



Equity, Inclusion, and Opportunity

Addressing Success Gaps

White Paper

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> May 2016 Version 3.0



The IDEA Data Center (IDC) edited this document under U.S. Department of Education, Office of Special Education Programs Grant No. H373Y130002. Richelle Davis and Meredith Miceli serve as the project officers. This is a republication of the document originally published by the Disproportionality Priority Team (DPT) of the Regional Resource Centers Program (RRCP), in collaboration with the Data Accountability Center at Westat and the National RTI Center at AIR.

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Suggested Citation:

O'Hara, N., Munk, T. E., Reedy, K., and D'Agord, C. (2016, May). Equity, Inclusion, and Opportunity: Addressing Success Gaps White Paper (Version 3.0). IDEA Data Center. Rockville, MD: Westat.

Acknowledgments:

IDC would like to acknowledge the Regional Resource Center Program (RRCP), the RRCP Priority Team on Disproportionality, John Inglish and Susan DuRant for their previous work on the original version of this document. Many thanks also to IDC staff Caroline Gooden, Sharon Ringwalt, Tony Ruggiero, Lee Anne Sulzberger, and Debbie Cate for their assistance with the review and revision of this document.

Equity, Inclusion, and Opportunity: Addressing Success Gaps

As an educational leader in your school or district, you may be struggling to address the diverse developmental, instructional and/or behavioral needs of your children or youth so that every child, from preschool through grade 12 can achieve high standards. Some of your children or youth may not be succeeding as well as others or their progress may be slower than expected. Perhaps you have problems like these:

- "The slow improvement of our English Language Learners is impacting our accountability status."
- "Our state has designated my school as one of *the lowest performing* because of the gap in graduation rates between our economically disadvantaged children and their peers."
- "Our state department of special education has identified my district as one that has disproportionate representation of black children in the 'emotional disturbance' category."
- "The state says we have a significant disproportionality in our suspension rates. Hispanic special education students are being suspended more than students of the other racial/ethnic groups."
- "Children who are low income are entering kindergarten already behind their peers"
- "Our district needs to implement strategies to improve the 3rd-grade reading proficiency of minority children."
- "Nobody has labeled our school, but I know that we could get more of our Native American children into upper-level courses."

Any of these factors may represent a difference or gap in educational outcomes among particular groups of children or youth. If differences were only related to academic test scores, we would call it an achievement gap, but test scores are just one part of the story. We focus more broadly on success gaps (i.e., differences or gaps in a variety of educational factors and outcomes that affect the likelihood of educational success for some groups of children compared to their peers). When such gaps are allowed to continue over time, they lead to poor long-term outcomes for entire groups of children, although not for every child, as any group has exceptional individuals. But, when your school or district shows success gaps, it means that it is not serving all groups of children equally well.

Addressing your school or district's success gap(s) requires a close look at issues of equity, inclusion, and opportunity. This examination is important across all groups of children throughout your school or district, especially those groups that are struggling academically or behaviorally.

Research indicates that the achievement of PreK-12 children with disabilities, and that of their general education peers, is tightly linked (Hehir, Grindal, & Eidelman, 2012; Malmgren, McLaughlin, & Nolet, 2005). In schools where the general education population is successful, children with disabilities are also more likely to do well. All children can benefit from evidence-based instructional practices. We must ensure that children are not placed inappropriately in categories that limit their growth. If they are identified as children with disabilities or English Language Learners, they should have maximum appropriate opportunities to benefit from evidence-based instruction within the general education setting. This is also true for preschool children with disabilities. Currently there are few states that have high quality early childhood programs available for all children, resulting in many children receiving special and related services in separate classrooms and locations other than the community-based early childhood programs.

Children who are members of racial, ethnic, economic or linguistic minorities have barriers and challenges they face in the educational system. Often, when those challenges or barriers are not effectively or efficiently addressed, children may be identified as eligible for English learner or special education services, when the real problem might be with the educational system rather than the unique learning needs of an individual child or student.

Disproportionate identification by race/ethnicity in special education is a longstanding problem across the United States (U.S.). For example, black students are consistently 24 to 26 percent more likely to be identified as eligible for special education services as all other students. Furthermore, they are 2 to 2.5 times as likely to be identified as a student with an intellectual disability as all other students (D'Agord, Munk, & O'Hara, 2012; Data Accountability Center, 2013). Inappropriate identification in special education is often addressed through effective schoolwide culturally responsive and multi-tiered prevention and intervention practices.

