversation." What we need is to be doing things differently for our students of color. They need expectations, exposure and experience to get them excited about learning.	✓	
Nothing will change until district leadership, starting with the superintendent, walks into the schools and says "Now this is what you are going to do…"	✓	
District-sponsored Staff of Color group could be useful in helping the District address inequities but apparently it is not designed to help enhance equity from the District's standpoint. Folks not coming because they fear retaliation. Also thinking that nothing is going to change is embedded in district culture so people don't attend. When you speak up or ask questions you are blackballed within this district or pushed out.	✓	
At least under Glenn Singleton's work the E-teams would go into classes and look for specific things, e.g. culturally diverse materials on the wall, marginalization of black and brown students in seating arrangements. Where did that information go and what did they do, after making these observations? Lincoln Center used to redirect people to other	✓	

districts if they didn't want to be in a district doing equity work. We're losing ground.		
Equity meetings need to be more effective; they are not working as is.		✓
AVID transition needs to be improved.		✓
Need more training for Equal Opportunity Schools.		✓
-Equity efforts that may have promise		
Carrboro HS has students of color support groups. These have been good.		✓
Carrboro HS has good administrative support in an open environment.		✓
Carrboro HS has community dinners with free food and parent speakers. (They also have more parent involvement)		✓
Carrboro HS has "Smart Lunches" for peer tutoring.		✓
Small group conversations about race do work.		✓
"Wildcat Welcome" at ECHHS works.		✓
Homework Club works but needs better tutors.		✓
Academic Success classes are using blocked classes—too early to know if these work.		✓
Student 6 strategies seem good – need more training.		✓
5. WHAT BARRIERS ARE IN YOUR SCHOOL/DISTRICT THAT MAKE IT DIFFICULT TO ADDRESS INEQUITIES?		
-Poor leadership and accountability for equity goals		
The biggest barrier in the district is the refusal to recognize and admit that we have an issue around racial inequity.	✓	✓
Most people in the district just wish equity discussions away. You see it in the body language and demeanor of staff members.	✓	
The administration does not see itself as part of the problem.		✓
Leadership is weak sometimes. Not clear who is responsible for follow-through of initiatives.		✓
Administrators talk down to students and teachers instead of talking with them.		✓
You don't have anyone to go to that you can trust if you have a problem or a situation on the job.	✓	
Best and hardest working teachers don't feel that that their insights about race, class, and education matter – always on the receiving end of top-down dictums about the latest instructional panacea even when they have demonstrated success. Don't look at insights from students either about what works. Why are we not being more anthropological and actually asking teachers and students who have some expertise on these topics to share their thoughts?	✓	
Black administrators tend to be hired from outside the district, meaning they come in without any historical perspective or any accountability to others in the district (except to the ones that hired them). This happens even though well-qualified people staff members from within the district applied for some of the same positions –in fact were encouraged by LC staff to apply.	✓	
Some teachers and parts of the community don't want to admit inequities or do anything about them.		✓
There is fear of courageous conversations and no support or time for them. White teachers don't want to be viewed as racists.		✓
There were no equity meetings at ECCHS this year.		✓
At ECHHS Advocacy does not serve the purpose it should.		✓
-White power and privilege		
An inadequate understanding of whiteness and white privilege and how they impact teaching our students. Term "white privilege" gets thrown around, but district personnel have an inadequate understanding about what it looks like and how it plays out.	✓	✓

Leadership doesn't do anything because it doesn't want to hold white teachers accountable.	✓	
White teachers sometimes don't hold students to high standards for fear of being called racist.		✓
Teaching staff is predominantly white, juxtaposed with predominantly black support staff and cafeteria staff.	✓	✓
-Staff of color are not valued		
No room for advancement and no one encouraging teachers of color to seek ways to advance.	✓	
Credibility and stature in the district is more connected to degrees as opposed to experience and wisdom.	✓	
-Curriculum or instructional issues		
Many teachers still don't teach black or racial history. Why? They don't want to talk about the FACTS of Chapel Hill, NC, and our country's problem with race and racism	✓	
Programs, like videography and cosmetology, are being cut. These are often courses of interest to students of color (SOC).		✓
Doing what's best for students is not always state approved, e.g., at Carrboro High Biology was put after Physical Science for Karen students to help with vocabulary issues (PS is less vocabulary intense). But that meant students were taking Biology as Seniors (not allowed by state).		✓
Test pressure keeps teachers from having time to build personal relationships with students.		✓
-Inadequate understanding and attention to Latino experience		
African-American and Latino issues are different. People of Color is a US/middle class term that many Latinos do not relate to.	✓	
Teachers/administrators lack a real relationship with Latino families, often using the excuse of language barrier, but often there are underlying fears and assumptions and underlying cultural-economic differences (even with our Latin American teachers from abroad).	✓	
6. WHAT CHANGES DO YOU THINK NEED TO BE MADE TO BRING ABOUT RACIAL EQUITY?		
-Administration & district/school climate		
Change administrators.	✓	
After doing far too little for far too long, we need to pursue this with seriousness for the foreseeable future. Make sure people understand this is not just another task, it is a change in how we do our work. Let teachers know we will free them from some of their other tasks so they can take the time to learn and grow as teachers of a diverse group of students.	✓	
There needs to be less top-down management from the district and the administration.		✓
We need good administration with an open environment for discussion and trying out new ideas. Establish a mechanism so that teachers with new ideas who are willing to pilot them could do so. When good teachers feel a sense of autonomy they can accomplish big tasks.	✓	✓
We need to be patient with discomfort of addressing this topic and working for change.		✓
Administration needs to promote a climate of trust – needs to trust the faculty.		✓
Hold "gatekeepers" and all people accountable.	✓	
Need people to come out and say what needs to be said.	✓	
Elect a school board committed to making a difference for black and brown students.	✓	
We need a strong Equity/PBIS leadership team trained through the Racial Equity Institute (REI).	✓	
School administrators need to be strong leaders for diversity. Leadership varies across schools.		✓

Need an easy and trustworthy way to document inequities and grievances	✓	
Policies need to be clear.		✓
Goals of school and faculty need to be clear and there needs to be buy-in.		✓
We need to create a culture of unity in the District.		✓
Review of discipline manuals at the various schools. Look at how to standardize consequences for disciplinary referrals.		✓
White and Asian students who misbehave should receive the same consequences as black and brown students. This simply does not happen fairly and the children know this.	✓	✓
When you look at data illustrating the inequity problems, come up with a plan, timetable and the people responsible for making the changes. What are the benchmarks that let us know we are going in the right direction?	✓	
-Hiring, staff development and supervision of personnel		
Need to hire more people of color, especially for the high schools	✓	✓
Need to hire people of color who are willing and able to address the racial disparities in our district-- otherwise change will not occur.	✓	
Actively recruit Latino professionals from other institutions and other states if needed (not relying on teachers brought from other countries who do not understand US Latino history or experience.	✓	
Revamp the Beyond Diversity training or explore other kinds of staff training like that provided through REI.	✓	
Educate and provide training to ALL staff about strategies and techniques to support students around equity.	✓	
Need more Student 6 work.		✓
Hire more male teachers in elementary schools. The lack of male teachers at this level is unacceptable.		✓
Need equity coaches at every school.		✓
Need more social workers, counselors and school nurses in each school to meet all the needs of students and free teachers to spend more time focusing on reading and language skills, particularly in kindergarten and first grade.		✓
-Changes to curriculum and instruction		
Need to be able to teach true racial history and black history year round.	✓	✓
Early intervention in elementary and middle schools.		✓
We need to get rid of honors classes so students can be together and interact.		✓
If we have honors and AP, we need to offer support for students who need it.		✓
If we have honors and AP, we need to get rid of quality points. These increase inequities.		✓
Classes, especially freshman ones, should all be at the same level. Not standard and honors. All students should be held to the same high standards with supports built in for those who need them.		✓
We need more interesting elective programs.		✓
We need to strengthen the AVID program.		✓
Mandatory Saturday morning and summer school for kids who need additional support around cognitive skills and academic achievement. Use this time for enriching activities, like museum visits, guest speakers, etc.		✓
Daily PE classes K-12. No exceptions. Healthy minds and bodies should be developed together.		✓
More focus on learning, less focus on test scores.		✓
Teachers, administrators, teacher assistants, and coaches need to be clear on what is proficient versus beyond grade expectations.	✓	
A realization that four-year colleges are not for everyone. There are many well-paying jobs that can be had with a community college degree. Middle school is not too early to have		✓

students investigating the possibilities that lie beyond a K-12 education. We need to change options and course offerings to reflect multiple career possibilities.		
Creation of hybrid classes in high schools.		✓
Homework: send homework home that a student can always do independently to practice already taught skills. We shouldn't be widening the achievement gap by sending work home that requires parent involvement, language skills of the parents or particular resources that all families don't have. Make sure every student has the resources needed to do the assignment at home.	✓	
-*Support for students*		✓
Student government in high schools needs more power—students need to be empowered rather than squelched.		✓
We need to get the kids talking; give students experiences and simulations.		✓
We need to empower ECHHS Advocacy by having more frequent meetings and focusing on social/emotional learning as well as student activism. All students, including whites need to be encouraged to be activists.		✓
We need to work on how students perceive school.		✓
We need to get students of color more involved in school activities.		✓
We need more student mentors, from the school and from the community.		✓
There needs to be greater support and funding for programs such as Wildcat Welcome, Latino groups, and CTE enrollment.		✓
Breakfast and lunch served to all students.		✓
-*Families and community*		
Regularly scheduled community meetings with parents.		✓
Parents need the opportunity to be made aware in plain non-educational jargon-loaded terms what is required to be a successful student in a particular grade or program. Spell out in plain language what major skills children need to be proficient in at various points in the year, by grade level (could be a month-by-month trajectory or quarter by quarter).	✓	
Teachers must be expected to always speak respectfully to parents, especially to parents of black and Brown students—with appropriate warmth, respect and eye contact. Teachers who speak to white parents as if they are colleagues in a corporate board meeting have been known to speak to black parents in a dismissive, finger-pointing way.	✓	
Systems in place at each school for proactive communication with Latino families - administration (not just teachers) need to think about creating systems across the board so that communication is easier with Latino families (ideas - home visit program, use of Connect Ed for Spanish message, short-term outside contractors for parent-teacher conferences, more than 2 Spanish translators at district level, Spanish templates for notes sent home, Remind.com for sending Spanish text messages to families and students, etc.)	✓	
Tweet parents reminding them to read to or with their kids. Heard this was successful some place else.		✓
Socioeconomic inequities need to be addressed in school and in community.		✓
Need more programs like Community Connections that are designed to give computers and Internet connection to people in lower income housing.	✓	
As a community, we need to advocate for living wage; access to prenatal care and childhood medical care; high quality and affordable childcare.		✓

Table 2. Listening Session Results – Parents

QUESTION *-Theme* Responses	**PARENTS**			
	Black	*Latino*	*Burmese/ Karen*	*White*
1**. HOW DOES RACE SHAPE THE CULTURE, CLIMATE AND PRACTICES OF CHCCS?**				
-Racial disparities, disproportionality and segregation				
White and black children are treated differently; white children get best treatment, AA children get worst treatment.	✓		✓	✓
Differences in how races are treated grows worse the older children get				✓
Dual language schools ignore "non-language" cultures				✓
-Other factors				
Race-shaping culture varies by school; some schools try harder at equity than others				✓
White parents contribute to the problem.				✓
The schools are too big and impersonal				✓
Schools rely too much on tests, less on getting to know the students				✓
2. HAS RACE AFFECTED HOW THE SCHOOLS INTERACT WITH YOU?				
Agreement that race affects how schools interact with parents	✓	✓	✓	✓
-White parents treated best; parents of color/refugee parents treated worse.				
White parents enjoy white privilege. They are given the greatest attention and consideration from schools.	✓	✓	✓	✓
White privilege comes from perceived "participation" differences. White parents volunteer and participate in PTA. This gives those parents elevated status.				✓
A-A parents participate in areas where they feel welcome (e.g., football activities, when PTA meeting was held at Hargraves, black parents came white parents didn't).				✓
If an A-A parent volunteers or comes to PTA, s/he gets asked to do everything, treated as a race "representative."				✓
Parents of color feel teachers ignore them and look down on them.	✓	✓	✓	
A-A parents are treated with less respect, starting with the front office.	✓			✓
When A-A parents go in to talk about child they are asked about drugs in the home or marital status	✓			✓
Parents are afraid if they bring a complaint to the school their children will be treated poorly.		✓	✓	
Refugee parents are treated worse by black teachers and staff.			✓	
Refugee parents have difficulty reaching out to school because of language difficulties.			✓	
Refugee parents described teachers refusing to answer their questions about how children are doing in school.			✓	
Latino parent signed up to volunteer three times; never called.		✓		
It is very hard to get information from teachers or counselors about which classes will set our children up for better grades and a better future. This is not an English problem. It is a problem with knowing how to navigate this system.		✓		
Some teachers tell us too late—or not at all- when our children have a problem in school	✓	✓		
Undocumented parents are fearful of visiting schools or attending school events because of new ID system that requires people to have a		✓		

driver's license or ID.				
There are challenges for ESL families in understanding the transportation system including: not knowing how to access information on-line, information is confusing; information is in English only; transportation staff do not return phone calls; no one speaks Spanish in Transportation office.		✓		
3. HAS RACE AFFECTED HOW THE SCHOOLS INTERACTS WITH YOUR CHILD(REN)				
Agreement that race affects how schools interact with students	✓	✓	✓	✓
-Racial disparities and discrimination				
Race affects how teachers/administrators apply discipline. Black and Latino kids get disciplined more harshly for same infractions. White kids not disciplined when they should be.	✓			✓
Race affects how well students do academically: racial gap in academic education.				✓
There are not high expectations for students of color.	✓	✓		✓
Students of color are told that they should not sign up for AP classes because they are too hard for them.	✓	✓		
When counselors at CHHS set up meetings to start the college process, Latino students are not invited to participate. Message is they don't consider Latino students as college material. (Once they had a Latina counselor who did reach out to Latino students, but she was transferred to another school)		✓		
When students of color struggle or don't try hard, teachers and other staff don't push them or help them to achieve more.		✓		
Refugee children who do well are bullied by white children. This leads to children avoiding achievement in order not to be bullied.			✓	
At CHS, many Latino children tried out for soccer. Only one chosen. There are pre-game dinners, but this child and his parents are excluded from email invitation/announcement of these dinners. Parents agree this was true at other schools.		✓		
Those who are chosen for the soccer teams tend to also belong to Triangle United and other clubs that require payment from families to be able to compete. The students of families that don't have the money to belong to these clubs are discriminated against when they try out for school teams.		✓		
Transportation system seems to discriminate against Latino children/families. Sometimes drivers will not make their stops to pick children up.		✓		
4. WHY DO YOU THINK ADVANCED CLASSES, SUCH AS AIG, HONORS, AND AP ARE MAJORITY WHITE AND THE REMEDIAL CLASSES ARE DISPROPORTIONATELY STUDENTS OF COLOR?				
-Racial bias and discrimination				
Race is definitely a factor in decisions made about AIG/Honors/AP and remedial pull-outs.	✓			✓
AIG selection process is not parent-friendly. Many parents of color do not know how it works and no one tries to make sure that they do.	✓			
Good performance of children of color is less likely to be recognized or rewarded.	✓		✓	
Students of color are told not to sign up for AP courses because	✓	✓		

teachers or counselors say they are too hard for them.				
Tracking lowers self-esteem of many students of color, lowers their belief in their own competence.	✓	✓		
-*Students of color come to school less prepared*				✓
By age 3 white middle class kids have so much vocabulary that children of color can never catch up.				✓
Poor parents don't understand about the value of reading and talking to their kids.		✓		
5. HAVE YOU NOTICED ATTEMPTS TO ADDRESS RACIAL INEQUITIES? HOW HAVE THESE WORKED?				
-*Programs reinforce stereotypes*				
Disadvantage of some of these programs is that they label students. Impression is students of color need special programs to succeed.				✓
White child/parent asked about enrolling child in AVID to increase study skills; told it wasn't for them. See stereotyping of students in district programs.				✓
Parent University: people think it is for black or minority parents, but any parent can participate				✓
Have not noticed attempts; attempts of parents to collaborate in response to equity issues has been rebuffed	✓			
-*Attempts that seem positive*				
Heard good things about AVID				✓
St Augustine tutoring for literacy—do practicum in schools				✓
Blue Ribbon Mentor Advocate for children of color. Impression that it's great, but needs more mentors				✓
Estes has had a good model promoting equity in last few years (example: celebration of HBCUs) with the children. Parents are still segregated.				✓
Bootstrap draws attention to literacy issues—signs outside of school				✓
-*Questions about equity initiatives*				✓
Not sure about AVID; how do we know if it is helpful? Are changes in outcomes tracked?				✓
Didn't know that money existed for equity work; if so what are they doing with it?		✓		
6. WHAT DO YOU THINK THE SCHOOL SYSTEM SHOULD DO TO CREATE A RACIALLY EQUITABLE ENVIRONMENT?				
-*Offer opportunities for education about race and racism, especially for white parents.*				
Educate parents and school staff and faculty about white privilege (good opportunity for these conversations now because they are happening all over the country).	✓			✓
White parents need to understand equity issues and why it should matter to them.				✓
Have a Parent U book study on microaggressions, especially for white parents.				✓
Recommend that parents get racial equity training.				✓
Sponsor a Facebook activity about white privilege.				✓
-*Better communication and more support for parents of color*				
Hold special classes or a parent orientation to explain school programs and academic expectations		✓		

