

EQUITY ALERT

# THE STATE OF THE DIPLOMA

## Learning from New York’s 2018-19 high school graduation rate data

In this policy brief, The New York Equity Coalition examines three aspects of the 2018-19 high school graduation rate data: the use of alternative “4+1” pathways for Regents and Local diplomas, the overall role of Local diplomas, and whether all groups of students have equitable access to advanced opportunities like the Advanced Regents diploma.

It is necessary to begin by emphasizing that Local diplomas can serve as a safety net for students who otherwise struggle on exit exams. Likewise, “4+1” diploma pathways appropriately recognize that one size does not fit all for high school graduation, and that students should have multiple ways to demonstrate their readiness for college, careers, and active citizenship.

But by the same token, the 2018-19 high school graduation rate data raises significant flags from an equity perspective. This is because school districts are *disproportionately* relying on Local diplomas and the “4+1” pathway least aligned with actual college, career, and civic readiness — the Career Development & Occupational Studies (CDOS) credential, which signals “readiness for entry-level employment”<sup>1</sup> — for historically under-served groups of students, and especially for Black students.

These troubling findings could signify problems with instructional rigor, inadequate support, and lack of equitable access to challenging coursework. If historically under-served groups of students are receiving a high

school diploma that does not prepare them for success in college, careers, and active citizenship, then our education system is doing them a life-altering disservice.

The lived experience of recent high school graduates fuels this concern. In our August 2018 poll, just one in three recent high school graduates (34%) characterized expectations at their high school as “high” and said they were “significantly challenged.”<sup>2</sup> Nearly half of recent high school graduates who subsequently attended college reported taking remedial courses, including more than two-thirds of Latinx (67%) and Black (70%) students. First-generation college students — those whose parents did not attend college — were more likely to wish they had received better preparation than those with college-educated parents. In addition, fewer than half (47%) of first-generation college students said that a high school teacher or guidance counselor explained what courses they would need to take to be ready for college or a career, compared to 62% of graduates with a college-educated parent.

These issues are especially relevant as the Board of Regents begins its important review of high school graduation measures. The Regents’ plan to review graduation measures is a thoughtful and deliberate step that can ensure that all students are held to high expectations and participate in a wide range of learning opportunities — including gatekeeper and advanced courses — that help them demonstrate that they are prepared when they graduate. An essential measure of

### THE NEW YORK EQUITY COALITION



success for this work will be to ensure that it does not result in one set of graduation pathways for privileged students and a second, lesser route for students who have been historically under-served by our education system.

In that vein, The New York Equity Coalition recently released new data on course access disparities with two central findings:

- Students who are low-income and Black and Latinx students are too often “proficient and passed over” — scoring proficient or advanced on the grade 7 state math assessment but being less likely to be enrolled in advanced math in grades 8 and 9 than their non low-income and White peers.
- New York’s education system is on average approximately twice as likely to enroll White and

non low-income students in a diverse range of advanced classes in high school than their Black and Latinx peers and their peers who are low-income — including Physics, Calculus, Advanced Placement and International Baccalaureate courses, Computer Science, advanced foreign languages, and music. This is both because students who are low-income and students of color are less likely to attend schools where these courses are offered *and* because even when they attend schools that have the classes, these student groups are less likely to be given access.<sup>3</sup>

The following analysis of 2018-19 high school graduation data and implications for the state’s review of graduation measures are inherently linked to the quality of education that New York expects its schools to provide to all students.<sup>4</sup>

## OUR ANALYSIS CONCLUDES THAT:

- 1 Black and Latinx students, students who are low-income, and English learners were disproportionately tracked into the CDOS graduation pathway that was not designed to lead to college readiness.**
- 2 All types of school districts disproportionately used the CDOS for historically under-served groups of students — and Rochester serves as the most troubling example.**
- 3 An increase in Local diplomas was responsible for 62% of the state’s 5-year graduation rate gains, and the increase in Local diplomas exceeded the increase in Regents diplomas in nearly all regions and types of school districts outside of New York City.**
- 4 Graduation rate data highlights stark disparities in Advanced Regents diplomas — raising questions about opportunity, access, support, and expectations.**

## **FINDING 1: Black and Latinx students, students who are low-income, and English learners were disproportionately tracked into the CDOS graduation pathway that was not designed to lead to college readiness**

New York’s “4+1” multiple pathways can serve a valuable function for students: in the best case, providing a menu of graduation options in a variety of subjects that recognize students’ interests, knowledge, and skills without having to pass a mandatory fifth Regents exam.

As state leaders examine New York’s graduation measures, considering the impact of these “4+1” pathways is essential. From an equity perspective, if the state expands multiple pathways it is vital that historically under-served groups of students are not being tracked into career-focused pathways rather than college- and career-focused pathways.

This is especially pertinent for the CDOS credential, which was initially only available to students with disabilities and can now be used by any student as their “+1” along with meeting graduation credit requirements and passing the required four Regents exams (including through safety net scores and appeals).<sup>5</sup>

It is important to note that there is enormous potential variability in the value of the CDOS credential. On the one hand, it could signify real workforce experience and attainment of an industry-recognized credential. On the other hand, the CDOS was established solely to signify a student’s readiness for entry-level employment. Media coverage has noted that it can include “passing a multiple-choice test designed to assess broad entry-level work skills. The tests emphasize real-life situations and peg questions to middle school-level reading and math skills,”<sup>6</sup> and that it “teaches basic job skills such as coming to work on time, neat appearance, and cooperating with others in the workplace.”<sup>7</sup> The implementation of the CDOS has not been subject to state oversight for quality control, and there is no public data on postsecondary outcomes for students who completed a CDOS pathway.

The vast majority of diplomas statewide — more than 92% — relied on the traditional fifth Regents exam in

2018-19. Among the more than 13,000 students using “4+1” pathways, nearly one in five were based on the CDOS credential — more than any other “4+1” pathway except STEM Science.

