CITYWIDE EDUCATION COUNCIL, DISTRICT 75 COMMITEE ON BUSING AND SAFETY



ADVISORY OPINION ON THE USE OF DISTRICT 75 SCHOOLS AS VOTER REGISTRATION AND POLLING SITES

Due to significant safety concerns for New York City's Department of Education District 75 students as well as recent and past reported breaches of school building security, it is this committee's recommendation that the State Board of Elections and/or the City Board of Elections immediately cease using any public school building or similar facility where District 75 students are located and/or co-located as voter polling sites.

In the alternative, use of the buildings may continue under the following 4 (four) conditions:

- (1) There are <u>no</u> instructional sessions on <u>ANY ELECTION DAY</u> for students during that day and/or evening where the public has access to the building at the same time students occupy said building;
- (2) The building shall not be used by, or be opened to, the public <u>for any other purpose other</u> than voting (this excludes school personnel who may choose to use the building for administrative purposes);
- (3) Extra security is posted and actively manned at the entrance(s), exit(s) and at all corridors and vestibules where the public will be entering and exiting the building to vote;
- (4) All entrance(s), exit(s), corridor areas <u>must be clearly marked</u> as well as an area that is cordoned off, manned and clearly designated as <u>"school personnel only permitted beyond this point."</u>

This alternative plan is meant to give flexibility to the City/State Boards of Elections and facilitate our election process while maintaining building safety and security during and after the public voting period.

Overview - District 75

District 75 is a citywide, specialized school district within the New York City Department of Education. District 75 schools provide educational, vocational, and behavior support programs for approximately 25,000 students with moderate to severe disabilities. The district has sites located across New York City including multi-site special education schools, home and hospital instruction, institutional facilities and inclusive settings in community schools and community-based vocational training sites.

District 75 Students

The age range for students attending District 75 schools are ages 5 through 21 years of age. Once a student turns age 21, they transition to day programs, potential vocational employment and more.

Many of our students are non-verbal, meaning they do not have a "strong cache of "internalized "rules" by which to monitor, plan and execute interpersonal interactions. "Specific to this population is the increased risks of injury or death due to "elopement/wandering behaviors associated with Autism Spectrum Disorders (ASDS). "iv All of our students require some form of adaptive behavioral related services due to global deficits in understanding the dangers within their social and environmental surroundings. Adaptive behavior is a "... collection of conceptual, social, and practical skills that all people learn in order to function in their daily lives..."

Consequently, District 75 students require extra safety protocols within the school building and during outdoor activities. Due to their deficits and comorbidities as explained above, any breaches in school security place students at significant risk for harm.

DISTRICT 75 SCHOOLS

As referred to above, District 75 schools are citywide with some being "self-contained" and most others "co-located" in and around public school buildings shared with non-District 75 students. These statistics are broken down below as follows:

TOTAL NUMBER OF CITYWIDE DISTRICT 75 SCHOOLS

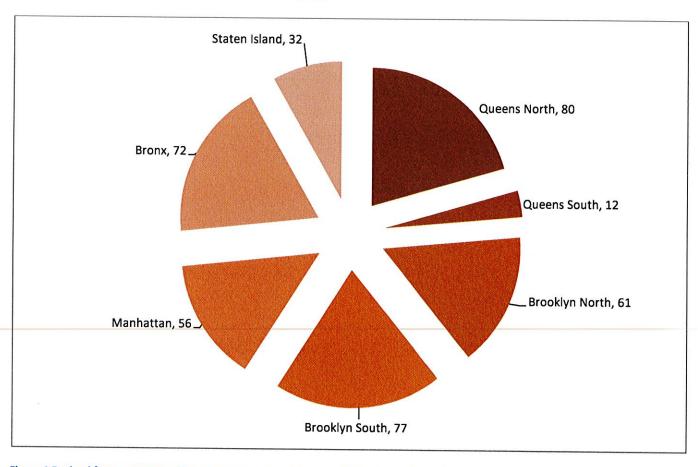


Figure 1 Derived from NYC DOE Office of Assessment and Accountability, December 8, 2016

TOTAL NUMBER OF CITYWIDE DISTRICT 75 DESIGNATED SCHOOL SITES (self contained and co-located)