The number of English learners in our schools is growing every year. According to the National Center for Education Statistics (2011), in 2009 the number of children ages 5–17 who spoke a language other than English in the home was 11.2 million students or 21 percent of the school-age population. And approximately 5 percent of these

children are recognized as having difficulty speaking English. Children who are English learners also experience significantly lower levels of academic achievement when compared to their peers (National Center for Education Statistics, 2011).

The Council of Chief State School Officers note in their 2016 publication *Equity Starts Early* that "high quality early

education programs can improve outcomes, narrow achievement gaps and convey long term benefits for children in school and in life (Stark, 2016). Save the Children (2015) fact sheet points out some startling data: When children are at risk and "do not participate in high quality early education programs, they are 50 percent more likely to be placed in special education, 25 percent more likely to drop out of school, 60 percent more likely to never attend college, 70 percent more likely to be arrested for a violent crime and 40 percent more likely to become a teen parent".

This document was developed to assist schools and districts address success gaps by engaging in effective practices. It outlines factors in the general education setting, including preschool that contribute to equitable success for all children including: a) an equitable and effective general education system that utilizes high-quality instruction and evidencebased pre-referral interventions; b) an appropriate special education referral, identification, and eligibility determination process; and c) access to the general education curriculum and instruction in the least restrictive environment that is appropriate to meet their needs. In addition, the associated rubric (Success Gaps Rubric) that accompanies this document may be used as a tool to assess your system in relation to these effective practices. The rubric can be used as a starting point for the development of an action plan that will result in changes in practice leading to positive outcomes for all children.

Some of the Reasons You Might Need to Review Success Gaps

Low Performing School

Under the *ESEA* (1965), and reauthorized as the Every Student Succeeds Act (ESSA) (2015) states must identify lowperforming schools – the bottom 5% in the state. If your school is identified as low-performing for a particular subgroup, ESSA requires you to develop an evidence-based plan to help that subgroup. this document will help you understand and recognize some of the root causes that may be contributing to this under-performance and provide you with data to create the needed plan.

Disproportionate Representation

If your school district has been identified as having disproportionate representation in special education for specific groups of children, your state education agency (SEA) is required by the *Individuals with Disabilities Education Act (IDEA)* (2004) regulations to determine if that disproportionate representation is the result of *inappropriate identification* of children with disabilities. Effective approaches to determining inappropriate identification consider a wide range of factors or practices that could contribute to children being inappropriately referred for special education services or inaccurately identified as having a disability. The factors investigated should include violations of *IDEA* (2004) statutory or regulatory provisions (e.g., eligibility determination) and procedures such as state eligibility guidelines. They should also include a review of practices in general education, such as the quality of literacy instruction, the availability of multi-tiered interventions for struggling learners, and/ or the schoolwide implementation of positive behavior supports. It is important to review these processes and practices for children in preschool as well. This document and the Success Gaps rubric will help you assess your school or district to determine if disproportionate representation is the result of ineffective general education instructional practices or inappropriate identification procedures and, if so, what you can do to address the problem.

Significant Disproportionality

When a local school district has been identified by its state department of special education as having significant disproportionality for a particular racial or ethnic group based on special education identification, disability category, placement, or discipline, that district is required to allocate 15 percent of its federal special education funds to provide *coordinated early intervening services* (CEIS) (*IDEA*, 2004). CEIS supports struggling children who are not receiving special education services. The goal is to prevent the need for special education services and inappropriately identified children. If you are a school in one of these districts, this document and its associated rubric will help you to effectively provide targeted early intervening services to address factors that contribute to significant disproportionality. By providing effective early intervening practices through general education, student outcomes will improve and inequities in identification, placement, or disciplinary actions by race/ethnicity can be mitigated.

Improving Results for All Children

Perhaps your interest in this document stems from the desire to ensure that all children receive an equitable education and that all children in your school have the same opportunity to graduate from high school, ready for college or a career. All schools are encouraged to take a proactive approach to school improvement, recognizing that a focus on cross-group equity is often the very best way to create a world-class school. This document and the Success Gaps rubric will help you identify evidence-based practices that will support you in making the changes necessary to ensure equity for all children.