Most notably, New York’s education system disproportionately and overwhelmingly relied on the CDOS credential for historically under-served groups of students (see *Figure 1*). High schools used the CDOS as a diploma pathway for:

- Black students at 4.3 times the rate of White students;
- Latinx students at 1.9 times the rate of White students;
- Students who are low-income at 2.9 times the rate of students who are not low-income; and
- English learners at 3.0 times the rate of students who are not English learners.

As noted earlier, the concern is not whether the CDOS credential should be available to students as a “4+1” pathway, but rather whether schools are disproportionately relying on the CDOS for historically under-served groups of students — and if this reflects an institutional lack of high expectations, access to advanced courses, academic support, and strong and sufficient school counseling services.

At the same time, schools were less likely to give historically under-served groups of students the chance to earn a diploma through one of the most innovative pathways designed to fuel creativity: Arts. Only 513 students earned a diploma through the Arts “4+1” pathway in 2018-19. New York’s education system gave this scarce opportunity to White students at 5.2 times the rate of their Latinx peers and 2.7 times the rate of their Black peers, and to students who are not low-income at 1.8 times the rate of their peers who are low-income. Statewide, only two English learners used this pathway.

**FIGURE 1: CDOS “4+1” pathway participation by student group**



Source: New York State Education Department, “Pathways Database.” Analysis by The Education Trust—New York.

## **FINDING 2: All types of school districts disproportionately used the CDOS for historically under-served groups of students — and Rochester serves as the most troubling example**

All categories of New York school districts disproportionately relied on the CDOS for Black and Latinx students, students who are low-income, and English learners in 2018-19 (see Figure 2).

In urban/suburban high-need school districts, high schools were 2.3 times more likely to rely on the CDOS for Black students than White students and 1.4 times more likely for Latinx students than for White students. These disparities are not, however, solely an urban or high-need reality. In average-need districts, for example, schools were 2.1 times more likely to use the CDOS for Black students than White students and 1.5 times more likely for Latinx students than for White students.

The greatest use of the CDOS “4+1” pathway was found in the Big 4 school districts, where 15.8% of all students and

24.0% of Black students who received a diploma used a CDOS credential pathway.

Most notably, Rochester — a district with 1,315 total graduates in 2018-19 — awarded more CDOS “4+1” diplomas to Black students than all of New York City, with 57,035 graduates. Across the Big 4:

- 45.3% of Black students graduating in Rochester used the CDOS pathway;
- 21.2% of Black students graduating in Syracuse used the CDOS pathway;
- 14.4% of Black students graduating in Buffalo used the CDOS pathway; and
- No Black students graduating in Yonkers used the CDOS pathway.

And while New York City overall did not heavily rely on the CDOS pathway for Black students, a few local districts — including districts 3 and 5 in Manhattan, district 7 in

the Bronx, and district 14 in Brooklyn — were more than twice as likely to graduate Black students using the CDOS pathway than New York City as a whole.

**FIGURE 2: CDOS “4+1” pathway participation by need/resource capacity category in 2018-19**

**Share of Regents and Local diplomas awarded using the CDOS “4+1” pathway (2018-19)**

	Statewide	Low-need	Average-need	Rural high-need	Urban/suburban high-need	Big 4	New York City	Charters
<b>All students</b>	1.5%	0.4%	0.9%	1.8%	2.0%	15.8%	1.0%	0.5%
<b>Low-income</b>	2.2%	0.6%	1.6%	2.6%	2.3%	17.1%	1.1%	0.7%
<b>Not low-income</b>	0.8%	0.4%	0.6%	1.0%	1.7%	11.3%	0.5%	No students used the CDOS pathway
<b>American Indian</b>	1.1%	No students used the CDOS pathway	3.4%	No students used the CDOS pathway	No students used the CDOS pathway	6.9%	0.4%	No students used the CDOS pathway
<b>Asian</b>	0.4%	<0.1%	0.1%	No students used the CDOS pathway	3.6%	7.3%	0.1%	No students used the CDOS pathway
<b>Black</b>	3.7%	0.5%	1.7%	3.2%	2.9%	24.0%	1.9%	0.9%
<b>Latinx</b>	1.6%	0.8%	1.3%	2.8%	1.8%	11.3%	1.1%	0.2%
<b>White</b>	0.9%	0.4%	0.8%	1.7%	1.3%	8.3%	0.4%	0.3%
<b>Multiracial</b>	1.3%	0.2%	1.7%	2.8%	2.4%	5.3%	0.4%	No students used the CDOS pathway
<b>English learners</b>	4.2%	5.0%	4.1%	4.8%	5.6%	23.6%	1.7%	No students used the CDOS pathway
<b>Not English learners</b>	1.4%	0.4%	0.9%	1.8%	1.9%	15.2%	0.9%	0.6%
<b>Former English learners</b>	1.7%	1.1%	0.9%	No students used the CDOS pathway	0.4%	19.0%	1.0%	No students used the CDOS pathway

Source: New York State Education Department, “Pathways Database.” Analysis by The Education Trust—New York.

### **FINDING 3: An increase in Local diplomas was responsible for 62% of the state’s 5-year graduation rate gains, and the increase in Local diplomas exceeded the increase in Regents diplomas in nearly all types of school districts and regions outside of New York City**

In 2018-19, New York State’s overall high school graduation rate reached a high of 83.4%. This rate reflects a 3.1 percentage point increase from five years earlier — an incremental but important improvement for the state’s students.

However, a closer look at the graduation rate over this period reveals that New York’s school districts have heavily relied on Local diplomas — rather than Regents diplomas — for the majority of this increase, and have done so disproportionately for historically under-served student groups.

From 2014-15 to 2018-19, the 3.1 percentage point overall graduation rate increase is made up of a combined increase in the Local diploma rate of 1.9 percentage points (from 4.2% to 6.1%) and in the Regents diploma rate (including Advanced Regents diplomas) of 1.2 percentage points (from 76.1% to 77.3%). Local diplomas were responsible for 62% of the state’s overall high school graduation rate increase in this 5-year period (*see Figure 3*).

