The Next Step: Prioritizing Equity and Recovery in NYC High School Admissions

The New York City High School Application Advisory Committee (HSAAC) Subcommittee on Rubrics for Screened Programs

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I. STATEMENT OF PURPOSE AND POLICY

This report follows the May 12, 2020 report titled Public Schools, Public Oversight: Principles and Policy Recommendations During COVID-19 and Beyond (Public Schools, Public Oversight). The Rubrics Subcommittee (Rubrics Subcommittee or Subcommittee) of the New York City High School Application Advisory Committee (HSAAC) authored that report during the height of the COVID-19 pandemic to offer the New York City Department of Education (NYCDOE) policy recommendations and principles to guide its policy decisions for the 2020-2021 high school admissions cycle and beyond.

As stated in that report, members of the Rubrics Subcommittee represent diverse experiences and philosophies related to high school admissions in New York City, and the Subcommittee’s membership has since grown. We continue to share the same common goals: increasing educational opportunity and racial, ethnic, and socio-economic equity in New York City schools by addressing the structures that have made it among the most segregated school systems in the country.

We are honored that the Mayor and NYCDOE adopted many of the recommendations in our 2020 report. We applaud the decisions to eliminate the use of middle school screens for the 2020-2021 school year, to centralize and standardize much of the high school admissions process for improved transparency, and to end geographic priority in admissions—all important first steps in undoing the City’s biased, labyrinthine, and segregative student-assignment policies. We believe these steps to be necessary prerequisites to instituting further changes to increase equity and transparency in admissions for NYC public high schools.

However, NYCDOE did not take deliberate action to expand diversity in admissions methods for the 2020-2021 school year, including requiring admissions priorities for the most marginalized students, as outlined in the report’s second principle, Seat Assignment Must Increase Equity. Education advocates have long made clear—the goal of educational opportunity and equity for all students can only be realized through deliberate measures aimed at addressing systemic racism and dismantling the structures that create and reinforce segregation.

This report outlines the necessary steps for NYCDOE to increase equity and access to opportunity in NYC public high schools beginning in the upcoming admissions cycle and beyond.

Education advocates have long made clear—the goal of educational opportunity and equity for all students can only be realized through deliberate measures aimed at addressing systemic racism and dismantling the structures that create and reinforce segregation.

* These members participate only in their individual capacity.
2 Since 2012, Fordham Law School’s Feerick Center for Social Justice has convened the New York City High School Application Advisory Committee (HSAAC), which is composed of service providers, after-school programs, education advocates, researchers, and other stakeholders. HSAAC members gather every other month during the academic school year to discuss ways to improve the New York City (NYC) public high school admissions process and to provide feedback directly to the New York City Department of Education Office of Student Enrollment (NYCDOE OSE). NYCDOE OSE officials regularly attend HSAAC meetings. After publication of the Feerick Center’s October 2019 report, Screened Out: The Lack of Access to NYC Screened Program Admissions Criteria, see supra, n. 1, NYCDOE OSE invited HSAAC to convene a subcommittee on rubrics to gather feedback and provide recommendations on the admissions process for screened high school programs.
II. MEMBERS

The members of the Rubrics Subcommittee represent significant and diverse expertise in education policy and New York City high schools. The members are:

**Fordham Law School Feerick Center for Social Justice** (Convenor)
- Dora Galacatos, Executive Director
- Karuna Patel, Deputy Director
- Lauren Kanfer, Associate Director
- Laura Petty, Fordham Law School Class of 2021
- Sadaab Rahman, 2021-2022 Amanda Rose Laura Foundation Education Law Fellow
- Matty Motylenski, Former AmeriCorps VISTA Member
- John Kauffman, AmeriCorps VISTA Member

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**Andy McCord**, Founder, Exam Schools Partnership Initiative

III. DEFINITIONS

We define the terms below for the purposes of this document.

1. “Screened programs” are defined here as programs that rank students based on selection criteria. This term, as it is used here, includes audition and screened language programs to the extent that they also rank students based on selection criteria other than the audition and relevant language respectively.

2. “Publicly available” means information posted on the NYCDOE website and in MySchools in a logical and accessible way, in addition to availability at Family Welcome Centers, 311, by mail or email, on school websites, if applicable, and by request from any school or public-facing NYCDOE office.