Factors That Contribute to Success for All Children

Research has identified a number of factors that contribute to success for all children. These include a) data-based decision making; b) cultural responsiveness; c) a high-quality instructional program; d) ongoing assessment, including student screening and progress monitoring; and e) evidence-based interventions and supports to meet each child's needs. In delivering instruction at all levels, particular attention should be given to fidelity of implementation, with consideration for cultural and linguistic responsiveness and recognition of students' strengths (see The National Center on Response to Intervention, http://www.rti4success.org/).

This list and the Success Gaps rubric clearly define the factors cited by research as necessary for closing success gaps and ensuring that all children and youth have an

equitable opportunity to graduate from high school, ready for college or a career.

Data-Based Decision Making (Hamilton, Halverson, Jackson, Mandinach, Supovitz, & Wayman, 2009; Hosp, Hosp, & Dole, 2011; McDonald, Andal, Brown, & Schneider, 2007)

 Decisions about the school curricula, instructional programs, academic and behavioral supports, and school improvement initiatives are based on data that are disaggregated for the school, reflecting the differences in subgroups by gender, race/ethnicity, socioeconomic factors, disability, and native or home language. For example, data on graduation, attendance, drop out, discipline, and achievement are all examined and considered individually and collectively. Decisions about child and student interventions (behavioral and/or academic) are made based on multiple data sources, including screening, progress monitoring, and formative and summative assessment data.

Cultural Responsiveness (Henderson & Mapp, 2002; Klingner et al., 2005)

- Effective academic and behavioral practices for all learners are based on a school's recognition of diversity across student ethnicity, language, and socioeconomic status.
- Training and resources are provided and designed so teachers can meet the linguistic needs of all children and youth, including students with disabilities who are also English Language Learners.
- Families from all backgrounds are included in discussions/meetings about the school, the school programs or initiatives, and their children's academic and behavioral progress.

Core Instructional Program (Huberman, Navo, & Parrish, 2012; Jorgensen, McSheehan, & Sonnenmeier, 2009; Newmann, Smith, Allensworth, & Bryk, 2001; Tomlinson et al., 2003; Waterman & Harry, 2008)

- There is a rigorous, consistent and well-articulated PreK-12 instructional program (i.e., curriculum and instructional delivery) that is aligned with both English language arts and mathematics standards and delivered with fidelity.
- Effective differentiation in the core curriculum addresses the needs of the full range of learners, learning styles, and cultural and linguistic backgrounds.
- **3.** Universal design for learning guidelines are an integral component of the instruction.
- Families are informed, in their native or home language, about the differentiation of instruction and assessment data based on their child's unique learning or behavioral needs.

Assessment-Universal Screening and Progress

Monitoring (Fuchs & Fuchs, 2002; Huberman, Navo, & Parrish, 2012; Jorgensen, McSheehan, & Sonnenmeier, 2009)

- All Pre-K-12 children and youth are screened for early identification of developmental, academic or behavioral risk factors using valid and reliable tools.
- 2. All child progress is monitored to make needed adjustments to instruction and/or interventions. Valid and reliable progress monitoring tools are identified and available at each school, with reasonable intervals for monitoring defined and implemented; performance data are reviewed at regular intervals; and instruction/ interventions adjusted based on data review cycles.
- Families are regularly informed in their native or home language of their child's screening and progress monitoring results for academic and behavioral progress.

Evidence-Based Instructional and Behavioral Interventions and Supports (Advancement Project, 2013a; Advancement Project, 2013b; Benner, Beaudoin, Chen, Davis, & Ralston, 2010; Griffiths, Parson, Burns, VanDerHeyden, & Tilly, 2007; Dignity in Schools Campaign, 2012; King-Brown, Trone, Fratello, Dafurty-Kapur, 2013; Lassen, Steele, & Sailor, 2006; National School Boards Association, 2013; U.S. Department of Education, 2014)

- Evidence-based interventions and behavioral supports are embedded within a multi-tiered framework and implemented with fidelity.
- Pre-K-12 school-level practices use evidence-based behavioral interventions and tiered response methods such as positive behavioral interventions and supports, restorative practices, etc.
- **3.** District-level discipline policies use tiered response protocols rather than *zero tolerance* policies.
- **4.** Families are regularly informed, in their native or home language, of interventions provided to their children and their children's responses to those interventions for academic and behavioral skills.