For students who are low-income, increased use of Local diplomas were responsible for 64% of total graduation rate gains. In comparison, only 20% of total graduation rate gains for non low-income students came from an increase in Local diplomas.

The graduation rate for Black students rose by 6.9 percentage points from 2014-15 to 2018-19. Of this gain, 63% was driven by greater use of Local diplomas. For Latinx students, whose graduation rate increased by 6.5 percentage points during this period, 44% of the gain was driven by greater use of Local diplomas.

We emphasize again that this is not intended as a rejection of Local diplomas. Rather, the *disproportionate* reliance on Local diplomas by school districts for certain groups of students may indicate a lack of instructional opportunity,

support, and high expectations for the very groups of students who the state aims to better serve.

The reliance on Local diplomas for powering the statewide graduation rate increase from 2014-15 to 2018-19 was nearly universal — with the major exceptions of New York City and charter schools.

In low-need, average-need, urban/suburban high-need, and Big 4 school districts, the 5-year Local diploma rate increase was greater than the 5-year Regents diploma rate increase (*see Figure 4*). In three of these categories — low-need, average-need, and urban/suburban high-need — the Regents diploma rate actually declined during this period.

The same pattern held true on a regional basis (*see Appendix*). In only one Regents district outside of New York City — the fourth judicial district, which stretches from the North Country to parts of the Capital Region — did the Regents diploma rate gains exceed the Local diploma rate gains from 2014-15 to 2018-19. Four of the Regents districts saw a decline in Regents diploma rates over these five years.

For historically under-served groups of students, the impact of the state’s graduation rate gains was even more uneven during this period. In every single region of the state, except for the first judicial district, the high school graduation rate for students who are low-income increased more due to Local diplomas than due to Regents diplomas. In five regions of the State that together enrolled nearly one in four Black graduates in 2018-19, the Regents diploma rate for Black students declined.

On Long Island, for example, the overall high school graduation rate declined slightly from 90.6% to 90.4% between 2014-15 and 2018-19. This overall change masked a steeper 1.3 percentage point decline in the Regents diploma rate and a 1.1 percentage point increase in the

**FIGURE 3: Graduation rate changes for student groups by diploma type from 2014-15 to 2018-19**

	2018-19 graduation rate	Change from 2014-15	Regents diploma rate change	Local diploma rate change
<b>All students</b>	<b>83.4%</b>	<b>▲ 3.1%</b>	<b>▲ 1.2%</b>	<b>▲ 1.9%</b>
<b>American Indian</b>	<b>74.7%</b>	<b>▲ 6.9%</b>	<b>▲ 4.7%</b>	<b>▲ 2.2%</b>
<b>Asian</b>	<b>89.7%</b>	<b>▲ 3.1%</b>	<b>▲ 2.1%</b>	<b>▲ 1.0%</b>
<b>Black</b>	<b>75.3%</b>	<b>▲ 6.9%</b>	<b>▲ 2.5%</b>	<b>▲ 4.3%</b>
<b>Latinx</b>	<b>74.5%</b>	<b>▲ 6.5%</b>	<b>▲ 3.6%</b>	<b>▲ 2.9%</b>
<b>White</b>	<b>90.2%</b>	<b>▲ 1.0%</b>	<b>▲ 0.4%</b>	<b>▲ 0.6%</b>
<b>Multiracial</b>	<b>83.0%</b>	<b>▲ 1.5%</b>	<b>▼ -0.1%</b>	<b>▲ 1.5%</b>
<b>Low-income</b>	<b>77.1%</b>	<b>▲ 4.3%</b>	<b>▲ 1.6%</b>	<b>▲ 2.7%</b>
<b>Not low-income</b>	<b>90.4%</b>	<b>▲ 3.5%</b>	<b>▲ 2.8%</b>	<b>▲ 0.7%</b>
<b>General education students</b>	<b>87.8%</b>	<b>▲ 2.6%</b>	<b>▲ 1.6%</b>	<b>▲ 1.0%</b>
<b>Students with disabilities</b>	<b>60.6%</b>	<b>▲ 8.1%</b>	<b>▲ 3.0%</b>	<b>▲ 5.2%</b>
<b>English learners</b>	<b>38.9%</b>	<b>▲ 1.1%</b>	<b>▼ -7.0%</b>	<b>▲ 8.1%</b>
<b>Not English learners</b>	<b>86.2%</b>	<b>▲ 3.7%</b>	<b>▲ 2.2%</b>	<b>▲ 1.5%</b>
<b>Former English learners</b>	<b>91.3%</b>	<b>▲ 12.1%</b>	<b>▲ 12.0%</b>	<b>▲ 0.1%</b>

Source: New York State Education Department, "Graduation Rate Database." Analysis by The Education Trust—New York.

**FIGURE 4: Graduation rate changes by need/resource capacity category by diploma type from 2014-15 to 2018-19**

	2018-19 graduation rate	Change from 2014-15	Regents diploma rate change	Local diploma rate change
<b>Statewide</b>	<b>83.4%</b>	<b>▲ 3.1%</b>	<b>▲ 1.2%</b>	<b>▲ 1.9%</b>
<b>Low-need</b>	<b>95.1%</b>	<b>▼ -0.1%</b>	<b>▼ -0.5%</b>	<b>▲ 0.4%</b>
<b>Average-need</b>	<b>89.4%</b>	<b>▲ 0.9%</b>	<b>▼ -0.2%</b>	<b>▲ 1.1%</b>
<b>Rural high-need</b>	<b>84.2%</b>	<b>▲ 1.8%</b>	<b>▲ 0.9%</b>	<b>▲ 0.9%</b>
<b>Urban/suburban high-need</b>	<b>73.0%</b>	<b>▲ 1.3%</b>	<b>▼ -0.9%</b>	<b>▲ 2.2%</b>
<b>Big 4</b>	<b>69.6%</b>	<b>▲ 8.1%</b>	<b>▲ 3.7%</b>	<b>▲ 4.4%</b>
<b>New York City</b>	<b>77.3%</b>	<b>▲ 6.8%</b>	<b>▲ 3.9%</b>	<b>▲ 2.9%</b>
<b>Charter schools</b>	<b>80.8%</b>	<b>▲ 9.0%</b>	<b>▲ 6.0%</b>	<b>▲ 3.0%</b>

Source: New York State Education Department, "Graduation Rate Database." Analysis by The Education Trust—New York.



shows whether Regents diploma rates or Local diploma rates increased more from 2014-15 to 2018-19

Local diploma rate. The Regents diploma rate on Long Island decreased by 2.4 percentage points for students who are low-income, by 1.9 percentage points for Latinx students, and by 0.6 percentage points for Black students.