Improve communication with parents, especially parents of color. It varies a lot across teachers and schools.	✓	✓		
Administration and teachers need to develop systems for proactive better communication with Latino families (e.g., home visit program, use of Connect Ed for Spanish messages, short-term outside contractors for parent-teacher conferences, more than 2 Spanish translators at district level, Spanish templates for notes sent home, Remind.com for sending Spanish text messages to families and students, etc.)		✓		
Refugee parents would have a lot to say if only schools would create ways for them to engage (in other words, through language translation and interpretation.)			✓	
Teachers need to communicate with parents early on when a child has a problem in school, rather than wait until it is serious and consequences have worsened.		✓		
Have math classes for parents like the one UNC offered last year.		✓		
English classes offered at night because of transportation and child care issues.		✓		
Offer affordable childcare and tutoring at the school.		✓		
-Create more equity in determining who is "gifted"				
Make the process of selecting students for gifted or advance classes more transparent , accessible and equitable.	✓	✓		
Come up with ways other than test scores to determine if a child is "gifted."		✓		
Remove gifted classes and make gifted education for everyone.	✓			
-More African-American leadership				
Hire more African-Americans into leadership positions.				✓
-Involve students				
Get kids involved in discussions about race.	✓			✓

Table 3. Listening Session Results – High School Students of Color

QUESTIONS *-Theme* Responses	**STUDENTS**	
	Black	*Latino*
1. HOW DO STUDENTS TALK ABOUT OR APPROACH RACE AT THE SCHOOLS YOU HAVE BEEN IN?		
Students don't feel supported in talking about racial issues at school.		
Confederate flag incident was not handled well. Tears among her friends. When she brought up with her teacher she didn't feel supported in her point of view. The classroom conversation was ended as soon as it began because black and white students disagreed on the issue and they were not allowed to discuss further.	✓	
Confederate flag. Principal email the teachers, but no one told the students. This was disrespectful of the students. Keeping them out of the loop meant there was not a good opportunity to discuss it. Also meant the teachers didn't have to discuss it with their students.		✓
2. WHAT ABOUT TEACHERS? DOES RACE AFFECT HOW THEY SEE EACH OTHER AND THE STUDENTS?		

-Conversations about race are rare and difficult.		
Teachers do not talk about race, but they are quick to bring up gay rights. It makes us feel like one is more important than the other.	✓	✓
Race was once discussed in history class. When people disagreed the conversation stopped.	✓	✓
-Race influences how students are disciplined		
Black kids get suspended quickly. It causes tension between the student and the teacher.	✓	✓
At East, the principal has humiliated black kids more than once in a public fashion. Once following a disagreement among students, she imposed a punishment that included calling kids' names out over the intercom. Another time she humiliated the dance squad because they were wearing spandex, called them a name and threatened to disband the entire dance squad. This came about at about the same time she was protecting and defending white students who posted a Confederate flag with racially offensive comments.	✓	✓
Race determines how student behavior is perceived; white students' words and actions are protected by freedom of speech and freedom of expression. These same actions by black students result in them being labeled bullies or aggressive.	✓	
-Teachers have been supportive.		
Overall my teachers have been supportive and care. They do not want students to get below a C. They want you to put forth a good effort and to do quality work.		✓
3. HOW HAS RACE INFLUENCED THE CULTURE, CLIMATE AND CURRICULUM OF YOUR SCHOOLS?		
School personnel underestimate and stereotype students of color.		
"My guidance counselor tried to change my courses when I chose AP classes. I know what I want to learn, but the guidance counselor said she was not happy with my schedule and she kept trying to change it to make me take less challenging classes. She was underestimating me. She told her me I couldn't take 2 AP courses, but I took them anyway."		✓
The same guidance counselor just changed the schedule of another student, without even asking her, because she was shy. Guidance counselors take advantage of students who do not speak up or stand up for what they believe in.		✓
In a Spanish class, when teacher was taking attendance and Carlos wasn't there, teacher asked, "Did he drop out already?" It was said in front of the whole class. Teachers think because we are Latinos, we drop out.		✓
		✓
Administrators not supportive of students of color		
Students do not talk to the principal when this stuff (like with guidance counselors) happens; the principal is not supportive.		✓
The principal only talks to you if you are in trouble or if a bad event happened.		✓
4. WHY DO YOU THINK THAT THE ADVANCED CLASSES ARE MOSTLY WHITE AND THE REMEDIAL CLASSES DISPROPORTIONATELY STUDENTS OF COLOR? HOW HAS THIS IMPACTED YOU?		
Racial disparities in these classes make students of color uncomfortable		
It feels more comfortable taking regular classes. There is more diversity. "I do not have to think like the whites in the class. I don't want to pretend to be like white people and think the things that they think."	✓	✓
You can't be yourself in honors classes. When you aren't reading fast enough and not getting everything right you don't want to be there.	✓	✓
In these classes you are the only black student. You are in a AP class with people who do not take it seriously. Students playing paper basketball in class and teacher allows them to do this. They know they are going to make a good grade and no one really cares. (Students	✓	✓

also play paper basketball in remedial classes too and the teacher doesn't say anything.)		
Advanced classes are considered more for white and Asian students		
In freshman year the teacher gave up and said "you can do what you want" to the entire class. In sophomore year, the teacher felt more pressure because more students in the class were White and the parents have money. Almost all white and Asian. They push the students for grades and college. Parents tell their kids what grades they are going to get.		✓
5. HAVE YOU NOTICED THE SCHOOLS DOING ANYTHING TO TRY TO CREATE A MORE RACIALLY EQUITABLE ENVIRONMENT? IF SO, WHAT'S WORKED WELL OR HAS NOT WORKED WELL?		
-Placement in AP or Honors – uncomfortable, intimidating		
Intimidating being the only black or Hispanic kid in the class.	✓	✓
Black kids get singled out in advanced classes—sometimes babied and sometimes teacher tries to offer help even when it's not asked for.	✓	
Student called a "good Latina" and asked why she is in AP. A group of AP Latino students was called to the office and asked for advice for how to get other Latino student to do as well.		✓
-Student Six problems		
Student Six: some students were forced. Not a lot of teachers show up to their trainings.	✓	
6. IF YOU HAD A MAGIC WAND AND COULD WAVE IT TO CREATE A RACIALLY EQUITABLE ENVIRONMENT, WHAT WOULD THAT LOOK LIKE… WHAT WOULD YOU SEE IN YOUR SCHOOLS?		
-Offer training about race and racism		
Every teacher should go to Racial Equity Institute training and students should go also.	✓	
-Stop racial stereotyping		
There would be no more stereotyping from teachers or other students. Students of color have negative stereotypes placed/said against them. Students internalize these stereotypes and start to see themselves that way. Then they act out these stereotypes. I have heard students of color even say that they are not smart and I say "yes you are". We need to change the way students see themselves. We need to stop stereotyping students.	✓	
-Happier, more effective teachers		
You (teachers) have to motivate students to want to join the class. We want to feel welcomed.		✓
Make sure teachers have good and positive communication with their students.		✓
Teachers who can teach are the only ones there.	✓	
Teachers paid better so they are happy in their jobs.		✓
-Principals and counselors also play a role in inequities		
Can't blame everything on teachers. Principals and counselors play a role, too.	✓	
-Allow more student-to student support	✓	✓
If you see your friends doing well, it makes you want to do well. This also has the power to cause you to separate from peers who are not doing well. This causes students/groups of students not to like one another (around academic achievement). We need to support one another.		
-Need more collaboration	✓	

There would be no separation of students. No underestimation. No grouping. No levels to the classes. All students would learn together and study together. We would learn from each other.		

Themes from listening sessions

Themes that predominated across all the listening sessions included:

- History of racial advantage and disadvantage that continues today, exemplified by resource, access and power differentials between white families, staff/faculty and students, and those of color (particularly African American).
- Inadequate attention, lack of knowledge, understanding and consciousness regarding institutional and structural racism. A call for more training.
- Racial stereotyping that plays a role in lowered academic expectations, fewer advanced academic and other non-academic opportunities, and disproportionately harsh discipline for students of color.
- Tracking into gifted, honors and AP (including "quality points) disproportionately advantages white students and should be discontinued.
- In-school segregation by race that emanates from tracking and other differential opportunities (e.g., off-campus lunch, sports, student government, clubs, summer school).
- African American, Latino, and immigrant parents experience inadequate and disrespectful treatment from schools. White parents seen as having inordinate power to shape priorities.
- Latino and other immigrant families have special, unmet needs regarding communication and lack of cultural understanding.
- Concerns regarding the relative power and position of white staff and faculty vs. staff and faculty of color.
- Curriculum and instructional issues that include inadequate recognition and instruction regarding racial history and diverse cultural norms and values.
- Curriculum options (e.g., discontinued technical courses) and poor advising by guidance counselors limit post-graduation opportunities for students of color.
- High stakes testing is a barrier in terms of improving curriculum focused more on equity and to developing personal relationships with students.
- Efforts to address inequities have been inadequate, ineffective and misguided. In some cases efforts that have shown promise are implemented poorly or only sporadically making it hard to evaluate effectiveness.
- Poor leadership and accountability for equity goals

V. How Has the District Tried to Address Inequities?

Over the years Chapel Hill/Carrboro City Schools has implemented a number of programs intended to promote equity and close the achievement gap. Some of the programs aim to assist individual students, while others promote district-wide changes. There is seemingly little coordination across programs and they emanate from various offices.

Following are basic descriptions of these programs. In most cases, information was obtained from the District or program website.

Programs Focusing on Individual Students

Advancement Via Individual Determination (AVID)

The CHCCS AVID program is part of a world-wide, non-profit effort to close the achievement gap by preparing students for college and the global market. According to the AVID organization (taken from their web site), AVID

- Teaches skills and behaviors for academic success
- Provides intensive support with tutorials and strong student/teacher relationships
- Creates a positive peer group for students
- Develops a sense of hope for personal achievement gained through hard work and determination

At its core, AVID is an elective class that students take starting in middle school and continuing through high school graduation. The class is taught by an AVID trained teacher and focuses on research-based, academic and social support to increase college readiness. Students selected for the program are in the "academic middle" and are pushed to take advanced classes. The theory behind the program is that students in the academic middle are mostly ignored and are not encouraged, or supported, to take rigorous classes. By enrolling in AVID these students are held to a higher standard, are supported in their studies, take higher-level classes, and are more likely to attend college.

Blue Ribbon Mentor-Advocate

The Blue Ribbon Mentor-Advocate (BRMA) is intended to support the achievement of students of color. Begun in 1995, the program selects students in the fourth grade and supports them through high school graduation. Approximately 128 students, in grades 4-12, participate in the program. BRMA is a strengths-based, skills-building program. Components include (taken directly from the BRMA web site):

Mentoring – The one-on-one relationship is the fundamental component of the program. The mentor exposes the child to new experiences while also helping the student pursue his or her interests and talents.

Advocacy – Mentors and parents collaborate to support their student by working within the school and community to develop and utilize resources that support the student's success.

Tutoring – Students have the opportunity to receive tutoring in community-based, evening tutorials. Tutorial sessions include peer support, college exposure, and creative learning activities. For more information on tutoring, please see our Academic Support page.

Social and Cultural Enrichment – The program sponsors social and cultural events for mentors and mentees. Scholarship funds are also used to provide opportunities for student engagement in activities such as summer camps, arts lessons, and athletic leagues.

College and Career Exposure – Students are provided with regular opportunities to explore options for attending college and pursuing the career of their choice. BRMA sponsors college tours, workshops, and assistance through the college application and enrollment process. Mentors provide students with individualized guidance throughout a student's time in the program. See our College and Career Curriculum page for more information.

Parental Involvement – BRMA provides direct support to parents through individualized assistance intended to support their child's success in school.

Youth Leadership Institute – The Blue Ribbon Youth Leadership Institute operates a leadership summer camp and year-round service club that encourages students to develop their leadership skills through service-learning activities. This program serves more students than just those who are officially part of BRMA.

Scholarships – BRMA provides scholarship funds for students who wish to pursue post-secondary education. The Haidt Scholars fund is an endowed scholarship that aids in paying the tuition of a student attending a four-year college or university. The Sponsor a Scholar fund uses community donations to assist students who wish to attend any type of post-secondary educational institution.

In 2012, UNC School of Education conducted an evaluation of BRMA. The evaluation report was glowing in its conclusions. Significant findings include:

- Program participants' GPAs were higher than non-participants', but their standardized test scores were not.
- 97.5% of participants graduate high school
- 100% of graduates go to college

Community Connection Program

The following description of the Community Connection Program comes from Darren Bell, CCP Program Manager:

The CHCCS Community Connection Program (CCP) provides Economically-Disadvantaged students with technology to access their Digital Learning Environment in a safe and secured manner while off-campus. To create a safe and secured environment, CCP offers:

- *District managed Chromebooks*
- *WIFI devices that sends all of the data to our filtered and monitored network*

- *Parent/guardian workshops on ways to keep kids safe online while benefiting from being online*

For the 2015 - 2016 school year, we are planning to expand the program in the high schools by deploying more devices and increasing the workshops.

2015 - 2016 Deployment

- *100 Chromebooks/MIFI devices to High School students. Plan delivery in late September and October*
- *High School Student/Parents required to participate in technology fair and workshops*
- *Referrals to Kramden if a computer is only needed (refurbished desktop computer)*

Workshops

- *PowerSchool*
- *Free Online resources (college and educational)*
- *How to stay safe and secured online*
- *Digital Footprint*
- *Why parents need to be online (Email, Peachjar, PowerSchool, communicate with school)*
- *Social Networking*
- *Elementary School Title 1 - Online security and safety and free resources*

Need for the program in the district

- *Not having internet access at home is a social economic issue like students not having a good meal. With this said, the numbers of students that need support varies based on economical conditions in the family. The district has ~3,000 students (and growing) who receive free and/or reduced lunch. Based on surveys, we estimate 700 students do not have adequate internet access at home. This means they do not have internet at all or not continuously throughout the school year. This represents ~400 families.*

ESL instruction

To meet the needs of English as a second language students the district offers special programs at each school and dual-language programs in Spanish/English and Mandarin/English. Important documents are translated into Spanish with English on one side of the paper and Spanish on the other. Additionally, translators are available for meetings with parents.