Factors That Contribute to Appropriate Identification for Special Education Services

Special education provides specialized instruction and related services to eligible children with disabilities ages three through 21 years. These services enable them to access the general education curriculum and make progress on the standards that allow them to move from grade to grade in order to graduate being college and/or career ready. Generally, children are identified as having a disability only when a condition exists as identified in the IDEA, and the child needs special education services, or there is evidence that general education, even with interventions and supports, is not able to provide an appropriate academic or behavioral program. A child may not be identified as having a disability and eligible for special education when that disability is due to a lack of appropriate instruction in general education reading and/or math. In addition, identification of a child for special education services is considered only after a number of factors in general education have been addressed. These include the factors contributing to success for all children and listed in the previous section, above. Only when these conditions have been addressed and the child continues to have difficulties is it appropriate to consider the student's eligibility for special education services.

In the process of identifying a student for special education services, all Federal regulations for an individual Pre-K-12 student evaluation must be followed. Once identified, individual students must receive effective, scientificallybased instruction and practices from both general and special educators. The goal is continuous academic or behavioral improvement, allowing the student to make progress in the general education standards-aligned curriculum. Some children who receive special education may demonstrate sufficient progress and self-management skills so that an evaluation team may determine that the child no longer requires specially designed academic instruction in order to continue to make progress.

For Pre-K-12 children, appropriate identification is tied to policies, procedures, or practices that are addressed only after general education pre-referral intervention practices have been implemented. These policies, procedures, and practices are used during the special education *referral*, *evaluation*, and *eligibility* process. There must be an analysis of the educational services that the child has received prior to referral and a determination that the success gaps for the individual child are not a result of a lack of appropriate instruction. The list below and the Success Gaps rubric describe an appropriate identification process in terms of a) referral, b) evaluation, and c) eligibility.

Referral:

- Child referrals in grades PreK-12 are accompanied by documentation of scientific, research, or evidence-based academic and/or behavioral interventions used prior to referral.
- Functional and developmental information for referred children ages 3-21 is collected to inform that referral process (e.g., health history, school history, language proficiency).

Evaluation:

- A comprehensive evaluation process examines all suspected areas of disability, including, as appropriate, health, vision, hearing, social and emotional status, general intelligence, academic performance, prior instruction, communicative status, and motor abilities.
- The placement team avoids biased decision making. For example, professional or personal biases on the part of the placement team are kept in check.
- Multiple measures are used to determine if the child has a disability. The assessments target suspected disabilities. Non-discriminatory evaluation instruments, unbiased by the child's cultural and linguistic background, are used.
- 4. Materials and procedures used to assess a child with limited English proficiency are selected and administered to ensure that they measure the extent to which the child or student has a disability, rather than limited English skills that contribute to poor academic performance.

- 5. Evaluations are provided and administered in the language and age range most likely to yield accurate information about the child's knowledge and ability to demonstrate it academically, developmentally, and functionally.
- 6. Technically sound instruments that can assess the relative contribution of cognitive and behavioral factors, in addition to physical and developmental factors, are used.

Eligibility:

- Eligibility decisions are made by a team of appropriate, qualified professionals with meaningful family involvement in the evaluation process.
- Children are evaluated and, when the criteria for having a disability and need for specialized instruction are met, they are recommended for special education services by a properly qualified team, including families, using an evidence-based decision making process.
- Progress is monitored to review the continuing needs for special education supports and services, and reevaluation is conducted as needed.

Provision of Special Education Services

If a PreK-12 child is identified as having a disability and in need of specialized instruction, then the special education services, classroom accommodations, and instructional modifications and supports are designed and implemented jointly by the student's general and special education teachers. For preschoolers, special instruction may be provided in a variety of appropriate early childhood settings including the home. A child's eligibility for special education services does not remove responsibility or accountability from general educators for the instruction and academic progress of that child. Children with disabilities are general education students first and are assessed using the same measures as their general education peers, except for a small percentage (approximately 1%) of the special education population that has significant cognitive impairments. Receiving special education services does not mean that a lower standard can be applied or that the full responsibility for ensuring access to and progress in the general education curriculum is placed solely on special education personnel.

In addition, a state's Early Learning Guidelines, Standards, or Foundations is considered an outline of the generally expected milestones for preschoolers and have usually been aligned with the school age standards. All children enrolled in preschool programs should have access to education aligned with the Early Learning Guidelines. Research continues to emphasize that the provision of special education services within the context of the general education classroom through collaborative service delivery provides the most positive outcome for children with disabilities (Hehir, Grindal, & Eidelman, 2012). Access to PreK-12 special education services within the *least restrictive environment* of the general education classroom must be the first consideration when making decisions on how to provide the most equitable educational opportunities for children with disabilities.