New York City’s district-run schools saw notably different results. In Manhattan, Queens, and the Bronx (the first, 11th, and 12th judicial districts, respectively), the gain in Regents diploma rates exceeded the gain in

Local diploma rates from 2014-15 to 2018-19. Even so, within each borough there are local districts — district 4 in Manhattan; districts 9, 11, and 12 in the Bronx; and districts 28 and 29 in Queens — where the gain in Regents diploma rates trailed the gain in Local diploma rates.

To an even greater extent, the state’s charter schools relied far more on Regents diplomas than Local diplomas for their notable graduation rate increase.

## FINDING 4: Graduation rate data highlights stark disparities in Advanced Regents diplomas — raising questions about opportunity, access, support, and expectations

Another essential question as the state considers expanding its graduation pathways is whether all groups of students have equitable access to pursue, and support from their school to succeed in, the most challenging pathways. Current data on the Advanced Regents diploma demonstrate that this is already not the case – with important implications for both graduation measures and advanced course access policy.

Statewide, one-third of students (33.6%) graduated with an Advanced Regents diploma in 2018-19. This figure masks a stark opportunity gap: schools awarded an Advanced Regents diploma to 47.3% of White students but only 12.1% of Black students and 16.9% of Latinx students, and to 49.2% of students who are not low-income but only 19.6% of students who are low-income (see Figure 5).

In addition, New York State is moving farther from equity on this measure for some key groups of students. Over the last five years, the Advanced Regents diploma rate increased for White students 1.5 times faster than for Black students, and for students who are not low-income 2.1 times faster than for students who are low-income. For English learners, the Advanced Regents diploma rate actually declined over this period.

Part of the explanation is the disparity in Advanced Regents diploma rates by school district need/resource

**FIGURE 5: Advanced Regents diploma rates in 2018-19**

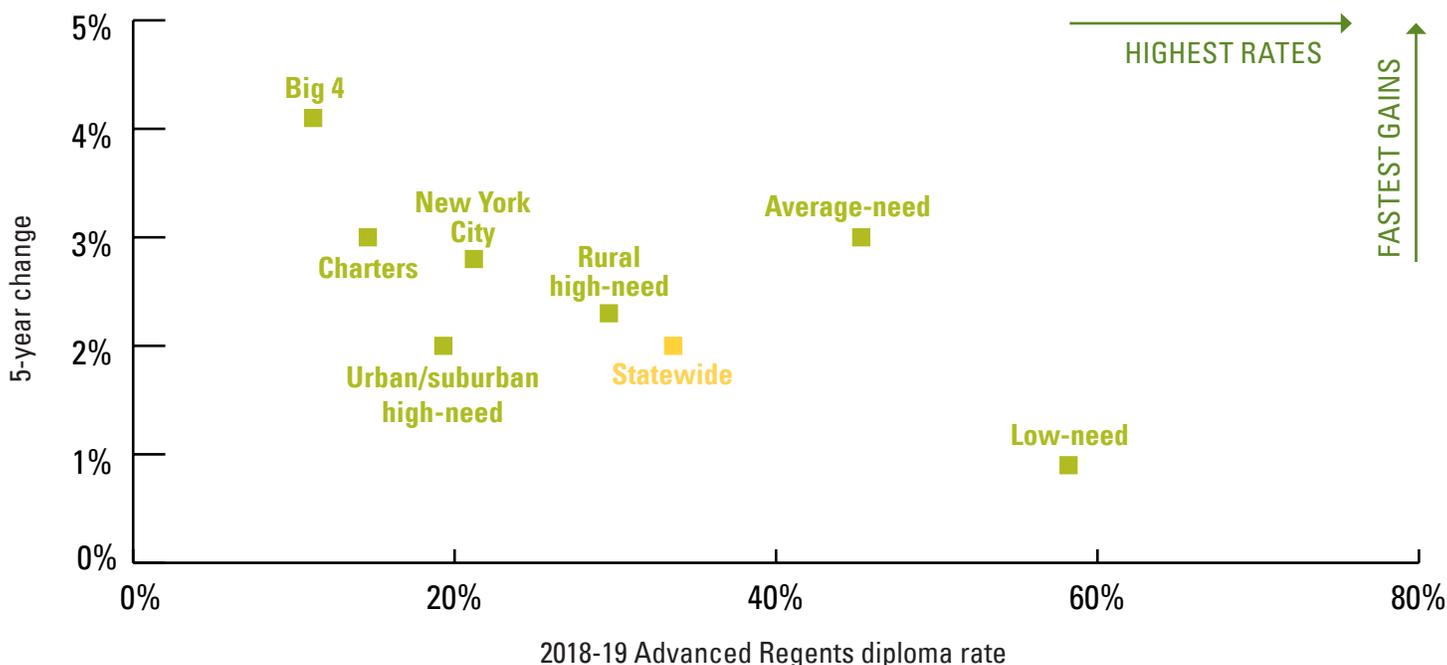
	2018-19 Advanced Regents diploma rate	5-year change
<b>All students</b>	<b>33.6%</b>	<b>▲ 2.0%</b>
<b>American Indian</b>	<b>20.3%</b>	<b>▲ 5.6%</b>
<b>Asian</b>	<b>53.1%</b>	<b>▲ 1.7%</b>
<b>Black</b>	<b>12.1%</b>	<b>▲ 1.9%</b>
<b>Latinx</b>	<b>16.9%</b>	<b>▲ 3.4%</b>
<b>White</b>	<b>47.3%</b>	<b>▲ 2.8%</b>
<b>Multiracial</b>	<b>30.8%</b>	<b>▲ 2.0%</b>
<b>Low-income</b>	<b>19.6%</b>	<b>▲ 2.3%</b>
<b>Not low-income</b>	<b>49.2%</b>	<b>▲ 4.8%</b>
<b>General education students</b>	<b>39.4%</b>	<b>▲ 2.7%</b>
<b>Students with disabilities</b>	<b>3.5%</b>	<b>▲ 0.5%</b>
<b>English learners</b>	<b>1.2%</b>	<b>▼ -2.9%</b>
<b>Not English learners</b>	<b>35.6%</b>	<b>▲ 2.6%</b>
<b>Former English learners</b>	<b>17.3%</b>	<b>▲ 3.0%</b>