3. “Stakeholders” include students, families, school personnel, local government officials, community-based organizations, and the public and other interested parties (e.g., advocates, researchers, etc.).


5. We define “equity” as the ability of all students to have the opportunity and access to attend a school of their choosing that meets their educational needs, as promised by NYCDOE’s Equity and Excellence agenda.

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3 Sean P. Corcoran, Associate Professor of Public Policy and Education, Peabody College of Education and Human Development at Vanderbilt University, remains a member of the Subcommittee but was not able to contribute to the authorship of this report.

4 The opinions expressed in this document are Mr. Kraft’s and do not represent the views of the Panel for Educational Policy.

5 The opinions expressed in this document are Mr. McCord’s and do not represent the views of the Exam Schools Partnership Initiative.


The Next Step: Prioritizing Equity and Recovery in NYC High School Admissions

New York City was one of the first major cities in the U.S. to experience the devastation of COVID-19. By mid-May of 2020, there were nearly 350,000 cases of COVID-19 in New York, resulting in just under 20,000 deaths in New York City. Between April 2020 and June 2020, Black and Latinx New Yorkers were 1.5 times more likely to be infected by COVID-19 and twice as likely to die from the virus when compared to their white counterparts. It was a time of survival mode, particularly for the City’s most marginalized communities who had far fewer options to protect themselves and their families than more affluent families, many of whom fled the City in its darkest moments. For the vast majority of NYC public school students and families, surviving the pandemic was all-consuming; certainly, it was much more concerning than heated education policy topics such as grades, re-opening, and admission changes.

The 2020-2021 school year paralleled a time of immeasurable loss for our city and nation. It was (and remains) inevitable that a historic global pandemic would lead to unprecedented policy changes. The Subcommittee recognized this and wanted to ensure policies addressing admission methods for the City’s public middle and high schools were centering tenets of equity and inclusion and forwarding integration efforts.

In May 2020, the Subcommittee released our Public Schools, Public Oversight report, which lays out principles and policies to address the well-documented shortfalls of the NYC admissions processes as well as challenges presented by COVID-19. Shared with the Office of the Mayor, former Chancellor Richard A. Carranza, Deputy Chancellor Josh Wallack, and staff at the Office of Student Enrollment (OSE), the report recommended that Mayor Bill de Blasio end screening in middle schools, standardize and centralize the high school admissions process, prioritize equity, and effect real transparency. More specifically, the report recommended that NYCDOE:

1. Standardize admissions criteria for screened schools. Develop a set menu of standard criteria for screened high school programs, including criteria that promote equity
2. Encourage the removal of screens. Allow schools to choose from the menu, but also provide the option and support for programs that wish to opt out of screening altogether
3. Make screening rubrics accessible. Collect and make public each screened program’s choices from the standard criteria, and ensure that rubrics are accurately described on MySchools
4. Centralize all administration of screens. Require NYCDOE to collect screen inputs or rubrics from schools and apply the rubrics centrally to facilitate consistency, oversight, and transparency
5. Incorporate equity in seat assignment. Assign students based on both inputs chosen by each program and equity considerations

The Subcommittee reiterates and reaffirms our recommendation that NYCDOE require admissions priorities for the most marginalized students

In December 2020, the Mayor announced a temporary pause of middle school screens; an end to district geographic priority at the high school level; and some standardization and greater transparency in the high school admissions process. Latter reforms included making selection criteria (rubrics) available and accessible to the public and centralizing the process with NYCDOE now holding the reins (i.e., schools no longer involved in the ranking of students based on their rubrics).