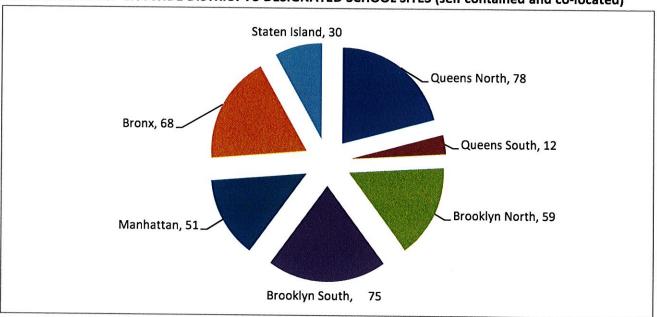


Figure 2 Derived from NYC DOE Office of Assessment and Accountability, December 8, 2016

TOTAL CITYWIDE DISTRICT 75 SCHOOLS AND SITE STATISTICS

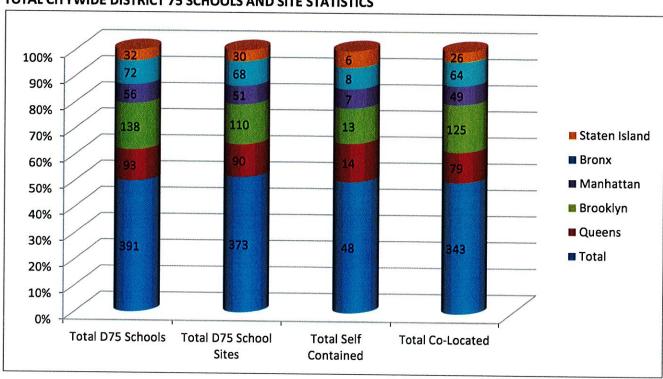


Figure 3 Derived from NYC DOE Office of Assessment and Accountability, December 8, 2016 (note: Home-based, hospital based and institutional-based programs not included. Borough to Borough school site overlap not reflected).

In summary, District 75 exclusively oversees and provides services to approximately 25,000 students having moderate to severe physical, intellectual and developmental disabilities with many students having multiple disabilities. The majority of their programs and services (391) are received citywide in 373 public schools buildings across the five boroughs of New York City. Excluding site locations at hospitals, in-home instruction and rehabilitation centers, we have calculated the NYC Board of Elections is utilizing 152 District 75 school sites as voter polling centers for all elections (general, primary and any other election governed by that state and city boards of elections). A list of school sites with their corresponding Board of Election polling identification numbers are attached hereto as **Exhibit 1**.

CURRENT PENDING LEGISLATION / PROPOSALS

There are numerous proposals in various periodicals and from interest groups specifically discussing the utilization of public schools as polling places.

Our interest focuses on two legislative bills: one currently pending in the New York State Assembly (A6040B) and one in the New York State Senate (S4787A)(attached hereto as **Exhibits 2** and **3** respectively). Both bills have been revised and recommitted to the Committee on Education. In reading both respective bills as amended, it is this committee's opinion that both bills are significantly flawed as they do not fully address the present dangers to students and security breaches presently experienced by public schools used as voter polling places and students will continue to be at risk.

The Senate bill S4787A looks to amend Education Law §3604 and Election Law§4-104. The Pertinent provisions would be to amend existing education law to include "GENERAL ELECTION DAY" as a closed school day to students. The election law would be amended to remove public school buildings as entities that can be deemed "unsuitable" presumably by the designating local or State Board of Elections.

The Assembly bill: A6040B similarly looks to amend election law §4-104, and education law §3604. The Pertinent provisions are the same as S4787A, which, after committee reconciliation, would amend state education Law to include: "GENERAL ELECTION DAY" as a closed school day to students and amend state election law to remove public school buildings as entities that can be deemed unsuitable by the designating local or State Board of Elections.

Unfortunately, both bills do not fully address the safety concerns of using public schools as voter polling sites. In its present form, the new legislation would still permit the operation of public schools as polling sites, during instructional days, in elections other than "general elections." This is a significant flaw and should be remedied by the state legislature while both bills remain recommitted to their respective Education Committees.

LEGAL ANALYSIS/COURT PRECEDENTS

The Committee on Busing and Safety of the Citywide Council for District 75 does not have a staff attorney nor was one retained for this matter. However, the issue of student safety on instructional days and the significant lapses in security at the schools during voter polling is in direct contradiction to "Avonte's Law" - - legislation passed in New York State requiring, in part, alarms be placed on school doors. It is noted here that the New York City Council passed its own version of the law and is now being emulated in some form on the federal level.