Source: New York State Education Department, “Graduation Rate Database.” Analysis by The Education Trust–New York.

capacity category. More than half of students in low-need school districts (58.2%) received an Advanced Regents diploma in 2018-19, and the low- and average-need school district categories each had overall average Advanced Regents diploma rates of at least double the Advanced Regents diploma rate in the urban/suburban high-need, Big 4, New York City, and charter school categories (see Figure 6).

However, district type alone does not explain these differences. Disparities in how schools award diplomas — and opportunity — are an essential component of inequity. For example, the combined low- and average-need school district categories had a lower Advanced Regents diploma rate for Black students (29.0%) than the state’s high-need school districts had for White students (32.3%).

**FIGURE 6: Advanced Regents diploma rate rates and 5-year change by need/resource capacity category**



Source: New York State Education Department, “Graduation Rate Database.” Analysis by The Education Trust—New York.

### THE PATH FORWARD

These findings from the 2018-19 high school graduation data should increase policymakers’ urgency on two complementary agendas: taking immediate steps to expand equitable access to advanced courses that prepare students for college, careers, and active citizenship, and ensuring that the Regents’ high school

graduation measures review that is currently underway becomes a vehicle to improve educational equity and ensure high expectations for all groups of students.

**The New York Equity Coalition has identified specific policies to advance both of these essential agendas. Read more on the following page.**

# IMPROVING EDUCATIONAL EQUITY

## 4 policies to improve equitable access to advanced courses in 2020

### Improve access to advanced courses

- Invest in more AP, IB, and dual enrollment courses in high-need districts
- Expand access to school counselors who are culturally responsive

### Support parents and students

- Require school districts to provide every family with clear and concise information, in multiple languages, about the courses their child can take, including the benefits of enrolling in advanced courses and the support available

### Eliminate barriers to enrollment

- Enable automatic enrollment in the next available advanced course for students who demonstrate readiness using one of multiple measures, with families always having the right to decline

### Eliminate enrollment disparities

- Ensure that any school or school district that has disparities in advanced course enrollment is taking real steps to eliminate these disparities

## 4 principles for the state's graduation measures review process

### Maintain and expand multiple pathways that actually prepare students for college, careers, and civic engagement

- This could include recognizing college-ready scores on the SAT, ACT, etc.
- Diploma measures should also incorporate professional skills for all students (i.e., acknowledging that students need to be not college- or career-ready, but rather college- and career-ready)

### Ensure that the state sets high expectations for all students and does not create a "second-tier" diploma

- All groups of students must have the realistic expectation and opportunity to pursue all graduation pathways, with no disparities by race/ethnicity, income status, English learner status, or disparities for other historically under-served groups of students

### Update course and credit requirements based on real-world expectations

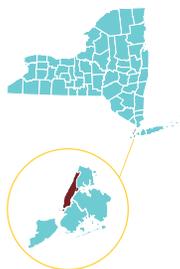
- Course requirements should include four years of math and four years of science (including computer science as an option)
- All students should be expected to leave high school with college credit (from AP, IB, dual enrollment, P-TECH, etc.) and/or work-based learning experience
- Automatic enrollment in advanced courses should ensure that all students can pursue higher level coursework without unnecessary barriers

### Adequately resourced systems of student support should accompany the state's graduation expectations

- This should include school counseling that is culturally responsive

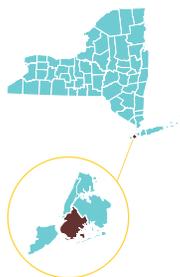
## APPENDIX: Graduation rate changes by Regent judicial district

### 1st Judicial District



Student group	2018-19 graduation rate	Change from 2014-15	Regents diploma rate change	Local diploma rate change
All students	78.2%	▲ 6.4%	▲ 4.3%	▲ 2.1%
American Indian	79.5%	▲ 7.4%	▲ 2.3%	▲ 5.1%
Asian	90.0%	▲ 3.3%	▲ 2.8%	▲ 0.5%
Black	74.1%	▲ 8.1%	▲ 4.6%	▲ 3.5%
Latinx	73.7%	▲ 7.0%	▲ 4.7%	▲ 2.4%
White	88.5%	▲ 2.6%	▲ 2.2%	▲ 0.4%
Multiracial	85.3%	▲ 4.6%	▲ 4.4%	▲ 0.2%
Low-income	76.3%	▲ 6.7%	▲ 4.0%	▲ 2.6%
Not low-income	82.7%	▲ 6.4%	▲ 5.9%	▲ 0.5%
English learners	36.4%	▼ -2.0%	▼ -9.4%	▲ 7.4%
Not English learners	82.3%	▲ 7.0%	▲ 5.5%	▲ 1.5%
Former English learners	89.1%	▲ 14.8%	▲ 16.4%	▲ 1.5%