Increase in underrepresented students in honors and AP classes

The District partnered with Equal Opportunity Schools, a private organization, to identify and increase the number of African American and Latino students in honors and AP classes. So far they have worked with Carrboro and East Chapel Hill High Schools. While the number of African American and Latino students enrolling increased, there was a significant drop out rate. Plans may be underway to develop a retention programs for students enrolled.

Parent University

"Parent U" is a community-school partnership intended to improve academic success of students of color by providing parents with the skills to advocate for their children in the school system. A key concept behind the Parent U is to build parental confidence in navigating the school system. Through a series of workshops and classes, Parent University teaches parents about the academic and social support available in both the school system and the community; how to have positive relationships with school personnel; and how to help their children achieve academically.

Parent U offers coursed in schools and community locations. Courses include both one-time workshops to series workshops. Course topics fall into one of the following areas:

- Effective Parenting
- Leadership and Advocacy
- Supporting learning and Navigating the School System
- Health Awareness

A 2012 evaluation of the Parent U pilot program, conducted by a graduate student in the UNC School of Social Work, found that parents who participated in Parent U felt positively about the experience and that the program more confidence in negotiating the school system.

Pre K/Head Start

A program serving 3 and 5 year old children that provides education, health, mental health, nutrition, parent involvement, family services, and disability services. The idea behind the program is to reduce the academic gap between lower-income students and middle-income students entering kindergarten. According to a 2012, government-funded impact study found that by third grade there were no discernable differences between children who participated in Head Start and those who didn't in health, behavior, and academic achievement.

Read to Achieve

The goal of the State is to ensure that every student read at or above grade level by the end of third grade and continue to progress in reading proficiency so that he or she can read, comprehend, integrate, and apply complex text when needed for secondary education and career success.

The 7 Components of Read to Achieve

1. Developmental Screening and Kindergarten Entry Assessment (KEA)
2. Elimination of Social Promotion. 3rd graders not at grade level for reading will be retained. Three ways to show proficiency: 1) Score a 3 or above on the English EOC; 2) Pass a Read to Achieve test; 3) By portfolio.
3. Successful Reading Development for Retained Students
4. Parent/Guardian Notification
5. Accountability Measures
6. Comprehensive Reading Plan

7. Facilitating Early Grade Reading Proficiency

   Summer Reading Camp – For students not at grade level and who don't qualify for an exemption. Six week program whereby the child either passes a Read to Achieve test or is approved by portfolio.

Responsiveness to Instruction

Written into State and Federal special education law, RtI is a collaborative process for meeting the needs of all students. It emphasizes that all staff, not just Exceptional Child staff, are responsible for a student's education. Parents are considered an important part team. According to the district website, the philosophy behind RtI includes:

- All children can learn
- Focus on meeting the needs of all children
- Wealth of knowledge and partnership from parents
- Work collaboratively to develop solutions and strategies
- Proactive instruction within general education
- Prevention more cost effective than remediation
- Utilize resources necessary to meet the educational needs of all children
- Evaluate effectiveness of educational strategies frequently
- Communicate accurate information about student progress regularly
- Provide opportunities for all children to achieve their goals
- Best educational strategy: the one that works!

Restorative Practices

Select staff from all schools were exposed to restorative practices, a collaborative approach to keeping kids in school. The goal is to create communities and reduce disruptive behaviors. Through the use of circles (sitting in circles), that include the teacher and students, students are given responsibility for their behavior. Instead of punishment for misbehavior, the circles focus on finding ways to, "make things right." In theory, restorative practices will reduce the amount of disciplinary actions taken and keep more children in school. School staff were trained in the beginning of the summer, so there is not information on program implementation, yet. It is not mentioned on the district's website.

District-wide Programs

Community-Parent Advocacy Network

A committee of parents working with the district to support students of color. According to the website, the purpose of C-PAN is, "…to influence district policies that impact effective culturally-relevant programs, curriculum and delivery strategies in order to increase the achievement of students of color."

District Equity Task Force

This past spring (2015) Sheldon Lanier, CHCCS Director of Equity convened "…a task force consisting of Principals, Counselors, Social Workers, and community members…" The task force's purpose is "to meet and discuss where we (the district) are currently in terms of minority student achievement, where we want to go, and what culturally proficient practices we need to take as a district in order to continue closing both the achievement and opportunity gap for students." (Long range plan update, January 30, 2015, http://chccs.granicus.com/MetaViewer.php?view_id=2&event_id=126&meta_id=13470)

As of early September, the task force had met three times and had developed a vision, mission, and set of values.

Learning-Focused Lessons

Headed by Dr. Magda Parvey, Assistant Superintendent for Instructional Services, Learning-Focused Lessons is an instructional methodology designed to meet each student's needs in order to close the achievement gap. The district has contracted with a private company, Learning-Focused, to train teachers in the LFL methods. Max Thompson, of Learning-Focused, consulted with the district and provided teacher training throughout the 2014-2015 school year and additional, more advanced training was provided this past summer.

According to the web site, Learning-Focused Lessons Provides:

- An instructional framework for planning standards-driven lessons.
- Lessons focus on how students learn and whether students learn, not coverage or test prep
- Purposefully connected research-based strategies provide maximum achievement gains in every lesson.
- Built-in strategies for engaging and challenging students.
- Provides a direct connection between research and application.
- Defines a path so teachers can unleash their professional abilities.

According to one school administrator, Learning-focused Lessons is, "…truly the only way to add equity instruction and eliminate the achievement gap in the district." It is the, "…greatest equity effort of the district."

Positive Behavior Intervention and Support (PBIS)

All schools in the school district have implemented by PBIS, a positive behavior support system. It is an environmental approach to encouraging positive social behaviors and discouraging negative ones all the while decreasing the number of suspensions and expulsions. In theory this would positively impact children of color who are the victims of a disproportionate number of suspensions and expulsions.

Instead of focusing on what behaviors schools don't want to see, a committee decides which behaviors they do want to see and develop specific strategies to encourage those behaviors. At least 80% of the staff must agree with the goals. Then implementation strategies are developed, including positive rewards for children fulfilling the behaviors.

Racial Equity Training

Teachers and staff in the school district have attended various equity training programs, including those offered by the Racial Equity Institute and the Pacific Educational Group (Courageous Conversations). Attendance at the workshops is voluntary.

School Equity Teams

Schools determine how often meet. Each school is doing something different. It is up to the principal and there is not district oversight. District policy says that school equity teams are responsible for assessing the progress of low-achieving students at least four times a year. They are to develop action plans and work with teachers and parents to implement the plan. Equity teams were also responsible for looking at discipline data to analyze the degree of disproportionate discipline.

Student Six

Student Six is a strategy to increase culturally relevant teaching that was adapted for the District by Graig Meyer, former BRMA and equity director and Bonnie Davis, an equity consultant. The program drew from research-based teaching strategies proven to be effective with students of color. In 2011 Meyer and Davis presented BRMA students with a series of teaching strategies and the students identified which six strategies they wanted teachers to implement. The School Improvement Network filmed professional development videos of the students and select teachers (those students believed implement the strategies in their classrooms) to be used as training videos. The idea is that small groups of teachers from each school would be trained in the methods and would become trainers for their schools. The program is considered a student-driven, professional development program with students serving as the primary trainers.

The six strategies chosen by students as the most important are:

1. Visibility - Every student should feel valued and included in the classroom.
2. Proximity - Use physical space to engage students and reduce perceived threat.
3. Connecting to student's lives - Make curriculum relevant to students' experiences.
4. Engaging students' culture
5. Addressing race - Talking openly about race and how it affects students' experiences.
6. Connecting to future selves - Helping students identify future paths and use classroom activities to guide them towards their personal goals.

The program has been implemented sporadically in the last year.

Student Programs

CORE ("Creating Our Own Reality")

CORE is a student-led group concerned with racial equity. This year the group is working with Nancy Kueffer, Exceptional Children Behavioral Support/PBIS Coordinator, to modify the student code of conduct. The group could use additional funding from the district.

Multicultural Student Achievement Network (MSAN)

The CHCCS District is a member of MSAN, a national coalition of school districts whose goal is to understand and eliminate achievement, and opportunity, gaps. MSAN supports research to understand the achievement game as well as separate conferences for both school staff and students.

Youth Leadership Institute

YLI offers students of color opportunities for leadership, including service learning activities, college tours and international travel. Each high school has its own service club. Activities are offered year round, including a summer leadership program.

VI. What Can We Learn From Others?

Models of Equitable Schools

The issues of differential achievement levels, differential disciplinary rates, and differential access to advanced curriculum along racial and economic lines are endemic throughout this nation. Gaps between the excellence that is expected and the results that are achieved are particularly large in Chapel Hill Carrboro because expectations are high. There is a sharp contrast between the inability to effectively teach most students of color when compared to the high levels of academic accomplishments enabled for white and Asian students.

However, this is not to say that it is impossible to eliminate gaps in our ability to help all students achieve excellence. There are many schools that have been able to overcome the obstacles that are so prevalent in our society, and have created environments in which all students are able to achieve at high levels. These benchmarks of success provide a window on what is possible.

In this section we take a look at some schools or districts that have shown gains in the performance of students of color, or have reduced gaps between the performance of students of color and their white counterparts.

The following is an in-depth look at (I) A study conducted by the School Redesign Network at Stanford University, which focused on five schools with models that have successfully improved the performance of low-income students of color; and (II) the Portland Public School System's racial equity policy, which looks at all school policies with a racial equity lens, seeking to close the achievement gap and provide a racially equitable school environment for all students.

(I) High Schools for Equity

In the *High Schools for Equity* study, The School Redesign Network at Stanford University conducted an in-depth case study on five schools in California that were focused on achieving racial equity and had achieved improved educational outcomes for low-income students of color (Friedlander). Because of the strong structure and practices at the five schools, they are all moving toward narrowing racial, socio-economic, and language achievement gaps of their students and are outperforming the majority of other schools in their communities serving similar populations.

A. The Schools

Table 2: Study School Characteristics, 2006-07

School Name	Animo Inglewood	Construction Tech Academy	June Jordan School for Equity	Leadership Public School	New Tech High School
Type of School	Statewide charter	District school	District school	District-approved independent charter	District-approved dependent charter
District or CMO affiliation	Chartered by Los Angeles Unified S.D. and operated by Green Dot CMO	San Diego Unified Public Schools	San Francisco Unified Public Schools	Chartered by San Francisco Unified S.D. Not affiliated with a CMO	Chartered by Sacramento Unified S.D. and operated by New Tech Foundation
Student Enrollment	518	430	371	320	355
% Free and Reduced Lunch	74%	68%	48% (75%)*	52%	62%
% Students of Color	100%	81%	95%	96%	70%
% African-American	37%	17%	37%	18%	27%
% Latino	63%	51%	32%	39%	26%
% English Language Learners	7%	24%	13%	12%	25%

Source: California Basic Education Data System. Free- and Reduced-Lunch information is from 2005-06; all other data are from 2006-07.
*Although more than 75% of the students in the school are from families with incomes below the eligibility threshold for free and reduced-price lunch, only 48% of students have enrolled in the lunch program.

B. Common Design Features

In each school studied, the improvements required structural changes to staffing, time, and school organization that were "grounded in different beliefs about what students are capable of, how they learn, and what they need to be contributing members of society."

The central changes have required new approaches to how students and teachers are organized for instruction to provide continuity and reduce tracking. Instruction is organized and supported to be more coherent, intellectually and practically rigorous and engaging. Assessment drives stronger performance and reinforces teachers' understanding of standards, students, and the learning process. These five schools had several common designed features that were effective in improving student performance:

1) Personalization

Created through:

1. Small learning environments
2. Continuous, long-term relationships between adults and students

3. Advisory systems that assign a single adult to work closely with a small group of students, usually for multiple years. Advisors facilitated and organized counseling, academic supports, and family connections
4. Devoting more resources to teaching than non-teaching staff, enabling smaller class sizes and reduced pupil load for teachers
5. Reorganized schedules so teachers have fewer groups of students for longer periods of time
6. Teachers working in teams that share the same students and share responsibility for their students' progress and well-being.

2) Rigorous and Relevant Instruction
Coherent instructional programs:

1. Provide access to college preparatory curriculum and career preparation through internships, coursework, and other connections to the world outside of school.
2. Assess students' skills through major projects and investigations as opposed to constant standardized testing
3. Fill gaps in students' academic skills with additional supports and teaching them in ways that are culturally relevant and adapted to their learning needs
4. Provide connection to communities through strong parent outreach, curriculum specifically about students' communities and cultures, and partnership with community groups, industries, and higher education

3) Professional Learning and Collaboration, Participation in the Decision Making Process
The schools allocated significant time for teachers to work collaboratively and provide actionable input:

1. Faculty is actively involved in determining and enacting shared goals and engaging in democratic decision making that is close to the classroom. Teachers and other staff in these five schools reported that they were willing to work hard because they felt valued and supported by these design features that allowed them to make a difference for their students.
2. Summer retreats
3. Regular professional development time built into the school year
4. Joint planning each week
5. Parents and students are frequently involved in the process

C. Specific Practice Examples from One of the Studied Schools

A look into the specific practices of Amino Inglewood High School in Los Angeles gives closer insight into specific policies schools can enact to improve student performance. Amino Inglewood High established high expectations for all students and provided extensive support.

- **a.** Amino Inglewood High enrolls *all* 9th-grade students in algebra courses, regardless of placement scores or previous coursework
  - **i.** To ensure student success, all 9th-graders are required to participate in a 5-week summer bridge program designed to build basic math skills and introduce higher order math concepts

    - **ii.** Students who continue to struggle also take a curriculum skills math class, which meets 3 days a week and is taught by the lead math teacher in the school
- **b.** All classes are heterogeneously grouped and all curricula is college preparatory. All offered coursework satisfies the University of California AG requirements and the school provides as many as 7 Advance Placement courses each year
- **c.** Classes are taught on a rotating A/B block schedule for the full year, with 95-minute periods to allow teachers to teach the concepts with depth, and provide opportunities for students to explore ideas more fully.
- **d.** Struggling students are required to attend after-school support classes taught by their teachers and parents are communicated with to determine effective support strategies for the student
- **e.** Each student is placed in a small advisory group of 25 students for all 4 years. Advisory groups meet once a week for 65 minutes to discuss and address students' social needs and to connect to students' lives. This prevents students from "falling through the cracks."
- **f.** Teacher development driven by school data. At staff meetings, entire staff examined course pass rates disaggregated by subject area, student race/ethnicity, gender, and grade level. They analyzed the data for patterns and reflected and strategized on how to better serve struggling students and how their own practices may be contributing to the problem.
- **g.** Additional support: "Homework Café" – free after-school tutoring staffed by local college students

The cumulative effect of Animo's practices and beliefs is an achievement level among low-income African-American and Latino students rarely seen in California. The staff set out to prove that given the same quality of education, lower income students of color can and will achieve as well as their more affluent counterparts, and the data High Schools for Equity show considerable movement toward that goal.