CONCLUSIONS

Based on actual reported incidences, during elections, that placed District 75 students in imminent danger and threatened the safety and well-being of students and staff, this committee recommends the following:

(1) Completely eliminate the use of all District 75 school sites as voter polling sites, or

OR

(2) Adopt our recommended, alternative <u>four conditions</u> outlined on page 1 of this document which would permit the continue using of the current buildings while maintaining strict building safety.

Additionally, this committee <u>cannot</u> support the proposed legislation in its present form unless the language conforms to our recommendations that <u>no instructional classes be permitted on any election day</u> as well as fully adopt the other conditional safety measures. The potential for significant security breaches and subsequent unsafe and dangerous environments will continue should D75 school sites remain open to the voting public during student sessions. Current legislation does not support school closing on any day other than a "General Election" thereby exposing students to potential dangers during the primary and special election cycles.

Advisory Opinion on D75 Schools as Polling Sites CECD75 Busing and Safety Committee, September 26, 2017 Page 7

Respectfully Submitted:

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Anthony A. Caponera, Committee Chairman

Concurring Committee Members:

GLORIA SMITH, President

JOHN CAMACHO

DIANE MCNEIL

CRAIG E. SPENCER

AMY MING TSAI

REBECCA GREEN

Advisory Opinion on D75 Schools as Polling Sites CECD75 Busing and Safety Committee, September 26, 2017 Page 8

¹ Fioriña, Carly, Chancellor, New York City Department of Education "Getting to Know District 75 Schools" Web: http://schools.nyc.gov/NR/rdonlyres/F05D2757-0850-469B-9BEE-7D73E5712E74/0/District75FAQ_FINAL.pdf

ii Ibid

iii Mamen, Maggie Ph.D., C.Psych "Non Verbal Learning Disabilities -Impact on Social Functioning; And Interpersonal Skills" Reprinted from the LDAO newsletter, Communiqué, Vol. 29, No. 2, Summer, 2000 (Mamen, 2000)

^{iv} <u>Anderson C</u> et al . <u>Pediatrics.</u> 2012 Nov;130(5):870-7. doi: 10.1542/peds.2012-0762. Epub 2012 Oct 8.

v American Association of Intellectual Disabilities (AIDD) https://aaidd.org/intellectual-disability/diagnostic-adaptive-behavior-scale#.WcFGSciGNPY

vi Information derived from New York City Board of Election Website https://nyc.pollsitelocator.com/search.

EXHIBIT 1

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- 17. SITE 11532 21 West 111 Street, New York, NY 10026 PS 185/PS 208
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280 Regis Drive, Staten Island, NY 10314 SITE S0031

Staten Island School of Civic Leadership

225 Cleveland Avenue, Staten Island, NY 10308 SITE S0026

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PS 22 Graniteville

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91 Henderson Avenue, Staten Island, NY 10301

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SITE 10709

The Michael J. Petrides School - Building K (2) 715 Ocean Terrace, Staten Island, NY 10301

200 Wardwell Avenue, Staten Island, NY 10314 SITE S0078

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PS 30 Westerleigh

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QUEENS SOUTH

- PS/MS 42 Robert Vernam School 488 Beach 66 Street, Arverne, NY 11692 SITE 11686
- JHS 226-Virgil I. Grisson (2)
 121-10 Rockaway BLVD. South Ozonc Park.NY 11420
 SITE Q0025

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- High School for Construction Trades
 94-06 104 Street, Ozone Park, NY 11416
 SITE 11597
 PS 142-Queens Transition Center /Queens Academy (2)
 142-10 Linden Boulevard, Jamaica, NY 11436
 SITE Q0047
- Elmhurst Campus HS 45-10 94 Street, Elmhurst, NY 11373 SITE 11159

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Thomas A. Edison HS (2) 165-65 84 Avenuc, Jamaica, NY 11432 SITE 10208

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EXHIBIT 2

6040--B

2015-2016 Regular Sessions

IN ASSEMBLY

March 11, 2015

Introduced by M. of A. STIRPE, MAGNARELLI, BRINDISI, RIVERA, MILLER, SIMON, LOPEZ, FRIEND, CUSICK, HUNTER, GUNTHER, ABINANTI, HYNDMAN --Multi-Sponsored by -- M. of A. CERETTO, KEARNS, McDONOUGH, THIELE, WALTER -- read once and referred to the Committee on Education --committee discharged, bill amended, ordered reprinted as amended and recommitted to said committee -- recommitted to the Committee on Education in accordance with Assembly Rule 3, sec. 2 -- committee discharged, bill amended, ordered reprinted as amended and recommitted to said committee