Inclusive collaborative special education services that reduce success gaps include a range of services:

- Consultative special education supports—PreK-12 children receive instruction in the general education classroom with indirect support from the special education teacher in order to most effectively use accommodations and assistive technology.
- 2. Collaborative special education supports—PreK-12 children receive core instruction in the general education classroom, but may receive some direct instruction from the special educator, as needed, through supplemental or other direct instruction, as well as support with materials and strategy instruction. For a preschool child this might include an itinerant teacher or related service provider who delivers services in the child's early childhood program.

- Co-teaching special education supports— Special educator and general educator work together in the same classroom to deliver instruction to a blended group of PreK-12 students.
- 4. Supplemental special education supports— PreK-12 children receive content instruction within the general education classroom and receive additional supplemental support from the special education teacher either in the general education classroom or special education setting.
- 5. Intensive special education supports—PreK-12 children receive intensive intervention instruction from the special education teacher in each subject area in the special education setting. Students participate in general education classroom instruction, being removed only when supplementary aids and services cannot be appropriately delivered in the general education setting, and thus ensuring the provision of the least restrictive environment.

Moving Forward-Recognizing the Need for Change

The first step toward ensuring equity, inclusion, and opportunity for all children is to recognize the need for change in your school's or district's current practices and policies because you have identified a group of children who are experiencing success gaps. The second step is to identify the root causes of the problem. The third step is to make the changes that address those root causes. As a companion to this document, you will find a two-part rubric that will help you in step two, to identify the root cause(s). We suggest the following process for using the rubric to assess conditions in your school or district:

- Form a Team—Identify a team of general educators, early childhood educators, special educators, administrators, families and, in the upper grades, children who are willing to make a commitment to this self-assessment process. Be sure this team includes:
 - Families (and, in the upper grades, students) representing the group that is of concern in your school or district;
 - Special education and general education professionals who work with the target group;
 - Special education and general education professionals who work with the students who are succeeding;
 - Professional support staff such as school psychologists, school counselors, and others who may provide support to students who

are struggling; and

- Leaders with the authority to make the necessary changes.
- 2. Study the Data—As a team, study the relevant data prior to attempting to complete the rubric. Data should be both aggregated and disaggregated and reviewed for the identified reason for self-assessment. In addition, the team members may want to expand the data they are reviewing to determine how other results such as graduation, drop out, achievement, disciplinary practices, and attendance are related to the identified success gap.
- **3.** Conduct Self-Assessment—As a team, study the rubric, then answer each question with complete frankness and honesty.
- **4. Provide Evidence**—Be sure that you carefully document the data supporting your answers.
- 5. Consider the Students First—Always keep in the mind the experiences of the group of children for whom there is a success gap in your school or district.
- 6. Ensure Equitable Participation—Be sure that all team members' voices are heard and respected.
- Develop a Plan of Action—Develop an actionable plan to address the root causes you have identified. Be sure that it is integrated with your school's or district's other improvement activities.

Using the self-assessment will lead you to the root causes of your success gaps so that you can develop a practical action plan to address them. As you develop the action plan, think outside the box. "We've always done it this way" is never a sufficient justification to continue down an unsuccessful path.

For step three of this process, develop a specific, measurable action plan that includes short- and long-term benchmarks to address the root cause(s) of your problem. The plan should be integrated into your existing school improvement plan(s). This document intentionally does not provide a format for an improvement plan, as most schools and districts already have a format they are using.

There is likely to be more than one reason that your success gap exists. Teams will have to prioritize the strategies and action steps they will take. To ensure progress on the plan, the development of short-term implementation action steps or benchmarks is a way to ensure regular review of your progress. This periodic check will allow the team to make adjustments to the plan based on what is learned from the data. Additionally, routine reviews keep the team informed of progress toward the plan's expected outcomes and of any changes to team members' roles and responsibilities within the plan.

Equity, inclusion, and opportunity for all children is an important goal but one that is not easily achieved.

The systemic factors that contribute to success gaps for particular groups of children are often difficult to identify and to address. As a leader in your school or district, we know you care deeply about all of the children you serve. You are in a position to improve the opportunities and outcomes for those children requiring support. We hope this document will help you recognize and deliver what is needed so that every student in your school and district is successful.

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