Animo's 2006 Academic Performance Index (API) score was 720, compared to 564 and 549 at neighboring district high schools. When compared to similar schools, Animo Inglewood is ranked a "10," the top ranking. In addition, Animo students far exceed the level of proficiency set in other Inglewood high schools. In 2006-07, 42% of Latino students at Animo were at or above a proficient level on the Algebra CST, compared to only 2% in district high schools, 8% in Los Angeles County, and 11% in the state. At all grade levels, Animo students outperformed other economically disadvantaged, African American, and Latino students in the state. By the 11th grade, the 42% proficiency rate for Animo students on the state English language arts test is nearly double the 22% proficiency rates for these groups elsewhere in the state.

D. Specific Practices from All five Schools

The Stanford study provides charts that delineate the specific practices and models for all five schools that support the important aspects for improving educational outcomes.

Personalization

Table 6: School Features Supporting Personalization

	Animo Inglewood	Construction Tech	June Jordan	Leadership High	New Tech High
School size	518	430	371	320	355
Average class size	28	26	25	24	22
Pupil load/ teacher	140	100-150	75-100	80-100	145
Length of block periods	95 minutes A/B schedule	75-90 minutes A/B schedule 4x4 block	55-90 minutes	90 minutes A/B schedule	90 minutes A/B schedule
Advisory	Meets once a week for 65 minutes. 25 students stay with the same advisor for 4 years.	Meets 3 times a week for 45 minutes. 26 students stay with the same advisor for 1 year.	Meets daily for 30 minutes. 15-17 students stay with same advisor for 2 years.	Meets 3 days a week for 90 minutes. 15 students stay with same advisor for 4 years.	Meets daily for 30 minutes. 15 students stay with same advisor for 4 years.
Career and technical education	Career readiness class for 12th graders	Instruction in architecture, engineering, and construction integrated with core academic classes	CTE opportunities through internships and community service	CTE opportunities through community service	Technology and workplace skills taught in all classes
Partnerships with higher education	Students can take 2 elective courses a year offered by Santa Monica City College on the Animo campus 2-3 days a week after school	Students can take community college courses for AP credit Students in good standing receive admission and full scholarship to San Diego State Construction Management Program	All students take classes at San Francisco State (SFSU) All students in good academic standing are guaranteed admission to SFSU	Some students opt to take some college courses at San Francisco City College through their College for Teens program	Students complete at least 12 units of college credit at Sacramento City College, American River College, or Consumnes River College

Instructional Design Features

Table 7: Instructional Design Features

	Animo Inglewood	Construction Tech	June Jordan	Leadership	New Tech
A-G courses available or required for graduation	Required for all students	Available to and taken by all students	Available to and taken by all students	Required for all students except transfer students	Available to and taken by all students
Project-based learning	Classes offer within-class projects around a unit of study	All instruction is organized around major projects; interdisciplinary projects occur in advisory each year	Classes offer within-class projects around a unit of study	Classes offer within-class projects around a unit of study	All instruction is organized around major projects using technology
Inter-disciplinary courses	NA	Technical and academic content are integrated	Humanities classes	9th- and 10th-grade humanities courses	Humanities and some combined math/science classes
Performance-based assessment	In class, students demonstrate their knowledge through oral presentations & research papers	Annual large scale interdisciplinary grade-level projects completed through advisory	Semester portfolios, portfolio defense at end of 10th grade, 5 in-depth demonstrations of mastery for 11th and 12th graders	Annual portfolio exhibitions and projects	Exhibitions in class at the end of every project
Internships/ service learning	Community service project within advisory	Regular internships and job shadowing throughout high school	Internships for 2 hours weekly for 9th and 10th graders and 3 to 7 hours weekly for 11th and 12th graders	35 hours annual community service completed outside of school which advisors help students find	Annual 10-hour community service project; seniors conduct a 50-hour community service project

Instructional Support Design Features

Table 8: Instructional Supports Design Features

	Animo Inglewood	Construction Tech	June Jordan	Leadership	New Tech
Teacher collaboration	Grade-level teachers meet weekly, and departments meet monthly to address individual student's needs.	Grade-level teachers meet twice a week to address individual student's needs.	Grade- and department-level teachers meet weekly to address individual student's needs.	All-school professional development day dedicated to 15 high need students, weekly grade- and department-level meetings to address student's needs.	Team teachers meet daily to address individual student's needs.
In class instructional supports	Warm-up activity and agenda posted in every class, scaffolding, teaching to multiple learning modalities.	Hands-on, small-group instruction, flexible scheduling, scaffolding of instruction, heterogeneous grouping of students in working groups.	Scaffolding of instruction, teaching to multiple learning modalities, heterogeneous grouping, active learning.	Warm-up activity and agenda posted in every classroom, scaffolding of instruction, teaching to multiple learning modalities, group instruction.	Hands-on, small-group instruction, flexible scheduling, scaffolding of instruction, upperclassmen as student aides in classes.
Culture of revision and redemption	In class	In class	In class and in performance assessments	In class and in performance assessments	In class
Inclusion of special education and English language learner students	Students included in all academic classes.	Students included in all academic classes; special education aides in the classroom; additional program for moderately disabled students.	Students included in all academic classes and receive specially tailored instruction; aides in the classroom.	Students included in all academic classes; aides in classroom.	Students included in all academic classes; special education teacher meets individually with each special needs student.

Table 8 (cont'd)

	Animo Inglewood	Construction Tech	June Jordan	Leadership	New Tech
Advisory as instructional support	Primary point of contact with parents, tracking of students' academic progress and progress towards graduation, connection with college and career preparation	Primary point of contact with parents, Payday program provides micro-grade updates on student academic progress and attendance, tracking of progress toward graduation	Primary point of contact with parents, tracking of students academic progress and progress towards graduation.	Primary point of contact with parents, tracking of students academic progress, 20 minutes daily Silent Sustained Reading, quarterly on-track-to-graduation reports from counselor.	Primary point of contact with parents, tracking of students academic progress and progress towards graduation, development of personalized learning plans for each student.
Additional academic support classes	Summer Bridge Algebra for all 9th graders, extra math course for struggling 9th graders, college readiness course for all 11th graders.	Extra English or CAHSEE prep course for 9th and 10th graders below grade level.	Math and humanities support classes for 9th and 10th graders below grade level.	Academic literacy class for students far below grade level.	Powerskills literacy class for students below grade level.
Culture of revision and redemption	In class	In class	In class and in performance assessments	In class and in performance assessments	In class
Inclusion of special education and English language learner students	Students included in all academic classes.	Students included in all academic classes; special education aides in the classroom; additional program for moderately disabled students.	Students included in all academic classes and receive specially tailored instruction; aides in the classroom.	Students included in all academic classes; aides in classroom.	Students included in all academic classes; special education teacher meets individually with each special needs student.

Table 8 (cont'd)

	Animo Inglewood	Construction Tech	June Jordan	Leadership	New Tech
Advisory as instructional support	Primary point of contact with parents, tracking of students' academic progress and progress towards graduation, connection with college and career preparation	Primary point of contact with parents, Payday program provides micro-grade updates on student academic progress and attendance, tracking of progress toward graduation	Primary point of contact with parents, tracking of students academic progress and progress towards graduation.	Primary point of contact with parents, tracking of students academic progress, 20 minutes daily Silent Sustained Reading, quarterly on-track-to-graduation reports from counselor.	Primary point of contact with parents, tracking of students academic progress and progress towards graduation, development of personalized learning plans for each student.
Additional academic support classes	Summer Bridge Algebra for all 9th graders, extra math course for struggling 9th graders, college readiness course for all 11th graders.	Extra English or CAHSEE prep course for 9th and 10th graders below grade level.	Math and humanities support classes for 9th and 10th graders below grade level.	Academic literacy class for students far below grade level.	Powerskills literacy class for students below grade level.
Out of classroom supports	After school tutoring	Principal makes home visits to struggling students; after school tutoring with late bus	Informal office hours with teachers on an as-needed basis	Extensive counseling support, after-school tutoring program, academic intervention plan for struggling students	Saturday school for struggling students and others who want extra support
Teacher contact with parents	Frequent communication with parents	Frequent communication with parents	Frequent communication with parents	Frequent communication with parents	Frequent communication with parents

Professional Learning and Collaboration Opportunities

School-led professional development	Weekly PD time; 1-week summer institute/retreat; 5 days of PD during the year; monthly buddy observations.	Two-week paid summer institute on project-based learning; release time for teachers for individual PD.	Twice a month PD; 10-day summer retreat; 1 day of PD in January; 3 days at the end of the year.	Weekly PD; 6-day summer retreat; 3 days PD each semester;, and 3 days at the end of the year.	Weekly PD; 4 ½ days a year and one week in summer with the New Tech Foundation and other New Tech schools.
Shared governance	All staff participate in major decisions. Leadership is shared with department chairs, teachers, parents and administration.	All staff participate in major decisions. Leadership is shared with grade-level "lead teachers' or "mini-principals."	All staff participate in major decisions. Leadership is shared with department chairs, grade-level leaders, and an active parent organization.	All staff participate in major decisions. Leadership is shared with department coaches and administration.	All staff participate in major decisions. Leadership is shared with 2-3 teacher leaders and teacher liaisons with CMO.

Table 9: Professional Learning and Collaboration Opportunities

	Animo Inglewood	Construction Tech	June Jordan	Leadership	New Tech
Teacher mentoring	Monthly teacher meetings for first- and second-year teachers; review of weekly lesson plans; department chair mentoring; evaluation process modeled on the National Board for Professional Teaching Standards Certification.	Monthly "new teacher meetings."	Teacher release time to observe other teachers and for planning; department head mentoring and non-evaluative observations of new teachers two hours weekly.	Department coaches provide weekly mentoring.	Teachers are mentored by the principal as well as by New Tech Foundation- trained teacher leaders and coach. All teachers share projects with each other for feedback.
Teacher collaboration time	Subject-area teachers have a common prep period 4 times a week; grade-level teams meet once a month.	Grade-level teams meet twice a week and have 90-minute sessions on late start days ten times a year.	Grade level and content area teams meet twice a week.	Grade level, department and mixed "inquiry" groups of teachers meet weekly.	Partner teachers in humanities and math/ science meet 90 minutes daily.

E. Positive Outcomes

Each school has seen positive outcomes in various different measurable statistics. Most notably, the percentage of students moving on to higher education in most of the schools is significantly higher than that of the California State average:

Table 3: Graduation and College-Going Rates, 2006-07

School	Four-Year Graduation Rate, 2006*	Percent of Graduates Going to 2- or 4-year Colleges**	Percent of Graduates Admitted to 4-year Colleges**
State	85%	56% **	26%**
Animo Inglewood	99.1%	94%	69%
Construction Tech	98.6%	81% (19% go into apprentice programs or military)	36%
June Jordan	95.0%	95%	73%
Leadership	86.8%	100%	68%
New Tech	95.9%	100%	42%

Sources: *California Department of Education, DataQuest. Graduation rates calculated by CDE using NCES definition (number of graduates minus dropouts over four years). For details see http://dq.cde.ca.gov/dataquest/gls_gradrates.asp. June Jordan rate was not yet posted by CDE and is calculated from school data.
** California Postsecondary Education Commission (2007). Data are for 2004.

Table 4: Average Percent of Students Proficient, English Language Arts CST, 2006

Grade	9th Grade		10th Grade		11th Grade	
Student Group	Five-School Average	State Average	Five-School Average	State Average	Five-School Average	State Average
Economically Disadvantaged	31	27	35	21	28	21
African American	29	28	26	22	30	21
Latino	35	28	32	21	28	21
All	37	44	37	37	34	36

Outcomes at the Specific Schools

June Jordan School for Equity

June Jordan's estimated graduation rate for its first graduating class in 2007 was 95%, using the state's formula for calculation, which adjusts for transfers. Of the students who did not graduate in 2007, 2% were still in school, aiming to finish in 2008. Even more remarkable is that 95% of this first class of graduates was admitted to college, and 73% of the students were admitted to 4-year colleges, including 63% 20 High Schools for Equity of African-American students and 77% of Latino students. College admissions included University of California campuses at Berkeley, Davis, and Santa Cruz; Clark Atlanta University; Dartmouth College; Rochester Institute of Technology; Smith College; Virginia State University; and Yale University; as well as many of the California State campuses

Leadership High School

Leadership High's practices and commitments enable the school's African-American, Latino, and low-income students to perform significantly better than their peers do at other high schools they would have attended on the south side of San Francisco.

For example 41% of LHS's low-income students scored proficient on the 10th-grade English Language Arts CST in 2006, compared with 7 to 27% of low-income students from nearby schools. The differentials were equally large for African American students (32% scored proficient, compared with 6 to 9% of their peers at nearby high schools) and Latino students (28% scored proficient, compared to 9 to 17% of their peers at nearby high schools). In 2007, the state-reported graduation rate was 87%, substantially higher than that of most urban high schools. Perhaps even more impressive, in 2006, all graduates completed the A-G courses required for admissions to the UC/CSU system, a rate almost three times greater than the statewide average and from three to ten times higher than that achieved by African-American and Latino students in neighboring city schools.

Finally, Leadership High sends nearly all of its students to colleges nationwide, many of them quite prestigious. For example in 2006, 97% of graduating seniors went to college, and more than two-thirds enrolled in 4-year colleges, including UC Berkeley, UCLA, UC Santa Cruz, UC San Diego, Barnard College, Wheaton College and Stanford University. Of the two students who did not enroll in college immediately, one is playing pre-professional soccer and the other joined the Air Force; both have plans to return to college when the time is right for them

New Technology High

African-American and Latino students at New Tech have higher API scores than do students at the comprehensive high schools they would have otherwise attended. For example, the New Tech African-American students' average API score of 688 compares with 522 to 606 at nearby high schools serving similar populations of students. Similarly, New Tech's API score of 629 for Latino students compares favorably to the 531 to 610 recorded for other schools. Furthermore, before they graduate, New Tech graduates take the A-G requirements and community college courses, as well as participating in community service.

All the school's graduates in the class of 2007 were admitted to post-secondary education, with 42% admitted to four-year colleges. Students are attending University of California campuses at Berkeley, Santa Cruz, San Diego, Davis, and Merced; California State College campuses at Chico, Humboldt, and Sacramento; and private colleges like Howard University, an historically black college in Washington, DC, and Neumont College, a project-based learning college in Utah.

Stanley E. Foster Construction Tech Academy

Stanley E. Foster Construction Tech Academy's (CTA's) instructional model is narrowing the achievement gap and building a more promising future for CTA students than they would have experienced otherwise. For example, on the 10th-grade English language arts CST in 2006, 35% of CTA's African-American students scored "proficient," compared to 25% and 22% of their peers in the district and the state, respectively. Similarly, 37% of Latino students at CTA demonstrated proficiency on the same test, compared to 21% in the district and state. Furthermore, 35% of socio-economically disadvantaged CTA students scored proficient, compared to 24% and 20% in the district and state, respectively.

The school prepares its students well for careers and college. Of the 2007 graduates (who represented 99% of students enrolled four years earlier, adjusted for transfers), 100% went on to college, apprenticeships, or the military. Fully 81% were accepted to college, including 36% to 4-year colleges, primarily in the University of California and California State University systems.

(II) Portland Public Schools Racial Equity Policy

In June of 2011, The Portland Public School Board unanimously adopted a deliberate and comprehensive racial equity policy. The policy seeks not only to attain educational equity among its students, it further seeks to utilize the lens of race and equity in evaluating and producing future policies, programs, practices, and decisions, in order to achieve more equitable future outcomes in education (The Board of Education for Portland Public Schools).