### 2nd Judicial District



Student group	2018-19 graduation rate	Change from 2014-15	Regents diploma rate change	Local diploma rate change
All students	77.0%	▲ 6.6%	▲ 3.0%	▲ 3.6%
American Indian	71.2%	▲ 7.7%	▲ 7.8%	▼ <0.0%
Asian	86.2%	▲ 2.1%	▲ 1.1%	▲ 1.1%
Black	74.6%	▲ 7.7%	▲ 2.6%	▲ 5.1%
Latinx	71.9%	▲ 8.6%	▲ 3.9%	▲ 4.8%
White	81.4%	▲ 2.6%	▲ 1.4%	▲ 1.2%
Multiracial	87.9%	▲ 6.1%	▲ 2.8%	▲ 3.3%
Low-income	76.5%	▲ 6.0%	▲ 2.1%	▲ 3.9%
Not low-income	78.8%	▲ 8.5%	▲ 6.0%	▲ 2.5%
English learners	41.7%	▲ 0.4%	▼ -9.8%	▲ 10.2%
Not English learners	80.5%	▲ 7.3%	▲ 4.4%	▲ 3.0%
Former English learners	91.0%	▲ 9.8%	▲ 7.6%	▲ 2.1%

 shows whether Regents diploma rates or Local diploma rates increased more from 2014-15 to 2018-19

APPENDIX: Graduation rate changes by Regent judicial district (continued)

3rd Judicial District



Student group	2018-19 graduation rate	Change from 2014-15	Regents diploma rate change	Local diploma rate change
All students	85.9%	▲ 2.3%	▲ 0.3%	▲ 2.0%
American Indian	N/A	N/A	N/A	N/A
Asian	87.8%	▲ 13.6%	▲ 11.9%	▲ 1.7%
Black	75.9%	▲ 7.8%	▲ 4.6%	▲ 3.3%
Latinx	75.8%	▲ 3.8%	▲ 0.7%	▲ 3.1%
White	89.5%	▲ 2.0%	▲ 0.6%	▲ 1.4%
Multiracial	77.3%	▲ 38.8%	▲ 36.8%	▲ 2.0%
Low-income	77.2%	▲ 3.8%	▲ 1.1%	▲ 2.7%
Not low-income	92.1%	▲ 3.0%	▲ 2.0%	▲ 1.0%
English learners	29.8%	▲ 4.0%	▼ -3.2%	▲ 7.1%
Not English learners	87.5%	▲ 11.9%	▲ 9.5%	▲ 2.4%
Former English learners	95.2%	▲ 29.4%	▲ 24.2%	▲ 5.2%

4th Judicial District



Student group	2018-19 graduation rate	Change from 2014-15	Regents diploma rate change	Local diploma rate change
All students	85.5%	▲ 2.6%	▲ 1.6%	▲ 1.0%
American Indian	85.7%	▲ 22.9%	▲ 21.8%	▲ 1.1%
Asian	88.9%	▲ 11.7%	▲ 11.0%	▲ 0.7%
Black	69.1%	▲ 4.9%	▼ -2.3%	▲ 7.2%
Latinx	71.0%	▲ 17.6%	▲ 14.2%	▲ 3.4%
White	87.2%	▲ 2.4%	▲ 1.9%	▲ 0.5%
Multiracial	78.6%	▲ 78.6%	▲ 69.8%	▲ 8.7%
Low-income	74.3%	▲ 3.2%	▲ 1.2%	▲ 2.1%
Not low-income	93.0%	▲ 3.1%	▲ 3.0%	▲ <.01%
English learners	36.1%	▲ 18.4%	▲ 11.5%	▲ 6.9%
Not English learners	86.8%	▲ 45.7%	▲ 41.9%	▲ 3.8%
Former English learners	N/A	N/A	N/A	N/A

 shows whether Regents diploma rates or Local diploma rates increased more from 2014-15 to 2018-19

APPENDIX: Graduation rate changes by Regent judicial district (continued)

5th Judicial District



Student group	2018-19 graduation rate	Change from 2014-15	Regents diploma rate change	Local diploma rate change
All students	84.0%	▲ 1.8%	▲ 0.4%	▲ 1.4%
American Indian	77.5%	▲ 8.3%	▲ 10.8%	▼ -2.5%
Asian	81.3%	▲ 9.6%	▲ 8.0%	▲ 1.7%
Black	68.7%	▲ 2.9%	▼ -3.5%	▲ 6.4%
Latinx	72.4%	▲ 8.3%	▲ 5.6%	▲ 2.7%
White	87.4%	▲ 1.5%	▲ 1.1%	▲ 0.5%
Multiracial	79.1%	▲ 1.3%	▼ -3.4%	▲ 4.7%
Low-income	73.5%	▲ 1.2%	▼ -0.7%	▲ 1.9%
Not low-income	92.9%	▲ 4.3%	▲ 3.9%	▲ 0.4%
English learners	34.6%	▼ -1.7%	▼ -12.7%	▲ 11.0%
Not English learners	85.2%	▲ 18.6%	▲ 16.3%	▲ 2.2%
Former English learners	93.4%	▲ 6.7%	▲ 3.0%	▲ 3.8%

6th Judicial District



Student group	2018-19 graduation rate	Change from 2014-15	Regents diploma rate change	Local diploma rate change
All students	83.2%	▲ 0.4%	▼ -0.8%	▲ 1.1%
American Indian	N/A	N/A	N/A	N/A
Asian	94.9%	▲ 17.9%	▲ 16.9%	▲ 1.0%
Black	66.8%	▲ 1.6%	▼ -0.7%	▲ 2.3%
Latinx	78.6%	▲ 10.9%	▲ 8.2%	▲ 2.7%
White	84.7%	▲ 0.1%	▼ -1.0%	▲ 1.1%
Multiracial	72.3%	▲ 66.2%	▲ 61.3%	▲ 5.0%
Low-income	74.4%	▲ 0.6%	▼ -0.8%	▲ 1.4%
Not low-income	90.2%	▲ 1.3%	▲ 0.8%	▲ 0.6%
English learners	60.0%	▲ 20.7%	▼ -7.3%	▲ 28.0%
Not English learners	85.0%	▲ 53.1%	▲ 48.0%	▲ 5.0%
Former English learners	N/A	N/A	N/A	N/A

 shows whether Regents diploma rates or Local diploma rates increased more from 2014-15 to 2018-19