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9 Territorial Empathy, Segregation is Killing Us... (Jan. 18, 2021), https://www.territorialempathy.com/segregationiskillingus.
These measures led to promising improvements to equity in admissions. The temporary pause on middle school screens resulted in a sharp increase in access to 50 of the most selective middle school programs—48% of seats were offered to low-income families and 7% were offered to English Language Learners.\footnote{Michael Elsen-Rooney, \textit{Pandemic Admission Screens Pause Boosts Diversity at NYC Middle Schools}, N.Y. Daily News (May 11, 2021), https://www.nydailynews.com/new-york/education/ny-middle-schools-pandemic-middle-school-screens-suspension-20210511-bvnten6fmhibek3jzl6hyna6e-story.html.} The centralization and standardization of the admissions process for screened high schools made application to those schools more transparent. Additionally, initial data from two selective schools in District 2 suggest that a combination of the elimination of district priority and increases to the programs’ percentage of “set-aside seats” as participants in the Diversity in Admissions program increased equity and access.\footnote{See N.Y.C. Dep’t of Educ., Diversity in Admissions, https://www.schools.nyc.gov/enrollment/enrollment-help/meeting-student-needs/diversity-in-admissions (providing an overview of NYC’s Diversity in Admissions program).} At Eleanor Roosevelt High School, offers to free and reduced price lunch (FRL)-eligible students more than tripled, from 16% last year to 50% this year; and at Baruch College Campus High School offers to FRL-eligible students increased from 36% to 66%.\footnote{Amy Zimmer, \textit{At some coveted Manhattan high schools, admissions changes dramatically alter incoming freshman class}, Chalkbeat (May 21, 2021) https://ny.chalkbeat.org/2021/5/21/22447800/at-some-coveted-manhattan-high-schools-admission-changes-dramatically-alter-incoming-freshman-class.}

It is no surprise that the removal of gatekeeping tools led to more equitable admissions outcomes. The Subcommittee views these preliminary results as an indication that NYCDOE must sustain and improve upon last year’s changes. NYCDOE and the present and future mayoral administrations must refrain from taking the tragic misstep of reinstating policies that perpetuate a segregated status quo. The following section provides guidance on next steps that would deliberately address increasing equity in our public schools.

We strongly encourage NYCDOE to make unscreened admissions the default for all schools and require schools to opt-in to screened admissions.
V. RECOMMENDATIONS FOR THE 2021-2022 ADMISSIONS CYCLE AND BEYOND

1. Eliminate middle-school screens permanently.

The Subcommittee insists that NYCDOE make the one-year pause on middle school screens permanent. Not only did middle school screens compound and exacerbate present school segregation by excluding our most marginalized students from public school programs, but the use of screens to judge the educational attainment of students as young as nine years old was fundamentally inappropriate and morally reprehensible.

Eliminating middle school screens is a necessary step to make high school enrollment equitable. At a time when all of us are called to address systemic racism, it would be devastating for our school system and city to watch middle school programs that had taken their first steps to inclusion and integration suddenly lurch backwards by reverting to admissions policies that reliably excluded children of color, low-income students, and English Language Learners at grossly disproportionate rates. Logistically, there is no equitable way to reinstitute a relic of school segregation like middle school screens given the disparities of the 2020-2021 school year and the expected impact of the pandemic for years to come; their elimination must be permanent or dramatic re-segregation will occur. At the same time, NYCDOE must provide more robust and targeted support for under-resourced middle school students and families consistent with recommendation 3 below, as they navigate the application process. Without this support, under-resourced students will not be able to identify and rank schools in a way that improves access to schools that would best fit their preferences and needs and also advances equity.

2. Elevate equity: Require schools to opt-in to screening, prevent exclusionary screening methods, and prioritize the formulation and implementation of equity in admissions policies.

In our previous report, the Subcommittee noted the deep inequality of screens and remained committed to efforts to eliminate academic screens altogether. We also acknowledged that, while some members were ready to eliminate screens immediately, there were also special challenges associated with high school screens and dismantling all aspects of screens in unprecedented times without adequate planning could do more harm than good. Although we continue to acknowledge these special challenges, we also remain committed to providing guidance for a swift and considered incremental approach.

There must be recognition of the truth that our high school admissions system logistically cannot go back to what it was two years ago. Much of the data needed to “proceed as normal” remains incomplete or entirely unavailable. Our leadership must see this as an opportunity to build on the momentum for greater equity. To prioritize implementation and construction of equitable admissions, the Subcommittee proposes the following:

a. Every program that wants to screen must opt-in to screening and provide an educational purpose to justify screens.