Portland's Racial Educational Equity Policy

The Portland School Board defines educational equity as "raising the achievement of all students while (1) narrowing the gaps between the lowest and highest performing students; and (2) eliminating the racial predictability and disproportionality of which student groups occupy the highest and lowest achievement categories." The Board has established 6 goals that are aimed at achieving racial equity for students:

1. The District shall provide every student with equitable access to high quality and culturally relevant instruction, curriculum, support, facilities and other educational resources, even when this means differentiating resources to accomplish this goal.
2. The District shall create multiple pathways to success in order to meet the needs of our diverse students, and shall actively encourage, support and expect high academic achievement for students from all racial groups.

3. The District shall recruit, employ, support and retain racially and linguistically diverse and culturally competent administrative, instructional and support personnel, and shall provide professional development to strengthen employees' knowledge and skills for eliminating racial and ethnic disparities in achievement. Additionally, in alignment with the Oregon Minority Teacher Act, the District shall actively strive to have our teacher and administrator workforce reflect the diversity of our student body.
4. The District shall remedy the practices, including assessment, that lead to the over-representation of students of color in areas such as special education and discipline, and the under-representation in programs such as talented and gifted and Advanced Placement.
5. All staff and students shall be given the opportunity to understand racial identity, and the impact of their own racial identity on themselves and others.
6. The District shall welcome and empower families, including underrepresented families of color (including those whose first language may not be English) as essential partners in their student's education, school planning and District decision-making. The District shall create welcoming environments that reflect and support the racial and ethnic diversity of the student population and community. In addition, the District will include other partners who have demonstrated culturally-specific expertise -- including government agencies, non-profit organizations, businesses, and the community in general -- in meeting our educational outcomes.

The Superintendent of the school system is tasked with creating action plans that have clear accountability and metrics, including the prioritization of staff and budget allocations, and that will result in measurable results on a yearly basis towards achieving the 6 enumerated goals. The Superintendent is required to give progress reports twice a year and provide updated action plans to the board annually.

Portland's Racial Equity Plan

The initial racial equity plan, implemented in the 2012-2013 school year, the Board identified 4 areas that were "key areas that require significant investment and attention in order to achieve racial equity in the district": (1) Culturally Responsive Teaching & Learning; (2) Culturally Responsive Workforce Development; (3) Culturally Responsive Family & Community Engagement; and (4) Cultural & Organizational Transformation. (The Board defines "cultural responsiveness" to mean "the knowledge beliefs, skills attitudes and practices that allow individuals to form relationships that create learning environments that support academic achievement and personal development of learners from diverse racial and cultural groups" (Portland Public Schools). See Equitable Curriculum section for more on school culture).

These 4 key areas stem from The Portland School Board belief that students of color can achieve academic and personal success when provided equitable access to common core courses and high quality teachers who demonstrate culturally responsive instructional practices; that the school system must recruit, hire, promote, and retain racially conscious and culturally responsive employees at every level; that focusing on majority culture communication style and pathways leads to an information gap for families of color, and thus there must be an increase in culturally-

specific family engagement opportunities; and lastly, that the school district must build a culture of inclusion and acceptance that actively challenges institutional racism through examining and dismantling systemic policies, programs, and practices that perpetuate racial achievement disparities through the use of disaggregated data and increased accountability for meeting the needs of communities of color. (The Board adapted these ideas from Randall B. Lindsey et al).

The initial racial equity plan listed 18 specific goals aimed towards achieving success in these 4 key areas. Specific highlights of the racial equity plan include:

1. Racializing special education data and providing teachers with culturally responsive strategies for students of color that are referred for special education;
2. Racializing Talented and Gifted (TAG) student data and amending the TAG identification process in order to "remove barriers for students of color and students whose first language is other than English";
3. Interviewing newly hired teachers, with a focus on teachers of color, to inform the recruitment and retention strategies;
4. Focusing on diversifying the substitute hiring pool; (5) facilitating development and adoption of an affirmative action policy;
5. Providing school-based monthly equity-focused professional development, led by Equity Teams;
6. Applying the Equity Lens Tool in the budget adoption and development process;
7. Improving data collection through disaggregation of key metrics, recommendations for more accurate race/ethnicity data collection, and increased use and variety of culturally sensitive data collection methods; and
8. Enrollment balancing in certain schools in order to increase the number and percentage of students of color who have access to a strong core program.

While the Superintendent is responsible for creating the plan, the Equity & Inclusion Council (EIC) is responsible for ensuring the successful implementation of the Racial Equity Policy and Racial Equity Plan. The EIC is comprised of individuals with sufficient leadership influence and authority to assemble resources and support needed to make change, and managers who can provide assistance in designing and deploying the Racial Equity Plan. The council is co-chaired by the Superintendent and a Chief Equity Officer (CEO). Members must represent key areas of focus in the equity work; represent multiple perspectives of school district leadership; and represent groups or departments that are specifically focused on the racial equity work for the district.

Portland's Racial Equity Lens

Lastly, for achieving a future of racial equity in its policymaking decisions, the Portland Public Schools have developed a tool with which it can view policy and practice decisions through the lens of race and equity. The Oregon Department of Education adopted a version of Portland's racial equity lens during the 2012-2013 school year.

The racial equity lens works by asking 5 questions for any policy, program, practice, or decision:

1. Who are the racial/ethnic groups affected by this policy, program, practice or decision? And what are the potential impacts on these groups?
2. Does this policy, program, practice or decision ignore or worsen existing disparities or produce other unintended consequences?
3. How have you intentionally involved stakeholders who are also members of the communities affected by this policy, program, practice or decision? Can you validate your assessments in (1) and (2)?
4. What are the barriers to more equitable outcomes? (e.g. mandated, political, emotional, financial, programmatic or managerial)
5. How will you (a) mitigate the negative impacts and (b) address the barriers identified above?

Need to Evaluate Racial Equity Policies

Given how recent the policies in Portland were adopted, whether they are/will be effective in achieving racially equitable outcomes in education remains to be seen. The Portland School Board acknowledges that these goals are long term and require a significant amount of work and resources in order to be implemented across all schools. Thus, in order to get a sense of the efficacy of this racial equity policy, it will take analysis of the performance of Portland's minority students during a number of years before 2012 compared to their performance over the coming years as the racial equity policy is implemented district-wide.

Taft High School, Cincinnati

Taft High School in Cincinnati Public Schools, Ohio is another success story. A newspaper headline in 2010 stated: *Taft High School celebrates turnaround – Dead-end school has become high-tech star* (Cincinnati.com, Nov 7, 2010). The school went from only a 21% graduation rate in 2002 to a 95% graduation rate in 2010, and from 28% - 42% of seniors proficient on math and reading respectively to greater than 95% for each. Discipline rates per 100 students improved from 78.7 to 7.3. Success was attributed to many factors, but key among them were:

- Recruiting a principal from the community (a Taft graduate) who cared deeply about the school and who was successful in motivating and empowering the teachers and staff to help the students excel. The principal, Anthony Smith, was quoted as saying:
  - ✓ "It's all about relationships. When kids believe that you really want them to be successful, they'll do whatever you want them to do…
  - ✓ Taft's success comes down to a lot of people who cared an awful lot, and who worked tirelessly on a turnaround plan with the attitude that failure was not an option...
  - ✓ When you take on this education thing, you have to be serious about it. If you mess up kids, you can't go back and fix them."
- Engaging with a corporate partner (Cincinnati Bell) that:
  - ✓ Funded significant technology upgrades for the school, located in a predominantly poor, predominantly minority section of the city
  - ✓ Provides tutoring, scholarships and internships for students

- ✓ Set up an academic incentive program in which it gives free laptops and cell phones to all juniors and seniors who earn a 3.3 grade point average and wires their homes with broadband Internet.

Chart 13. MCPS-Kindergarten

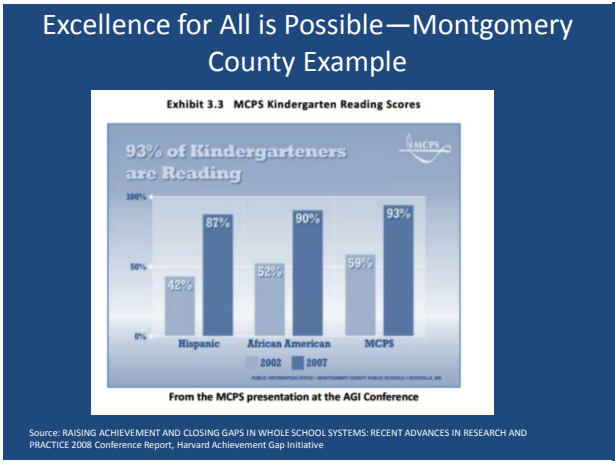
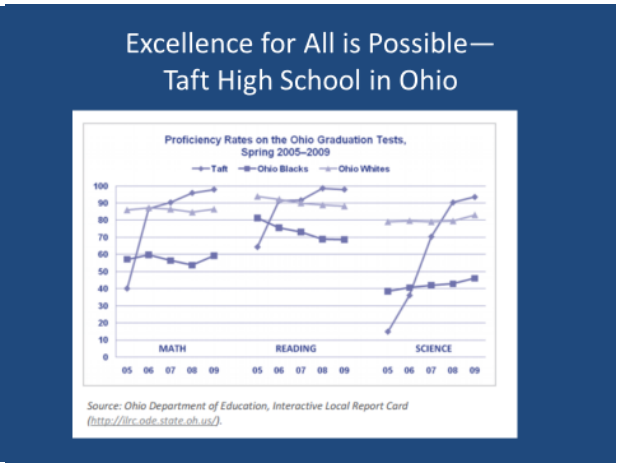


Chart 14. Taft High School



These examples confirm that excellence with equity is an eminently achievable goal and one that can be accomplished in a relatively short time frame. There are many alternative paths to get to the goal, but one common denominator appears to be clear focus and commitment. With a genuine focus on Specific, Measurable, Achievable, Results-oriented, Time Bound (S.M.A.R.T.) goals of equity and excellence, CHCCS can become a national model of success. Moreover, such success is likely to attract the type of corporate partnerships and funding that facilitated the rapid rise of Taft High School in Ohio. Apple has already indicated an interest in working with the district on innovative new approaches. Other sources of support are likely to follow.

North Carolina Schools

In North Carolina, there are several public (non-charter) elementary schools with at least 40 tests taken by African American students in which at least 75% of those students are achieving at levels considered on pace to be college/career ready, compared to an average of 25%-35% for elementary schools in Chapel Hill-Carrboro.

Table 1. NC Schools with Strong African-American Academic Performance

School	District	# African-American Tests	% African American of Total	% College/Career Ready on EOG
Bain Elementary	Charlotte-Mecklenburg	141	13%	75%
Collinswood Language Academy	Charlotte-Mecklenburg	143	15%	80%

Providence Spring Elementary	Charlotte-Mecklenburg	60	6%	83%
Weddington Elementary	Union County	49	5%	90%

Similarly, there are many North Carolina middle schools in which at least 20 African American students are given the opportunity to take Math I in 8th grade (standard path is to take Math I in 9th grade), and in which at least 70% of those students achieve at College/Career Ready levels, compared to 33% overall for African American students in Chapel Hill Carrboro taking the Math I EOC. Because relatively few middle school students in CHCCS take the Math I EOC, data is not available for middle school students in this district.

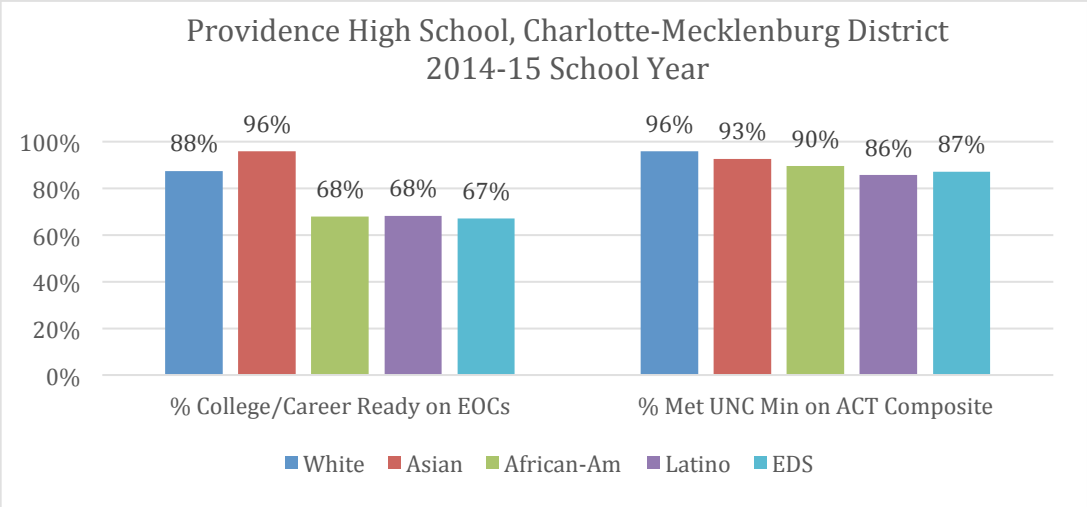
Table 2. NC Middle Schools with Strong African American Performance on Math I EOC

School	District	# African-American Students taking EOC Math I	% African American of Total Taking EOC Math I	% College/Career Ready on EOC
Bertie Middle	Bertie County	20	69%	80%
Francis Bradley Middle	Charlotte-Mecklenburg	21	17%	86%
J M Alexander Middle	Charlotte-Mecklenburg	31	30%	74%
Randolph Middle	Charlotte-Mecklenburg	48	23%	85%
Ridge Road Middle	Charlotte-Mecklenburg	57	44%	93%
Shelby Middle	Cleveland County	20	26%	85%
Rogers-Herr Middle	Durham County	47	52%	85%
Hanes Middle School	Forsythe County	28	11%	71%
Jamestown Middle	Guilford County	26	20%	85%

Leesville Road Middle	Wake County	26	11%	73%
(Individual middle school data not available for CHCCS due to small number of test takers)	Chapel Hill Carrboro	134		

Providence High School in the Charlotte-Mecklenburg district is another example of a suburban public school in an area comparable to Chapel Hill Carrboro in which the level of achievement, while not perfect, is more uniformly high. We suggest that more be done to understand how Providence and other schools in North Carolina (and pockets of success in Chapel Hill-Carrboro City Schools) have enabled a broader cross-section of their students to succeed academically.

Chart 12. Providence High School



Questions often arise regarding the extent to which schools can change if there has been a long history in which many students have not been reached effectively. The 2008 Conference Report of the Harvard University Achievement Gap Initiative highlights several cases in which dramatic improvements were made within a relatively narrow time frame. One was Montgomery County Public Schools (MCPS), in Montgomery County, Maryland. After "putting race on the table," in the words of Assistant Superintendent Dr. Frieda Lacey, and making a commitment to "do something dramatically differently" to ensure that all children were given a real opportunity to excel, the MCPS district set very aggressive goals for improved academic performance. Goals such as:

- Growing the percentage of kindergarteners reading books from 50%-60% in 2002 to 90% in 2007 through such strategies as going from half day to full day classes and reducing class size in areas of high poverty

- Growing the number of fifth grade students successfully taking sixth grade math to 5000 from 196 within three years through new teaching strategies
- Growing the proportion of all students taking AP classes to 80% compared to a statewide average of 35%.

While not perfect, the district made tremendous progress, and many of its high schools were rated by *US News and World Report* as among the top 100 in the nation. As a postscript, as MCPS demographics have continued to change, and leadership has changed, the district is once again under community pressure to maintain and expand past success in helping all segments excel.

Curriculum Design and Delivery that Promotes Equity

Schools that show demonstrable gains in equity across race share common features in their curriculum design and delivery. The following section shares those features. These schools demonstrate that students of color and all students can have full and equitable access to a high level, rigorous, engaging curriculum that prepares them to understand both how to navigate a racist world while creating a more equitable one.