AN ACT to amend the education law and the election law, in relation to school session days

THE PEOPLE OF THE STATE OF NEW YORK, REPRESENTED IN SENATE AND ASSEMBLY, DO ENACT AS FOLLOWS:

Section 1. Subdivision 8 of section 3604 of the education law, as amended by chapter 260 of the laws of 2012, is amended to read as follows:

8. No school shall be in session on a Saturday, GENERAL ELECTION DAY or a legal holiday, except [general election day,] Washington's birthday and Lincoln's birthday, and except that driver education classes may be conducted on a Saturday. A SCHOOL DISTRICT MAY ELECT TO REQUIRE STAFF ATTENDANCE ON A GENERAL ELECTION DAY OR TO SCHEDULE A PROFESSIONAL DEVELOPMENT DAY. A deficiency not exceeding four days during any school year caused by teachers' attendance upon conferences held by superintendents of schools of city school districts or other school districts employing superintendents of schools shall be excused by the commissioner, notwithstanding any provision of law, rule or regulation to the contrary, a school district may elect to schedule such conference days in the last two weeks of August, subject to collective bargaining requirements pursuant to article fourteen of the civil service law, and such days shall be counted towards the required one hundred eighty days of session, provided however, that such scheduling shall not alter the

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EXPLANATION--Matter in ITALICS (underscored) is new; matter in brackets [] is old law to be omitted.

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obligation of the school district to provide transportation to students 1 in non-public elementary and secondary schools or charter schools. The commissioner shall excuse a deficiency not exceeding four days during such school year caused by teachers' attendance upon conferences held by such superintendents, provided that at least two such conference days during such school year shall be dedicated to staff attendance upon 5 7 conferences providing staff development relating to implementation of the new high learning standards and assessments, as adopted by the board of regents. Notwithstanding any other provision of law, rule or regu-9 lation to the contrary, school districts may elect to use one or more of 10 11 allowable conference days in units of not less than one hour each to provide staff development activities relating to implementation of the new high learning standards and assessments. A district making such 12 13 election may provide such staff development during the regularly sched-14 daily session and apply such units to satisfy a deficiency in the 15 length of one or more daily sessions of instruction for pupils as speci-16 fied in regulations of the commissioner. The commissioner 17 that such conference days include appropriate school violence prevention 18 and intervention training, and may require that up to one such confer-19 20 ence day be dedicated for such purpose. 21

S 2. Subdivision 3 of section 4-104 of the election law, as amended by

chapter 694 of the laws of 1989, is amended to read as follows:

3. A building exempt from taxation shall be used whenever possible as a polling place if it is situated in the same or a contiguous election district, and may contain as many distinctly separate polling places as public convenience may require. The expense, if any, incidental to its use, shall be paid like the expense of other places of registration and voting. If a board or body empowered to designate polling places chooses public school building for such purpose, the board or agency which controls such building must make available a room or rooms building which are suitable for registration and voting and which are as close as possible to a convenient entrance to such building and must make available any such room or rooms which the board or body designatsuch building determines are accessible to physically disabled voters as provided in subdivision one-a OF THIS SECTION. Notwithstanding the provisions of any general, special or local law, if a board or body empowered to designate polling places chooses a publicly owned or leased other than a public school building,] for such purposes the board or body which controls such building must make available a room or rooms in such building which are suitable for registration and voting are as close as possible to a convenient entrance to such and which building, and must make available any such room or rooms which the board or body designating such building determines are accessible to physically disabled voters unless, not later than thirty days after notice of its designation as a polling place, the board or body controlling such building, files a written request for a cancellation of such desigwith the board or body empowered to designate polling places on such form as shall be provided by the board or body making such designation. The board or body empowered to so designate shall, within twenty after such request is filed, determine whether the use of such building as a polling place would unreasonably interfere with the usual activities conducted in such building and upon such determination, may cancel such designation.

S 3. This act shall take effect January 1, 2017.