APPENDIX: Graduation rate changes by Regent judicial district (continued)

7th Judicial District



Student group	2018-19 graduation rate	Change from 2014-15	Regents diploma rate change	Local diploma rate change
All students	85.4%	▲ 1.7%	▲ 0.1%	▲ 1.6%
American Indian	N/A	N/A	N/A	N/A
Asian	92.1%	▲ 15.2%	▲ 13.8%	▲ 1.4%
Black	71.6%	▲ 7.5%	▲ 4.0%	▲ 3.4%
Latinx	75.3%	▲ 12.6%	▲ 7.2%	▲ 5.4%
White	90.0%	▼ <0.0%	▼ -0.6%	▲ 0.6%
Multiracial	79.9%	▼ -0.5%	▼ -0.7%	▲ 0.2%
Low-income	75.3%	▲ 5.1%	▲ 2.5%	▲ 2.6%
Not low-income	93.6%	▲ 1.1%	▲ 0.7%	▲ 0.4%
English learners	46.2%	▲ 20.9%	▲ 0.1%	▲ 20.9%
Not English learners	87.0%	▲ 21.2%	▲ 19.0%	▲ 2.2%
Former English learners	93.2%	▲ 30.0%	▲ 31.3%	▼ -1.3%

8th Judicial District



Student group	2018-19 graduation rate	Change from 2014-15	Regents diploma rate change	Local diploma rate change
All students	84.8%	▲ 0.4%	▼ -0.8%	▲ 1.2%
American Indian	73.8%	▲ 6.9%	▲ 0.7%	▲ 6.2%
Asian	82.1%	▲ 7.4%	▲ 7.0%	▲ 0.3%
Black	69.9%	▲ 0.5%	▼ -3.9%	▲ 4.4%
Latinx	68.2%	▲ 2.2%	▼ -0.1%	▲ 2.2%
White	89.8%	▲ 0.7%	▲ 0.3%	▲ 0.3%
Multiracial	81.8%	▲ 5.1%	▲ 3.3%	▲ 1.8%
Low-income	77.0%	▼ -0.1%	▼ -1.5%	▲ 1.4%
Not low-income	90.9%	▲ 1.9%	▲ 1.3%	▲ 0.6%
English learners	39.6%	▲ 10.6%	▲ 5.6%	▲ 5.0%
Not English learners	85.8%	▲ 16.2%	▲ 14.1%	▲ 2.1%
Former English learners	92.4%	▲ 27.3%	▲ 26.9%	▲ 0.4%

 shows whether Regents diploma rates or Local diploma rates increased more from 2014-15 to 2018-19

APPENDIX: Graduation rate changes by Regent judicial district (continued)

9th Judicial District



Student group	2018-19 graduation rate	Change from 2014-15	Regents diploma rate change	Local diploma rate change
All students	87.9%	▲ 0.9%	▼ -0.3%	▲ 1.3%
American Indian	N/A	N/A	N/A	N/A
Asian	95.5%	▲ 0.8%	▲ 0.3%	▲ 0.5%
Black	79.8%	▲ 5.9%	▲ 1.9%	▲ 4.1%
Latinx	79.6%	▲ 1.4%	▼ -0.6%	▲ 2.1%
White	93.7%	▲ 0.8%	▲ 0.7%	▲ 0.1%
Multiracial	90.7%	▲ 9.9%	▲ 8.2%	▲ 1.7%
Low-income	78.9%	▲ 2.6%	▲ 0.1%	▲ 2.5%
Not low-income	93.5%	▲ 1.4%	▲ 1.2%	▲ 0.3%
English learners	33.2%	▲ 2.9%	▼ -3.0%	▲ 5.9%
Not English learners	90.5%	▲ 2.0%	▲ 0.9%	▲ 1.0%
Former English learners	83.5%	▲ 7.9%	▲ 6.5%	▲ 1.4%

10th Judicial District

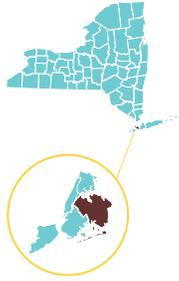


Student group	2018-19 graduation rate	Change from 2014-15	Regents diploma rate change	Local diploma rate change
All students	90.4%	▼ -0.2%	▼ -1.3%	▲ 1.1%
American Indian	87.5%	▲ 3.7%	▼ -3.8%	▲ 7.5%
Asian	96.0%	▲ 0.4%	▼ -0.1%	▲ 0.5%
Black	86.8%	▲ 3.0%	▼ -0.6%	▲ 3.7%
Latinx	78.2%	▼ -0.4%	▼ -1.9%	▲ 1.6%
White	95.8%	▲ 1.0%	▲ 0.7%	▲ 0.3%
Multiracial	91.8%	▲ 1.9%	▼ -2.0%	▲ 3.9%
Low-income	82.8%	▼ -0.6%	▼ -2.4%	▲ 1.7%
Not low-income	94.4%	▲ 1.2%	▲ 0.8%	▲ 0.4%
English learners	34.5%	▲ 4.6%	▲ 0.8%	▲ 3.8%
Not English learners	93.9%	▲ 1.6%	▲ 0.8%	▲ 0.8%
Former English learners	93.3%	▲ 11.5%	▲ 14.8%	▼ -3.3%

 shows whether Regents diploma rates or Local diploma rates increased more from 2014-15 to 2018-19

APPENDIX: Graduation rate changes by Regent judicial district (continued)