Curriculum includes both mandated content and skills as well as guidelines for pedagogy.

Schools that recognize and directly address the persistent, though often unintentional or unconscious, structural racism that undergirds policy, practice, and decision-making at the district and school level, can achieve equity.

Curricula that focus on eliminating race inequity do not disregard other aspects of equity – class, gender, or sexual orientation, for example. Rather, becoming aware of how racism operates in the schools can actually help foster equity across multiple identities; multiple forms of oppression and inequity are interrelated. However, at the same time, research shows that race 'trumps' other aspects of identity every time. Curriculum that harbors racial bias has the most detrimental affect on students of color. They experience the greatest achievement and discipline gaps in the district.

A race-conscious/racial justice lens must permeate all district practices. Any program or policy or change implemented without an analysis of structural racism, without this critical lens will benefit white student and fail to serve students of color.

Common features of equity-achieving curricula: **Pedagogy & Content**

Non-tracked learning groups

Tracking does not support success for students of color and students from low socioeconomic backgrounds. In national and North Carolina-based studies, tracking has repeatedly been shown to hinder the performance of previously low-performing students, especially at the middle and high school levels (national: Burris et. al, Burris & Welner, 2006; Oakes, 2005; NC: Tyson, 2011; Michelson & Everett, 2008; Watanabe 2008). In addition to hindering academic

performance, tracking leads to negative social and emotional consequences for low-tracked students (Rubin, 2001; Watanabe, 2008, Weinstein, 2002).

Tracking prevents full school integration because it results in in-school segregation (Oakes, 2005). It increases segregation for students of color and materially poor students, both of whom are disproportionally represented in lower-level classes (Watanabe, 2008). Providing competent instruction within each track or within each leveled classroom on its own will not overcome the multiple negative effects of tracking. Tracked classrooms still affect how teachers think about students and how students think about themselves. "The hierarchical nature of grouping practices always privileges one group of students over another" (Watanabe, 2008, p. 524).

In contrast, detracking has shown to have positive benefits for students of color (Boales & Staples, 2008; Burris et. al., 2008; Rubin, 2008). Studies of detracking provide evidence that it does not hinder – and can have benefit for – the achievement of students with higher levels of academic achievement (Burris, 2010; Garrity 2004). Detracking can lead to more open and productive conversations on race within the classroom (Rubin 2001).

Schools that successfully detracked grouped students in heterogeneous classrooms in all subject areas and provided access to the same high-level curriculum to all students. In tandem with de-tracking, schools implemented a variety of strategies to support struggling students. For high school level classrooms, strategies include:

1. Implementing *complex instruction* design for all subject areas, which defines success in multiple ways (Boaler & Staples, 2008; Cohen, 1994; Cohen & Lotan, 1997).
2. Training teachers to practice *assigning competence*, "a practice that involves teachers raising the status of students that may be of a lower status in a group, by, for example, praising something they have said or done that has intellectual value, and bringing it to the group's attention; asking a student to present an idea; or publicly praising a student's work in a whole class setting" (Boaler & Staples, 2008, 632).
3. Providing support classes for students who need additional support in reading, writing or math every other day and moving students in and out of support classes as needed (Garrity, 2004). Creating structure to all support classes to be taught by students' regular math and English teachers (Garrity, 2004).
4. Implementing block scheduling (Boaler & Staples, 2008).
5. Expecting all high school students to take calculus and creating semester-long math courses, allowing students to take more math classes (Boaler & Staples, 2008).
6. Organizing curriculum around theme-based units.
7. Focus on "groupworking" mathematical problems (Boaler & Staples, 2008; Horn 2005).

At the elementary school level, tracking often comes in the form of ability grouping. Like other forms of tracking, an over-reliance on ability grouping has negative consequences for students of color. One researcher found that ability grouping "is an important mechanism through which schools *exacerbate* inequality in academic skills" *and* that such grouping hinders the ability of lower-leveled students to catch up to peers placed in higher groups (Condron, 2008, 386). Furthermore, ability grouping causes teachers to hold more negative perceptions of students in lower level groups and limits the amount and complexity of the instruction those teachers give to students assigned to lower-levels (Chorzempa & Graham , 2006). These effects and the negative

impact on academic achievement are especially acute among black and Latino students (Lleras and Rangel, 2009). In schools that de-tracked their elementary school classrooms, teachers were trained to implement classroom practices that foster heterogeneous ability grouping and schools ensured all students had access to grade-level reading and math for the entire academic year.

Access to gifted education for all students

Like tracking, gifted education produces in-school segregation. Students of color nationally and across North Carolina have inequitable access to gifted education programs (Ford et. al., 2013; Ford et. al, 2008; Watanabe, 2008). This is true at CHCCS, where students of color are grossly underrepresented in the AIG program.

The notion of "gifted" is itself problematic. The current means to identify 'giftedness' looks at a narrow set of skills and over-relies on standardized test scores (Baldwin, 2010). Access to gifted programs is often not the result of students' special abilities but rather teachers' subjective (and often racially biased) perceptions of students and/or parents' (in)ability to advocate for their children's admission to gifted programs (Watanabe, 2008). These issues make the AIG program in CHCCS yet another form of racialized tracking.

There are examples of school districts, such as Rockville Center, that have successfully re-organized their gifted education program to one where all or most students receive gifted education services (Garrity, 2004; Burris, et. al. 2008). These programs identify and foster the various strengths unique to each student. Garrity (2004) states:

> Over a four-year period, we were able to phase out the exclusive gifted and talented program and blend that curriculum into each elementary classroom, using a new district-wide enrichment program known as STELLAR (Success in Technology, Enrichment, Library, Literacy, and Research). Staffing at each elementary building includes a STELLAR teacher who supports each classroom teacher by enriching the grade-level curriculum. Students participate in both whole-class and small-group investigations that encourage in-depth study in areas of interest.

Race-conscious curriculum

Theresa Perry, in her essay on *The African-American Philosophy of Education* (2003), speaks to the historic struggles by the African-American community for equity in resources (facilities, pay, materials) as well as in intellectual capital, both occurring in the context of an assumption of deficit. She turns the commonly repeated trope of black students doing well as "acting white" on its head by pointing to the more devastating cultural story that "being black was not compatible with being smart" (p. 36). At its heart, a strong anti-racist, culturally relevant pedagogy takes on this prevailing and dominant assumption of black intellectual inferiority by grounding learning in a pedagogy of race equity and justice.

Schools that achieve equity create a school culture and teaching practices that are grounded in the belief of the potential and brilliance of students of color. They do not adopt a curricular approach that "reduces culture to decontextualized practices" (Perry, 58) but instead actively challenge the status quo. Successful curricula aggressively combats the unspoken assumption that students of color should assimilate into a white learning culture that values certain kinds of

(white) intelligence and a narrowly defined (white) idea of "success." Schools with a racial justice approach to schooling address head on the drive towards an assimilationist culture that "affords automatic advantages to those who come to school with a lot of cultural capital" (p. 85) while undermining those who don't. Perry defines cultural capital as "not just dispositions, practices, language use, and experiences but also those qualities associated with what it means to be white… subordination of emotions to reason, the ability to present a disciplined exterior, and to constrain body movements" (p. 85).

Race conscious curricula that successfully shift away from a learning culture detrimental to students of color:

1. include a race-based history of the United States;
2. include a critical exploration of how that history continues to impact people of color and white people on the local, state, and national level;
3. view knowledge critically (as opposed to an assumption that knowledge is infallible) (Ladson-Billings, 2009, p. 89); and
4. understand excellence as complex and take student diversity and individual differences into account (rather than seeing them as a unilateral standards independent of the student; some might understand this as a growth model or mindset) (Ladson-Billings, 2009, p. 89).

Culturally relevant teaching and curriculum

Gloria Ladson-Billings, in her landmark book *The Dreamkeepers: Successful Teachers of African-American Children* (2009), lays out key principles for culturally relevant teaching and curriculum that are features of strong equity practices.

Ladson-Billings describes culturally relevant teaching as that which (p. 89):

1. provides content that is interesting and engaging for all students, including students of color;
2. views knowledge as continuously recreated, recycled, and shared (as opposed to passed only from teacher to student);
3. positions the teacher as passionate about content (as opposed to detached or neutral); and
4. positions the teacher as someone who helps students develop skills (rather than expecting them to demonstrate prerequisite skills).

In addition, a culturally relevant curriculum takes advantage of students' community cultural wealth, which:

1. encourages some level of educational self-determination, the engagement of students and their families in identifying what they want to know and do;
2. honors and respects the students' home culture by offering an accurate and fair representation of the cultures present in the classroom and community; and
3. helps students of color (and therefore all students) understand the world as it is and equip them to change it for the better (p. 150-3).

Some schools have chosen to adopt these principles through a problem-posing curriculum practice. Such a curriculum is:

1. **Led by student voices and concerns**. Brian Schulz, in his book Spectacular Things Happen Along the Way (2008), describes how he constructed a year-long fifth grade curriculum in an urban Chicago school starting with questions to which students wanted answers. The result was a rich exploration of history, math, science, and civics, all requiring increasingly strong writing and speaking skills and leading, for example, to students preparing for, interviewing, and debriefing a range of public figures including local and state politicians on their positions related to public schooling specifically because their school was so inadequate.
2. **Focuses on enduring understandings**. Nieto and Bode, (2011, 345) note the importance of creating the ability to access knowledge that "will endure long after the books are closed and years after the students leave their classrooms."
3. **Prioritizes critical questioning**. Mary Ann Cowhey, in *black Ants and Buddhists* (2006), shares what she learned as a result of developing and teaching a social justice curriculum to racially diverse first and second graders over a nine-year period. The book is a primer in how to help students think critically about their world, how to make connections between their lives and the larger world, and how to handle the controversy and emotion that arises when teaching this way. Cowhey scaffolded lessons (see Ladson-Billings' list above) to offer the information and skills students needed to pose and explore questions about assigned topics. For example, she taught a required unit on Christopher Columbus by first reading the traditional "Columbus as hero" version of the story and then reading Jane Yolen's *Encounter*, which tells the story from the perspective of a fictional Tainos boy. She then asked a series of inquiry questions about which version was true and why, which led to engagement with the concept of research and the question, "how do you get at the truth?" The first grade class discussed what it meant to look for evidence, the idea of primary sources, and the need to generate additional questions that they then answer collaboratively. Cowhey followed by leading her students in an activity where three students stood at different points in the room to witness a fourth student enter the room and do a few different things as he walked across the room. Each "witness" is then debriefed, which introduced the idea of multiple perspectives. Cowhey used a number of resources to develop and teach this curriculum, including resources from the organizations Rethinking Schools and Teaching Tolerance.

Peer to Peer learning

Schools that are succeeding in their equity goals allow teachers freedom to identify what works for students of color. They institute methods of accountability at the school level to ensure that practices are learned, adapted, and extended among faculty (while recognizing that no two teachers or set of students is alike). They also institute methods of accountability at the district level to ensure that practices are learned, adapted, and extended among the schools in the district (while realizing that no two school settings are alike).

Nurturing a culture that allows for and fosters productive conversations about race

Finally, schools and districts that make tangible gains in racial equity talk about race. School and district leaders actively seek to build consensus in the community that a racially just school system is in the best interest of all students and community members.

VII. Our Analysis: What Do We Make of What We've Learned?

Chapel Hill-Carrboro City Schools have long enjoyed a reputation as among the best in the state. We have excellent graduation rates and comparatively high SAT scores. What these statistics reflect is a district with high numbers of white, affluent, well-educated families. What is masked in the numbers is a tale of two school districts: one that serves its white clients very well, while black and brown students have a very different set of educational experiences. We know that our district is not unusual in this respect. We know that the crisis we are observing is a crisis across the nation and it is almost impossible to find a school, indeed an institution of any sort, where outcome is not predicted by race.

This may seem like a hopeless situation or a problem too large to solve, but we are not daunted because we know that most institutions, including schools, have failed to do the one thing they might do to turn this situation around: approach inequities by addressing the root causes that have their history in a nation built on beliefs, principles and practices that uphold white rights, privileges, and advantages. We have yet to address racial inequities by addressing the structural and institutional racism that have created and continues to create them.

We have tried to provide extra help to those at the bottom, or to mete out extra punishment, in the hopes that we can improve them or remove them. But even when we are successful in providing a few children better opportunities through a school enrichment program, this does nothing to change the overall environment that continues to put our black and brown children at risk the moment they enter our schools.

Cannot solve a race-based problem with a race-neutral solution
When we are not trying to reduce the gaps by addressing the deficiencies of students and families of color, we try race-neutral solutions like improving instructional methods or employing more positive discipline strategies. While these solutions may be beneficial to students overall they will do nothing to address the disparities because, as teachers, parents, and students consistently told us in the listening sessions, these disparities are rooted in race. You cannot solve a race-based problem with a race-neutral solution.

Need to develop racial literacy
So how do we address the harmful impacts of race and racism? It will require dedication to ongoing study and engagement that educates us about our national history and manifestations of white rule and affirmative action that we'd like to forget or deny.

In "White Man's Guilt" James Baldwin said, "People who imagine that history flatters them (as it does, indeed, since they wrote it) are impaled on their history like a butterfly on a pin and incapable of seeing or changing themselves or the world. This is the place in which it seems to me most white Americans find themselves. Impaled. They are dimly, or vividly, aware that the history they have fed themselves is mainly a lie, but they do not know how to release themselves from it, and they suffer enormously from the resulting personal incoherence."

Training is needed for almost all of us who would try to dismantle racism and its ongoing damage. We need training in the racist history of our country, and we need to provide it to our students, too, so they can better understand why the world looks the way it does, why they find

themselves and their families advantaged or disadvantaged in certain ways. When we are not told the truth, we are left to figure things out on our own. As Baldwin says this may result in personal incoherence. And it also results in implicit or unconscious racial bias.

Need to understand and address implicit racial bias

When we look at the toxicity of the public education system for students of color, one of the poisons in "the lake" is implicit racial bias. Implicit bias can be defined as attitudes or stereotypes that affect our understanding, actions, and decisions in an *unconscious* matter. All educators know that stereotypes are bad and want to believe that they don't have them. Almost all who work in our schools want to bring their best intentions and understandings to their work with each other and with the children they serve. But we are learning more each day about the extent to which our unconscious brains trigger our emotional reactions and influence our decisions. Unconscious associations about categories of people (e.g., men, women, young, old, tall, short, British, Chinese, black, white, Southerners, Californians) are shaped throughout life, beginning very early, by everything around us and these associations take up residence in our unconscious brains.

Most unconscious associations are necessary for our safety, survival and efficient movement through life. But sometimes our unconscious minds go against our professed beliefs and best intentions, thwarting our goals and creating unintended harm.

Almost all of us have implicit racial bias by virtue of having grown up in a racialized country. Research at Harvard using the Implicit Association Test has shown that a very large percentage of white Americans show positive bias toward white people (as opposed to African American) and that around 50% of African American people also have more positive bias toward white people.

Fortunately good training is available on implicit bias that elucidates how and why biases are formed, how they can be harmful, and most importantly what we can do to reduce bias and hold it in check.

Need to eliminate disproportionality in discipline

In early 2013, over 200 Chapel Hill and Carrboro parents, students, teachers, administrators, lawyers, judges, police officers, and community advocates gathered in a community forum to discuss the problem of, and possible solutions to, disproportionate and criminalized student discipline. Since that time the District has begun tracking and reporting discipline data ranging from office referrals to suspensions with the goal of reducing in-school and out-of-school suspensions and referrals to juvenile court. With closer attention and greater accountability the data show some small improvements in this area of inequity, but the black students are still suspended at eight times the rate of white students.