Intentional desegregative policies and practices will not succeed unless NYCDOE . . . greatly expands resources to equalize navigation of the process

Taking into consideration the lack of selection criteria available for the 2021-2022 admissions cycle due to the pandemic, as well as the lack of incentives for selective programs to truly evaluate the justification of their screens, we strongly encourage NYCDOE to make unscreened admissions the default for all schools and require schools to opt-in to screened admissions. To make sure that an opt-in process does not advantage better-resourced screened programs, NYCDOE should disseminate guidelines and examples of what constitute educationally-sound justifications and what do not. For instance, NYCDOE could advise that criteria directly related to Career and Technical Education (CTE) requirements and auditions or portfolios for art schools would be considered educationally sound.

b. The Subcommittee does not endorse any screened high school admissions, but insists that NYCDOE terminate the following selection criteria for the 2021-2022 admissions cycle due to their inequitable implications.

i. State test scores: For current 8th graders, state tests for 6th grade were not administered¹⁵ and 7th grade tests required families to opt-in.¹⁶ Additionally, former Chancellor Carranza went on record encouraging parents to opt out of state testing for the 2020-2021 school year.¹⁷ Data published at the end of October 2021 confirmed that only about 20% of 3rd to 8th graders sat for the exams.¹⁸ Furthermore, economically advantaged students were more likely to sit for the exams than their disadvantaged peers, while homeless students and students with disabilities were much less likely to take the exams. It would be inequitable and illogical to require or otherwise use these test scores in this year’s application process.

ii. Attendance: Due to remote and hybrid learning, records of attendance are inconsistent and therefore would be unreliable data to consider for admissions.¹⁹

iii. First and second term marking periods from 6th grade: First term marking period grades from 6th grade are a reflection of the transition from elementary to middle school and not an appropriate determinate for admission into high school. Second term grades are inappropriate and unreliable measures of attainment due to the onset of COVID-19. Moreover, grading policies were in flux throughout the City and therefore would be an unreliable and inconsistent data point.

iv. First and second term marking periods from 7th grade: As mentioned above, any grades recorded during the height of the pandemic, when much of the school year and policies related to grading were in flux, should not be considered due to their unreliability and subjectivity.

v. Assessments: Diagnostic tests or assessments administered during the 2021-2022 school year to gauge students’ academic levels in the wake of remote schooling must not be used as criteria for admission to selective schools. Using diagnostic assessments in that way would defeat their educational purposes. Moreover, students and parents have been assured that these assessments would not be used for high-stakes admissions purposes.²⁰

vi. New metrics: In Public Schools, Public Oversight, a main recommendation was to standardize rubrics because selection tools that are individual to particular schools (e.g., tests or essays) can stand as barriers to equitable access for marginalized students.²¹ Not only do individual screens add complexity and lack of transparency in the process, they also create an

The Subcommittee strongly encourages NYCDOE to study other jurisdictions across the country to inform a comprehensive plan that would become the new (COVID-informed) admissions policy

²⁰ Christina Veiga, NYC’s COVID catchup plan for students? More tests. Here’s what we know about them. Chalkbeat (Oct. 13, 2021), https://ny.chalkbeat.org/2021/10/13/22724875/nyc-covid-learning-loss-testing-nwea-map-iready-acadience (“Education department officials stressed the assessments are only used for diagnostics and described them as ‘low stakes’ since they don’t affect a student’s grades.”).
additional hurdle for those who do not have the resources and supports to navigate the admissions process. Moreover, a standard screening tool, even if created and administered by NYCDOE, does not solve the problem; it would still present an unnecessary obstacle for marginalized students and their families.

c. Mandate equitable admission priorities for high schools citywide.

The Subcommittee reiterates and reaffirms our recommendation that NYCDOE require admissions priorities for the most marginalized students and set admissions priorities to ensure equitable access by requiring consideration of socioeconomic and demographic indicators already available to NYCDOE. Students who should receive priority include students with disabilities, students with different levels of academic achievement, English Language Learners (ELLs), Emerging Multilingual Learners (EMLs), students in the child welfare system, students in temporary housing, and low-income students. With additional opportunities for equitable access for the most marginalized students, NYCDOE must provide additional supports for students to be able to take advantage of that access. NYCDOE must ensure that the information on MySchools related to admissions priorities is accurate and accessible and must make available real and direct assistance for students and families throughout the admissions process.

d. Rehaul the high school admissions system by 2022-2023.