11th Judicial District



Student group	2018-19 graduation rate	Change from 2014-15	Regents diploma rate change	Local diploma rate change
All students	80.8%	▲ 7.4%	▲ 5.0%	▲ 2.4%
American Indian	77.0%	▲ 17.0%	▲ 15.3%	▲ 1.7%
Asian	87.5%	▲ 3.7%	▲ 2.0%	▲ 1.7%
Black	77.1%	▲ 13.8%	▲ 9.9%	▲ 3.9%
Latinx	76.6%	▲ 7.8%	▲ 5.3%	▲ 2.5%
White	84.2%	▲ 2.0%	▲ 0.6%	▲ 1.4%
Multiracial	86.0%	▲ 6.0%	▲ 3.9%	▲ 2.1%
Low-income	81.0%	▲ 5.3%	▲ 2.5%	▲ 2.7%
Not low-income	80.2%	▲ 12.1%	▲ 10.7%	▲ 1.4%
English learners	42.0%	▼ -2.2%	▼ -10.7%	▲ 8.5%
Not English learners	84.7%	▲ 8.0%	▲ 6.2%	▲ 1.8%
Former English learners	92.8%	▲ 11.0%	▲ 10.8%	▲ 0.2%

12th Judicial District



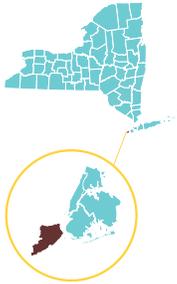
Student group	2018-19 graduation rate	Change from 2014-15	Regents diploma rate change	Local diploma rate change
All students	71.5%	▲ 8.8%	▲ 4.8%	▲ 3.9%
American Indian	59.6%	▲ 4.8%	▲ 3.3%	▲ 1.4%
Asian	92.5%	▲ 4.8%	▲ 3.4%	▲ 1.4%
Black	70.9%	▲ 7.1%	▲ 2.6%	▲ 4.5%
Latinx	68.9%	▲ 10.2%	▲ 6.0%	▲ 4.2%
White	81.2%	▲ 5.6%	▲ 3.2%	▲ 2.5%
Multiracial	77.7%	▲ 16.1%	▲ 11.3%	▲ 4.9%
Low-income	71.0%	▲ 7.7%	▲ 3.6%	▲ 4.1%
Not low-income	73.6%	▲ 12.5%	▲ 9.7%	▲ 2.8%
English learners	43.1%	▲ 5.1%	▼ -4.3%	▲ 9.4%
Not English learners	76.2%	▲ 9.8%	▲ 6.8%	▲ 3.0%
Former English learners	92.6%	▲ 14.7%	▲ 15.0%	▼ -0.3%



shows whether Regents diploma rates or Local diploma rates increased more from 2014-15 to 2018-19

APPENDIX: Graduation rate changes by Regent judicial district (continued)

13th Judicial District



Student group	2018-19 graduation rate	Change from 2014-15	Regents diploma rate change	Local diploma rate change
All students	82.0%	▲ 4.6%	▲ 2.1%	▲ 2.5%
American Indian	N/A	N/A	N/A	N/A
Asian	94.6%	▲ 2.7%	▲ 3.0%	▼ -0.4%
Black	71.9%	▲ 6.1%	▲ 3.8%	▲ 2.3%
Latinx	71.5%	▲ 6.9%	▲ 5.4%	▲ 1.5%
White	88.5%	▲ 4.3%	▲ 0.5%	▲ 3.8%
Multiracial	N/A	N/A	N/A	N/A
Low-income	76.8%	▲ 3.9%	▲ 1.6%	▲ 2.3%
Not low-income	89.3%	▲ 7.0%	▲ 4.7%	▲ 2.3%
English learners	30.6%	▼ -0.9%	▼ -2.5%	▲ 1.5%
Not English learners	83.6%	▲ 5.0%	▲ 2.5%	▲ 2.5%
Former English learners	79.5%	▲ 22.3%	▲ 14.1%	▲ 8.3%

Source: New York State Education Department, "Graduation Rate Database." Analysis by The Education Trust—New York. Data was excluded if the number of graduates in a particular group was less than 25 in 2014-15 or 2018-19.

 shows whether Regents diploma rates or Local diploma rates increased more from 2014-15 to 2018-19

## ENDNOTES

<sup>1</sup> New York State Education Department, “New York State (NYS) Career Development and Occupational Studies (CDOS) Commencement Credential: Questions & Answers” (September 2018).

<sup>2</sup> Survey of 1,002 recent graduates of public high schools in New York State conducted by Kiley & Associates. Interviews were conducted online between Aug. 3-21, 2018. All respondents were between the ages of 17 and 24, and graduated from high school in New York between 2013 and 2017. The margin of error for the survey was +/- 3 percentage points. Available at: <https://s3-us-east-2.amazonaws.com/edtrustmain/wp-content/uploads/sites/5/2018/10/09092024/NY-Equity-Coalition-Poll-Memo.pdf>.

<sup>3</sup> See [www.EquityInEdNY.org/PassedOver](http://www.EquityInEdNY.org/PassedOver) for additional details.

<sup>4</sup> Consistent with the New York State Education Department’s current practice, this policy brief uses 4-year outcomes as of August in the graduation year.

<sup>5</sup> New York State Education Department, “Field Advisory: Career Development Occupational Studies Graduation Pathway Option” (June 2016).

<sup>6</sup> Monica Disare, “Can you avoid conflict in the break room? It could now help you graduate from high school in New York,” (Chalkbeat: April 28, 2016). Available at: <https://chalkbeat.org/posts/ny/2016/04/28/can-you-avoid-conflict-in-the-break-room-it-could-now-help-you-graduate-from-high-school-in-new-york>.

<sup>7</sup> Rick Karlin, “New degree would open state jobs to special education students,” (Albany Times-Union: June 23, 2019). Available at: <https://www.timesunion.com/news/article/New-degree-would-open-state-jobs-to-special-1396528.php>.

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