The largest disparities in office referrals are the categories that allow teachers and administrators wide leeway in interpretation: defiance, disruption and disrespect (Williams, 2015). This is almost certainly due to implicit bias. In one of the listening sessions, a white teacher said, "White people are more afraid of the same behavior if it comes from a black child." In this statement we hear the narrative of white police officers who have shot, and sometimes killed, unarmed black

men or youth. We can see how unconscious bias, if not acknowledged and held in check, can lead to harmful, tragic, albeit unintended, results.

We are aware that the district has been taking many measures to address disproportionate discipline, including tracking and reporting the data, bringing more standardization and objectivity to referable disciplinary offenses, increasing the use of PBIS and restorative practices, and revising the memorandum of understanding that governs the interactions of school resource officers (law enforcement officers) with our students. Implicit bias training followed by the creation of best practices and tools for reducing bias should also have a significant impact on reducing disproportionality by holding white students more accountable for their behavior while not overreacting to behaviors of students of color.

Need to rethink tracking

Based on our research and our meetings with various groups of stakeholders (parents, teachers, students) and our understanding of recent racist events in our schools, the need to create more heterogeneous environments for our students becomes an imperative. In order to "stop living divided lives", students need to be working collaboratively in classes that represent the ethnic percentages of our community. Students of all colors need to listen to each other, recognize the gifts that each of them brings to learning, and begin to understand more deeply the histories and cultures that each of them contributes to the learning experience. This means that we need to minimize and hopefully eliminate tracking in our schools. In *Despite the Best Intentions* by Lewis and Diamond, research based on a school system similar to ours demographically, a school counselor describes the school environment: "So we have great diversity at this school, but it's like two ships traveling in parallel lines – they don't even really cross." This could be a description of the Chapel Hill-Carrboro Schools, particularly at the middle and high school levels.

Detracking the schools is not for the sole benefit of the students of color; our white (and often Asian) students are being deprived of the valuable experience of working with a culturally rich array of peers, an experience that will prepare them for the increasingly culturally diverse world they will be moving into. The teachers and students we met with reinforced this thought.

Research supports the practice of providing a challenging rich curriculum to all students. By maintaining standard and honors classes that are racially identifiable, we unfortunately exhibit our support for the concept that one group will have a different curriculum that is less intense and less challenging – a reality that takes place in practice if not in concept. Often, students who take standard classes are simply fulfilling their own self-perception that they are "not good in school" or "in a particular subject" – a self-perception that has been shaped by the surrounding societal structures.

Steele and Aronson did studies of "stereotype threat" and found that context was much more important than any unfounded determinations of "ability." According to the authors intellectual competence is not just something in a person's head, rather it is quite literally the product of real or imagined interactions with others. How a student construes the way he or she is viewed and treated by others matters a lot: how welcomed or excluded, how respected, how tuned in to

others' difficulties and triumphs – these perceptions can exert a profound influence on intellectual competence, on motivation, and ultimately upon a student's academic self-concept.

If AP classes are to be continued, then there needs to be much more effort put forth to include a culturally diverse array of students. By providing support structures for these students, they can be successful. We learned this by looking at school systems across our country that have taken the risk and are having success. In our system, too often a single student of color is placed in an AP class with no support for ensuring success. The students who have experienced this (in both AP and honors classes) describe feeling isolated and used by teachers as "the minority voice." This is not conducive to genuine conversations that lead to deeper learning among all students.

As a school district, we must design schools where all students have frequent opportunities to work together, learn from each other, and develop a sense of academic worth. School structures and organization have a deep, long-lasting and insidious effect on student self-perceptions and motivation. We must take a hard look at our "status quo" high schools and have the courage to make a change based on research and our stated goals of establishing equity and closing the gap.

Issues of accountability

Chapel Hill-Carrboro City Schools District's program for compensation, professional growth, and leadership should have as its foundation the analysis of race as the lens to understanding the district's commitment to equity and excellence. We hope that the three tenets of Project Advance: Credits for Practice and Outcomes, Levels for Career Advancement, and Roles will all reflect the ability to impact the issue of equity and have education for diversity as a priority. The district's commitment to demolishing its institutional barriers that hinders the elimination of racial predictability and disproportionality should be embedded in the implementation plan for Project Advance.

Compensation rewards should also have as a major component teachers' knowledge, skills, and dispositions to promote high achievement and closing the achievement gap. One area of the district's Professional Growth tenet in Project Advance should center on education on race and examining personal racial implicit biases while providing educators with skills to eliminate racial disparities in achievement and advancement.

The alarming findings of our report on District outcomes and school climate, combined with the promise reflected in some schools that are making faster progress, demands that we work together quickly and deliberately to develop and implement a comprehensive plan that courageously and completely addresses the inevitable institutional racism that characterizes the majority of American schools. This type of racism is almost never intended, and is often hard to recognize until we are able to see through the lenses of racial literacy. But until we are able to face the past racially-distorted way of life that continues to shape our present, we will not be able to realize the future for which we long.

The equity plan for CHCCS cannot be another program or set of programs. It must be a new school environment, a new school culture. It must be how the schools are run at every level. Our goal must be excellence exemplified by equity and justice creating and preparing our children for a changed world that exemplifies our highest ideals as a society.

VIII. Recommendations

Based on the research and analysis presented here, we have a number of recommendations for how the experiences and outcomes of students in the Chapel Hill-Carrboro Schools can be both excellent and equitable across race. Our goal is for all children to thrive in a supportive learning environment, growing in the knowledge and skills necessary to successfully move into post-secondary education or a good job upon graduating high school. We know you share this goal.

And our schools will never be excellent until they are also equitable, meaning that:

a. Outcomes in achievement cannot be predicted by race.
b. Participation and success in gifted and advanced coursework are comparable across race.
c. Attendance, successful course completion, graduation and drop-out rates cannot be predicted by race.
d. Discipline practices, including suspensions, cannot be predicted by race.
e. Students' experiences at school including feelings of belonging, self-esteem, and academic self-esteem will not vary by race.

We have divided our recommendations into eight broad categories that we think must be included in any strong equity plan. Considered together these categories cover the breadth of school experience, the only way to achieve true racial equity. It can never be viewed as a program or an initiative. Once we are able to understand and address the true roots of inequity that are based in our history and its resulting belief systems and economic, political, and social structures we will be on the road to righting past wrongs and achieving --through excellent equitable education-- the opportunities that a true democracy guarantees to all its citizens.

EQUITY GOAL 1. Access and Inclusion

All students have access and are included in rigorous and relevant coursework, extracurricular, college & career prep, other social and leadership opportunities.

Recommendations

1. Establish a goal of achieving 10-15 percentage point improvement each year in the proportion of African American, Latino, and Economically Disadvantaged students who score at college/career levels on EOCs and EOGs.
2. Develop a plan to detrack middle and high schools by Fall 2016.
3. Expand gifted programming to include all students by Fall 2016.
4. Investigate disproportionate access and participation in sports and other extracurricular activities and identify cultural, structural or socioeconomic barriers that can be reduced or eliminated by April 2016.
5. Investigate disproportionate access & participation in student government and other school-based activities and identify cultural, structural or socioeconomic barriers that can be reduced or eliminated by April 2016.

6. Develop a plan to ensure that every child has equal access to counseling for college and career planning such that students and their families get the help they need to have a viable plan for post-school education or employment that aligns with the student's goals.

EQUITY GOAL 2. Personnel and Climate

District leadership builds consensus within the district and across the community that there is no excellence without equity, and that a racially just school system is in the best interest of all students and community members.

Recommendations

1. Develop a mandatory professional development for all district personnel in racial literacy and cultural competency including:
    a. The science of implicit bias and how implicit bias can undermine our highest values and goals unless strategies are in place to check and reduce bias.
    b. Historical, cultural, institutional and structural racism and how it impacts educational outcomes.
    c. Consider the Racial Equity Institute or similar 2-day trainings, followed by school-based opportunities to debrief, deepen and apply training concepts on an on-going regular basis.
2. Develop and sustain a district culture that allows for and fosters productive conversations about race.
3. Recruit, employ, support and retain racially literate, culturally competent and linguistically diverse administrative, instructional and support personnel.
4. Ensure that the teacher and administrator workforce in all schools and units reflect the diversity of our student body, striving for over-representation of groups that have been marginalized (i.e., African American and Latino students).
5. Encourage Human Resources to recruit in markets with diverse candidates, but show caution in recruitment of international candidates who rarely have the racial context necessary to further equity goals.
6. Offer a caucus or support group for teachers and staff of color that is not overseen and managed by district administrators.
7. Train principals on how to be intentional in all decisions regarding their school's equity team--from the people they choose to become part of the team to the training they offer staff.
8. Ensure that the school environment reflects diverse cultures - including texts, music, learning materials, wall displays, and physical environment.
9. Continue to develop, implement, and evaluate the use of Student Six as an equity training strategy.
10. Embed accountability to the district's equity plan in all levels for career advancement in Project ADVANCE.
11. Develop and implement a reporting process for students and staff around the issue of inequitable processes, practices, and incidents.
12. Develop and implement strategies to engage students in the development of policies and practices that impact school climate.

EQUITY GOAL 3. Racially Literate Curriculum and Instruction

Eliminate racial bias and promote racial literacy in expectations, curriculum, and teaching methods.

Recommendations

1. Develop or adopt race-conscious curriculum (that acknowledges US history, policy and practices of white advantage and the concomitant oppressions of people of color) across grade levels.
2. Develop and implement culturally integrated curriculum across grade levels that offers counter narratives to dominant white normalcy and superiority.
3. Assure the use of instructional methods that are known to be equally effective across racial and socioeconomic groups.

EQUITY GOAL 4. Disciplinary Policies and Practices

Discipline policies and practices are in the best interest of supporting the student's educational experience and are applied equitably across race.

Recommendations

1. Continue data collection, analysis and examination of discipline data at the school level.
2. Continue conflict resolution/restorative justice (Restorative Circles) training and implementation across all schools. Document and evaluate implementation and outcome of restorative practices.
3. Adopt objective criteria for office referrals, to decrease the chance that racial bias can influence discretionary decisions regarding student behavior.
4. Complete the revisions discussed by the School Board and adopt immediately the Memorandum of Understanding between the District and local police departments regarding the role of School Resource Officers (SROs) that has been under development and consideration for the last 18 months.
5. Develop a plan to replace SROs with school-based programs that have been shown to increase safety and security.

EQUITY GOAL 5. Resource Allocation and Distribution

Resource allocation and distribution is transparent to the citizens of the District and reflects values of excellence and equity.

Recommendations

1. Tie district and school leaders performance incentives to achievement of district and school equity goals
2. Use a racial equity analysis to examine and shape economic policies and practices of the district (related to wages, contracts, and student and family access and opportunity) in such a way that they help create, rather than inhibit racial equity.

3. Modify budget development and reporting practices so that they are more inclusive and transparent.
4. Create online dashboard making enrollment, financials and academic performance for each school by race and income readily available. Update mid-year and end of year.
5. Correct online enrollment information to include current data for every school, and add reporting that highlights trends (total enrollment, enrollment by race over time).
    a. Separate individual school and district budgets and financial statements and include in online reports. Include demographics and EOG performance by race and income for each school.
    b. Clarify how resources are allocated to classrooms, programs, and overheads.
    c. Report enrollment, costs and outcomes by program.

EQUITY GOAL 6. Broad-based Community Participation in Equity Plans

The input and engagement of all family and community members is sought, valued and responded to with respect.

Recommendations

1. Include two or more community-based equity advocates in the extensive review of the Gifted Program that began this school year.
2. Develop and implement a plan that ensures the participation of community-based equity advocates (e.g., Campaign for Racial Equity, NAACP, Organizing Against Racism, Justice United) in the development of race-conscious curriculum, including the selection of texts.
3. Use PTA, community partners and other mechanisms to educate all parents about white privilege and how it relates to historical, institutional and cultural racism. Include an analysis of how continued inequities harm us all economically, socially and spiritually.
4. Create and share vision – in partnership with community – of what an excellent equitable school district would look like, and what the students would look like who were products of such schools.

EQUITY GOAL 7. Clear Equity Plan with Explicit Thoughtful Racial Equity Goals

The district embraces and leads on an equity plan that includes an implementation timeline, specific goals and tasks for all school district personnel and accountability mechanisms.

Recommendations

1. Ensure that the district equity plan that is under development gives careful consideration to the report and each recommendation developed by the Community Campaign for Racial Equity (CCRE). The CCRE would like an opportunity to hear feedback from the district equity program on each recommendation and the likelihood of its implementation.
2. Ensure that the plan includes clear, explicit and aligned goals at every functional level of the district. In other words, the School Board needs clear, explicit, and thoughtful equity goals. The Superintendent needs clear equity goals. The maintenance staff, the afterschool caregivers, the principals and assistant principals, the teachers, the teacher

assistants, the counselors, the social workers – everyone who plays a role in providing a public education to our children needs to know what race equity looks like in their specific role.
3. Ensure that racial equity plan includes implementation strategies and accountability mechanisms to ensure consistent, continuous, and faithful implementation of plans.
4. Designate a timeline for implementation and identify who is accountable for consistent, continuous and faithful implementation.

EQUITY GOAL 8. Accountability

There is a clear mandate for accountability for equitable outcomes, as listed above, from the Board of Education, District leadership, faculty and staff.

Recommendations

1. Adopt or develop equity assessment tools to guide and assess progress toward equity goals. Progress will be reported on a quarterly basis and if progress is lacking, new strategies will be developed, implemented and documented.
2. Develop clear accountability mechanisms for classroom, school, and district equity goals, providing necessary training and support for the achievement of goals. Performance measures and consequences (e.g, promotion, advancement, supervision, probation and termination) should be tied to personnel effort and achievement of equity goals.
3. Hold administration personnel accountable for equity outcomes in their area of responsibility.
4. Hold the superintendent accountable for equity outcomes in the district.
5. Board of Education is also held accountable for outcomes in the district and for assessing the success of the superintendent in making significant gains in racial equity.
6. Host an annual state of the district meeting and openly discuss progress toward closing the achievement gap.

In closing…

Former secretary of education, Arne Duncan, said, "Education is the great equalizer. It should be used to level the playing field, not to grow inequality." Our nation has yet to realize its self-proclaimed value of equality for all.

While the un-level playing field created by hundreds of years of inequality contributes --even today-- to inequitable educational experiences, we believe that our progressive community, rich in resources for education, will be able to rise to the challenge of creating bright futures for all our young. Coming to understand and face our racial past is the key to repairing the breach and moving into the 21st century, freed from the specious and noxious notion of a people divided by race.