EXHIBIT 3

4787--A

2015-2016 Regular Sessions

IN SENATE

April 17, 2015

Introduced by Sens. FUNKE, AKSHAR, AMEDORE, AVELLA, GOLDEN, HAMILTON, LARKIN, MARCHIONE, VALESKY -- read twice and ordered printed, and when printed to be committed to the Committee on Education -- recommitted to the Committee on Education in accordance with Senate Rule 6, sec. 8 -- committee discharged, bill amended, ordered reprinted as amended and recommitted to said committee

AN ACT to amend the education law and the election law, in relation to school session days

THE PEOPLE OF THE STATE OF NEW YORK, REPRESENTED IN SENATE AND ASSEMBLY, DO ENACT AS FOLLOWS:

Section 1. Subdivision 8 of section 3604 of the education law, as amended by chapter 260 of the laws of 2012, is amended to read as follows:

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8. No school shall be in session on a Saturday, GENERAL ELECTION DAY or a legal holiday, except [general election day,] Washington's birthday and Lincoln's birthday, and except that driver education classes may be conducted on a Saturday. A SCHOOL DISTRICT MAY ELECT TO REQUIRE STAFF ATTENDANCE ON A GENERAL ELECTION DAY OR TO SCHEDULE A PROFESSIONAL DEVELOPMENT DAY. A deficiency not exceeding four days during any school year caused by teachers' attendance upon conferences held by superintendents of schools of city school districts or other school districts employing superintendents of schools shall be excused by the commissioner, notwithstanding any provision of law, rule or regulation to the contrary, a school district may elect to schedule such conference days in the last two weeks of August, subject to collective bargaining requirements pursuant to article fourteen of the civil service law, and such days shall be counted towards the required one hundred eighty days of session, provided however, that such scheduling shall not alter the obligation of the school district to provide transportation to students in non-public elementary and secondary schools or charter schools. The commissioner shall excuse a deficiency not exceeding four days during

EXPLANATION--Matter in ITALICS (underscored) is new; matter in brackets [] is old law to be omitted.

LBD04519-04-6

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such school year caused by teachers' attendance upon conferences held by such superintendents, that at least two such conference days provided during such school year shall be dedicated to staff attendance upon conferences providing staff development relating to implementation of the new high learning standards and assessments, as adopted by the board 5 of regents. Notwithstanding any other provision of law, rule or lation to the contrary, school districts may elect to use one or more of such allowable conference days in units of not less than one hour each 7 to provide staff development activities relating to implementation of 9 the new high learning standards and assessments. A district making such 10 11 election may provide such staff development during the regularly scheduled daily session and apply such units to satisfy a deficiency in the 12 length of one or more daily sessions of instruction for pupils as speci-13 fied in regulations of the commissioner. The commissioner shall assure 14 that such conference days include appropriate school violence prevention 15 intervention training, and may require that up to one such confer-16 ence day be dedicated for such purpose. 17 18

S 2. Subdivision 3 of section 4-104 of the election law, as amended by

chapter 694 of the laws of 1989, is amended to read as follows: 3. A building exempt from taxation shall be used whenever possible a polling place if it is situated in the same or a contiguous election district, and may contain as many distinctly separate polling places public convenience may require. The expense, if any, incidental to its use, shall be paid like the expense of other places of registration and voting. If a board or body empowered to designate polling places chooses a public school building for such purpose, the board or agency which controls such building must make available a room or rooms building which are suitable for registration and voting and which are as close as possible to a convenient entrance to such building and must make available any such room or rooms which the board or body designatsuch building determines are accessible to physically disabled voters as provided in subdivision one-a OF THIS SECTION. Notwithstanding the provisions of any general, special or local law, if a board or body empowered to designate polling places chooses a publicly owned or leased building[, than a public school building,] for such purposes the other board or body which controls such building must make available a room or rooms in such building which are suitable for registration and voting and which are as close as possible to a convenient entrance to such building, and must make available any such room or rooms which the board or body designating such building determines are accessible to physically disabled voters unless, not later than thirty days after notice of its designation as a polling place, the board or body controlling such building, files a written request for a cancellation of such designation with the board or body empowered to designate polling places on such form as shall be provided by the board or body making such designation. The board or body empowered to so designate shall, within twenty after such request is filed, determine whether the use of such building as a polling place would unreasonably interfere with the usual activities conducted in such building and upon such determination, may cancel such designation.

S 3. This act shall take effect January 1, 2017.