The Subcommittee strongly encourages NYCDOE to study other jurisdictions across the country to inform a comprehensive plan that would become the new (COVID-informed) admissions policy. The development of this plan should take place over the course of the 2021-2022 school year to be implemented no later than fall of 2022.

Several metropolitan school districts across the nation took time throughout the pandemic to develop and implement more equitable admission methods for their district’s selective high schools. The Subcommittee recognizes that the school system as a whole and all of the people who work tirelessly to keep the system afloat have faced unprecedented challenges throughout the pandemic with one tremendous challenge being ever-changing policies. At the same time, it is important to acknowledge that change has and will continue to be unavoidable in the coming years. With that in mind, NYCDOE must take the opportunity to make thoughtful, timely changes to completely overhaul the high school admissions process to vastly improve equity through a comprehensive process that incorporates needed support for all stakeholders in the system. The process must include education and conversation in all communities about the importance of equity as well as community involvement that elevates the interests of those disadvantaged by the current system. The process must result in a plan that is definitive and can be implemented for the 2022-2023 admissions cycle. While recommendations for an entire rehaul are beyond the scope of this document, Subcommittee members support the 2021 recommendations by IntegrateNYC and Territorial Empathy. Drawing upon the expertise of members of our Subcommittee, we also commit to working with NYCDOE as it develops a new plan to rehaul the admissions system by 2022-2023.

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23 Territorial Empathy, Segregation is Killing Us..., supra, n. 9. https://storymaps.arcgis.com/stories/b9d7b073400c4c18950469ef79e98a.
3. Provide students and families equitable access and support in navigating the high school admissions process.

The NYC high school admissions process is notoriously labyrinthine and time-intensive, as media accounts and literature have detailed extensively\(^\text{24}\) and as HSAAC members have experienced firsthand. A pressure-cooker process that consumes parents and students alike, those with the greatest barriers to time, inside know-how, online information, technology, and resources are at the greatest disadvantage. Guidance counselors, who are primarily charged with guiding middle school students through the high school admissions process, are overworked and overwhelmed; this important role is not structured as a key component of job descriptions. So long as high school admissions remains complex and requires students to rank schools, intentional desegregative policies and practices will not succeed unless NYCDOE completely overhauls and greatly expands resources to equalize navigation of the process. Now, when NYCDOE has resources from federal stimulus dollars, is the time to do it.

a. Ensure that all information regarding screening is accurate and up-to-date on MySchools, program websites, and any other place where this information is offered to the public.

b. Give school leadership ample notice, support, and education to adopt equitable admission priorities and to opt out of screening.

c. Provide school administrators and classroom educators technical assistance, professional development, and ongoing support to effectively transition to high schools with greater diversity of students, by many metrics including socioeconomic, learning attainment, language learning, and more.

d. So long as NYC high school admissions remain complex, integrate into middle school curricula and mandate and fund in all NYC after-school academic enrichment programs the skills and knowledge students, families, and service providers need to effectively navigate the process.

e. Replicate and expand, with increased and dedicated funding, the demonstrated successful peer leadership programs operated by Henry Street Settlement and Cypress Hills Local Development Corporation to help middle school students make informed decisions when ranking schools.

f. So long as NYCDOE continues to task guidance counselors with the primary role for assisting students and families with the high school admissions process, ensure that the role is part of their official job description, that performance evaluations include this work, and that NYCDOE greatly expand training, support, resources, and time allotted for this work.

g. Provide NYCDOE OSE with the expanded funds necessary to shepherd the desegregative intentional policies and practices outlined above, including robust data collection, enhanced programmatic capacity (such as community and student engagement), and evaluative resources.

VI. CONCLUSION

The Subcommittee commends the Mayor’s and NYCDoe’s boldness in eliminating middle school screens and geographic priorities, and we hope that these changes mark the beginning of a considered and intentional process toward the elimination of most competitive admissions processes from high schools—which have proven to be devastatingly segregative. The Subcommittee believes the promise of more integrated schools and equitable admissions processes can become a reality and is standing by to support and advise NYCDoe in achieving this goal.