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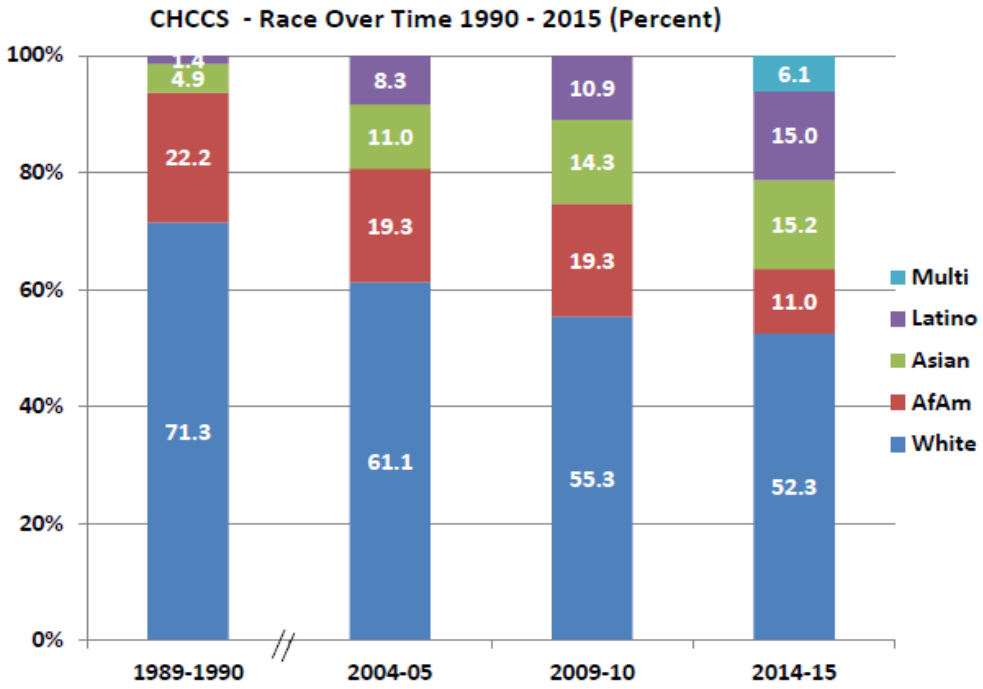
X. Appendices

APPENDIX 1. Change in CHCCS District Racial Composition Over 25 Year Period

Change in Racial Composition over a 25 Year Period.



APPENDIX 2. Listening Sessions Protocol

Campaign for Racial Equity in the Chapel Hill-Carrboro City Schools (Summer 2015)

I. PURPOSE

One purpose is to better understand the stories and lived experiences (of students, parents, and staff) behind the numbers (the "hard data") that document persistent racial inequities. These are the basic questions we want to learn more about from key stakeholders (students, parents, staff).

1. What can we learn about the roots of the inequities?
2. How does race shape the culture, climate, and practices of CHCCS?
3. What are examples of #2?
4. What measures are taken to address inequities? How have these worked?
5. What are the barriers in addressing inequities?
6. What changes are necessary to bring about racial equity?

We also want to engage key stakeholders in developing solutions for achieving racial equity.

II. PARTICIPANTS: WHO ARE THE KEY STAKEHOLDERS?

For the purposes of this project, we will focus on three primary groups: CHCCS students, parents, and staff/faculty. The listening sessions will segregate members of these three groups into racial identity groups to increase comfort and the freedom to respond openly and honestly to questions that address race.

III. METHODS

1. Campaign will recruit & train listening session teams. Teams will be matched as much as possible with the group they are meeting with (by race and by role).
2. Listening Session Teams will recruit participants for their own sessions. Each session can range from 4-15 participants.
3. Teams will conduct as many sessions as they can between now and August 15.
4. Questions will be pre-determined and standardized for each group.
5. Every session needs both facilitator who will ask the questions and facilitate the session and recorder who will take notes (or record). Data (comments and stories) from listening sessions will be compiled and summarized. Data summaries will be analyzed for themes that address Q. 1-6 above. The summary and our analyses of these data will be included in the report and used to inform the recommendations.

What Will Your Listening Session Look Like?

Size: 4-15 persons

Time: 90 minutes or less, with the discipline of starting and ending on time.

Location: Home, school, church, workplace, or other community facility

Participants: People you know, people referred to you, people from existing networks.

Materials: Notepad, flipchart, markers, sign-in sheet. (Food is optional.)

Basic Structure:

1. **Role of FACILITATOR.**
    a. Facilitator needs to be someone that the group will find easy to trust. The facilitator will invite participants, arranging time and space.
    b. Facilitator needs to project neutrality as to what participants have to say. It is important to be open and accepting of all experiences, opinions and suggestions. Project understanding without surprise, sympathy, challenge or anything that would encourage or discourage participant comments.
    c. Facilitator must have good listening and group process skills. Needs to be able to keep things moving in a positive, respectful way—keeping things on track in terms of time and getting through all the questions.
2. **Role of RECORDER.**
    a. The recorder is expected to listen carefully and record all responses from members of the group. Recorder can use flipchart, especially for group input on issues, barriers and solutions. Note how often particular responses are given (to reflect if this is the opinion of many, a few, only one). Get illustrative quotes when possible.
    b. The recorder will also be responsible for getting each participant's information on the sign-in sheet.
3. **OPENING (5 minutes)**
    a. Introduce yourselves and describe our process.
    b. Let people know why we have invited them. In general what we want to learn. How we will use their answers.
    c. Describe EQUITY as a goal of the district. Statistics show that we still have an achievement gap as well as racial differences in discipline practices and participation in special classes, included advanced and gifted classes. We are trying to understand these differences and make recommendations toward greater equity.
    d. Assure confidentiality as to individual, though we will describe what the groups look like as a whole (e.g., we heard from 20 students of color (13 African-American and 7 Latino, ages ranged from 14-18)
    e. Let people know that it is important to hear from each person there, recognizing that some are naturally more talkative and some more quiet. You'll try to facilitate in a way to be sure that everyone participates.

f. Also recognize time constraints and that sometimes you'll try to move the process to be sure that we have time to address every question.

4. **INTRODUCTIONS (5-10 minutes)**
    a. After setting the stage and introducing yourself, ask everyone to introduce themselves. Share a bit about their experience in CHCCS. What school(s)? What roles? How long?
5. **QUESTIONS (60-75 minutes, approximately 10 minutes per question)**
    a. Let people know your questions ahead of time so they will know where you are going in your questioning.
    b. The recorder should be careful to note if, for example, a "barrier" or "solution" has been raised, even if not in answer to that specific question. The facilitator should note that also, saying "thank you for that; I want to get back to that more in a few minutes."
    c. Move through each of the questions, keeping track of time and participation. Recorder could help by holding a card suggesting that it is time to wrap up that question and move to the next.
6. **ENDING and NEXT STEPS (5 minutes)**
    a. Thank everyone for participating.
    b. Recorder: summarize the problems/issues/solutions that you heard mentioned to determine if any big issue was left out.
    c. Ask if anyone knows others who might like to be part of listening session to have more people engaged in the listening process.
    d. Determine if there are leaders in the group who'd like to work more with us on the report and recommendations.
    e. Let them know that we will send them a copy of the final report.
    f. Thank everyone again!
7. **FOLLOW-UP TO THE SESSION**
    a. As soon as possible after the session the Facilitator and Recorder will work together to develop a summary report using the attached form and submit to Wanda Hunter & Stephanie Perry. Please also share your experience with the process so we can modify if necessary.

APPENDIX 3. Listening Sessions: Questions for Parents

Campaign for Racial Equity in the Chapel Hill-Carrboro City Schools (Summer 2015)

QUESTIONS FOR PARENTS

1. How does race shape the culture, climate and practices of CHCCS?

2. Do you think your race has affected how school staff, including teachers, interact with (or treat) you? Can you tell us of a time when this happened?

3. Do you think your child's race has affected how she/he has been treated in the school? Can you give us examples?

4. Why do you think the advanced classes, such as AIG, honors and AP, are majority white students and the remedial classes are disproportionately students of color?

5. Have you noticed attempts over the years to address inequities? Examples? How have they worked?

6. What do you think the school system should do to create a racially equitable environment?

APPENDIX 4. Listening Sessions: Questions for Staff/Faculty

Campaign for Racial Equity in the Chapel Hill-Carrboro City Schools (Summer 2015)

QUESTIONS FOR STAFF/FACULTY

1. What do you think are the roots of the inequities in your school/district?

2. How do you think that race shapes the culture and climate of your school/district? Can you give some examples?

3. What practices in your school/district emphasize racial inequities? Can you give some examples?

4. What has been done to address the inequities in your school/district? Have these been effective? Why or Why not?

5. What barriers are in your school/district that make it difficult to address the inequities?

6. What changes do you think need to be made to bring about racial equity?

APPENDIX 5. Listening Sessions: Questions for Students

Campaign for Racial Equity in the Chapel Hill-Carrboro City Schools (Summer 2015)

QUESTIONS FOR STUDENTS

1. How do students talk about or approach race at the schools you have been in?
2. What about teachers? Does race affect how they see each other and the students?
3. How has race influenced the culture, climate and curriculum of your schools?
4. Why do you think that the advanced classes are mostly white and the remedial classes mostly students of color? How has this impacted you?
5. Have you noticed the schools doing anything to try to create a more racially equitable environment? If so, what's worked well or has not worked well?
6. If you had a magic wand and could wave it to create a racially equitable environment, what would that look like… what would you see in your schools?

Excellence With Equity
The Schools Our Children Deserve

The Campaign for Racial Equity in Chapel Hill-Carrboro City Schools

Presentation to the Chapel Hill Carrboro City Schools Board of Education

January 14, 2016

Objectives Today

- Provide overview of our findings, analysis and how they led to recommendations
- Propose priorities and next steps

The Campaign for Racial Equity in Our Schools
WHO?

- A growing movement of community members & key stakeholders in Chapel Hill-Carrboro concerned about racial inequities in our school district

- Diverse backgrounds and perspectives
  - Parents
  - Teachers
  - Staff
  - Students
  - Community Members
  - Educational Experts

- Common bond:
  - Recognize successes have been limited
  - Share belief that more must be done to provide learning environments that value all and that propel all to full achievement of their potential
  - Motivated by deep sense of urgency

The Campaign for Racial Equity in Our Schools
WHY?

Mission of the CHCCS

We will ensure that all students acquire the knowledge, skills, behaviors and attitudes to achieve their learning potential.

- Despite multiple programs and initiatives we are falling short in our mission. For decades.
- Series of incidents in 2014-15 that illustrate lack of progress in creating a culture of equity.
- ***An old problem that needs a new analysis and solutions that address the root cause of our problem.***

Methodology for Our Report

1. Examined existing quantitative data on our schools
2. Organized focus group-style listening sessions with broad range of key stakeholders
3. Researched schools and curricula that have an equity focus. What can we learn from others?
4. ***Analyzed the data using a racial equity lens***
5. Developed initial recommendations, based on our analysis

FINDINGS

Our District's Quantitative Data Reveal…

- An ongoing achievement gap
- Disproportionate discipline
- Racial differences in participation in gifted/ advanced classes and special education

Listening Sessions Themes Reveal…

1. Inadequate attention, knowledge, understanding consciousness around racial issues
2. Impact of racial stereotypes/implicit bias
3. Curriculum and instruction reflect white cultural norms
4. Past efforts have not been effective in changing outcomes or climate
5. Poor leadership and accountability for equity

ANALYSIS

"Students internalize the stereotypes and start to see themselves that way."

CHCCS High School Student, 2015

"There is fear of courageous conversations (on race) and no support or time for them."

CHCCS Teacher, 2015

"African American parents are treated with disrespect, starting at the front office."

CHCCS Parent, 2015

How Do Our Findings Relate to CHCCS Guiding Principles & Long-Range Plan?

FINDING	GUIDING PRINCIPLE/ L-R GOAL
Disparate educational outcomes	**Equity Focus**/ **Equity** Goal #2
Disparate discipline outcomes	**Equity Focus & Culture** / **Equity** Goal #2, **Culture** Goal #3
Disparate access to academic & non-academic opportunities	**Equity Focus & Culture** / **Equity** Goal #2, **Culture** Goal #3
Lack of knowledge & consciousness about race	Professional Learning / Professional Development Goal #4 **Equity Focus, Culture**
Racial Stereotypes (students, parents, staff)	**Equity Focus & Culture**/ **Equity** Goal #2, **Culture** Goal #3
District's well-intentioned equity efforts have been inadequate	**Equity Focus& Culture** / **Equity** Goal #2, **Culture** Goal #3
Leadership commitment and accountability not yet sufficient to accomplish equity goals	Commitment and Accountability & **Equity Focus**/Accountability Goal #5

“Culture eats strategy for breakfast”
…and structure for lunch

What is Culture?

Culture is a mix of attitudes, actions, and beliefs that guide the way we do things.

- Our expectations of students
- The history we teach and how we teach
- Our beliefs about gifted education
- Who plays football and who plays lacrosse
- The meaning we ascribe to student actions
- The racial differences in our regard for parental input
- How we pay and reward our employees
- Etc., etc., etc.

What we know about racial inequities

- Racial inequities look the same across systems
- Achievement gap is the same as racial disparities in health, disproportionate minority contact, etc. All are in the "groundwater" of our nation.
- Research shows that racial inequities are not a function of:
  - One particular institution (educational system)
  - Socioeconomic status
  - Individual behaviors or decision-making

(Love, Measuring Racial Equity: A Groundwater Approach, 2015)

Why do racial inequities exist?

Getting to the root of the problem…

- A culture grounded in racial history and in the belief systems, norms, and standards that were created from this history
- History of US and all its institutions (including public schools) is a history of a country created in the belief of white superiority and the defectiveness of other “races”.

History informs the present

- For example, typical assumptions are that:
  - Issues with achievement and discipline of students of color are entirely their fault
  - Tests required to access gifted programs are objective, unbiased, and fair
  - A student of color who is not engaged in class must either not understand or not care
  - A student of color who is getting a ‘B’ or ‘C’ is doing about as well as can be expected

How do we begin to address racial inequities?

Need to address our Culture to achieve True Racial Equity

*We **cannot solve** our **problems** with the same **thinking** we used when we **created** them."*

- **Albert Einstein**

RECOMMENDATIONS

First Steps Toward A Culture of Racial Equity

Cannot solve race-based problems with race-neutral solutions

Step 1. Commitment from leadership to examine current culture with a racial equity lens

-How has the culture in our schools been influenced by our American racial history and the belief systems that supported a racial hierarchy?

-How do assumptions, structure, and practices of CHCCS continue to benefit or advantage white students and their families? And disadvantage students and families of color?

First Steps Toward A Culture of Racial Equity

Cannot solve race-based problems with race-neutral solutions

Step 2. Commitment from leadership to a growth mindset regarding racial literacy

- Common definitions regarding race and racism, knowledge of racial history and its social, psychological, spiritual, economic and institutional impacts
- This includes developing knowledge & awareness about implicit bias and how to counter or control its negative impacts

First Steps Toward A Culture of Racial Equity

Cannot solve race-based problems with race-neutral solutions

Step 3. Commitment to develop and implement a long-range plan designed to change the culture of inequity with a goal of creating racially equitable outcomes.

Step 4. Commitment and Accountability of leadership for measurable progress toward equity goals

What Do We Recommend?

Expedited movement toward development of a racial equity plan that addresses district culture across the following domains.

Access and Inclusion

Personnel and Climate

Racially Literate Curriculum and Instruction

Disciplinary Policies and Practices

Resource Allocation and Distribution

Community Collaboration and Partnerships

Accountability

Immediate recommendation

- Create an equity dashboard, updated at least quarterly, that:
  - Helps track progress by school
  - Identifies equity concerns and priority areas needing most guidance
  - Identifies success strategies that need to be replicated
- Develop a process for identifying equity concerns, priorities and successes from within the district (administration, faculty, staff, students) and from parents and community.

NEXT STEPS

Proposed Next Steps

We know the District's Guiding Principles on Culture include collaboration, mutual trust and school/ community partnerships.

Would you be willing to endorse…

- Development of a collaborative process that includes District personnel, the CFRE, and other community members to develop a comprehensive equity plan for presentation to the Board by May 2016?

- Brief monthly progress reports to the BOE on status of the collaborative process and plan development

In the end…

Our goal: A school system where outcomes cannot be predicted by race and students and staff, teachers and parents happily thrive in an educational environment of excellence with equity.

How will we know when we get there?

Continued examination of quantitative and qualitative data.

Thank you for your commitment to school/community partnerships!