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MCCONE COMMISSION EDUCATION RECOMMENDATIONS. PROGRESS REPORT.  
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ADMINISTRATIVE PROBLEMS, DINING FACILITIES, LOS ANGELES,  
CALIFORNIA, MCCONE COMMISSION REPORT

THIS FOLLOWUP STUDY EXAMINES THE PROGRESS OF THE LOS ANGELES CITY AND COUNTY SCHOOLS IN IMPLEMENTING THE EDUCATIONAL RECOMMENDATIONS IN THE REPORT OF THE MCCONE COMMISSION, THE GOVERNOR'S COMMISSION ON THE LOS ANGELES RIOTS. IT PRESENTS DATA, SUPPLIED BY THE ADMINISTRATIVE STAFF OF THE SCHOOL DISTRICTS, ON DOUBLE SESSIONS AND UNUSED CLASSROOMS, CAFETERIA AND MEALS, LIBRARIES, COUNSELING, THE ACADEMICALLY TALENTED, AND PERSONAL SECURITY. ALSO PRESENTED ARE FINDINGS ON PRESCHOOLS, TEACHER RECRUITMENT, CLASS SIZE, DE FACTO SEGREGATION, ACHIEVEMENT TEST DATA, AND ADMINISTRATIVE PROBLEMS. IT IS NOTED THAT WHILE "SOME PROGRESS" HAS BEEN MADE IN CARRYING OUT THE COMMISSION'S RECOMMENDATIONS, THE MASSIVE INCREASE IN FUNDS NEEDED TO IMPROVE THE QUALITY OF EDUCATION IN DISADVANTAGED SCHOOLS HAS NOT BEEN FORTHCOMING. IT IS SUGGESTED THAT THE COMMISSION'S RECOMMENDATIONS MIGHT BE MORE EFFECTIVELY FOLLOWED AND TESTED IN LOS ANGELES BY CONCENTRATING AVAILABLE FUNDS IN A SELECTED NUMBER OF SCHOOLS AND PROGRAMS. THIS WOULD ALLOW THE ACCOMPLISHMENT OF THE NECESSARY MAJOR IMPROVEMENT IN PUPIL ACHIEVEMENT. (NH)

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PROGRESS REPORT

McCONE COMMISSION EDUCATION RECOMMENDATIONS

August, 1967

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## PREFACE

Notwithstanding the considerable pressure from both State and Federal offices for proposals and reports, several requests for data, budget deadlines, and vacation schedules, both the City and County Schools have cooperated in providing the data upon which this report is based. It should be noted that an earlier request for data from the State had been responded to by Los Angeles City Schools; however the questions raised in that request were not sufficiently specific to provide accurate information upon which to make a progress report on the Commission's recommendations. Nevertheless, providing the data did take considerable time on the part of the City Schools.

Sam Hamerman, Edward Vail, and Louise Syler, Deputy Superintendent of Los Angeles City Schools; John Landrum and the Federal Task Force from the office of the County Superintendent of Schools; Carl Heinz, Compton Union High School District; Leonard Erickson, Compton City School District; Keith Martin, Enterprise School District; and Thurman Johnson, Willowbrook School District, have been particularly helpful in obtaining data at a very difficult time of year and on comparatively short notice. They deserve the Commission's thanks.

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## INTRODUCTION

To obtain the information upon which this study is based, we relied almost entirely upon the administrative staff of the school districts. Following the initial meetings with Sam Hamerman, Director of Urban Affairs for Los Angeles City Schools, an outline of questions and data related to the original McCone Commission recommendations was developed. After some discussion of the use to which the data would be put, the Los Angeles City School District requested each division to supply the appropriate information in the form suggested in the outline.

John Landrum, Director of the Federal Projects Task Force for Los Angeles County Schools, arranged for a joint meeting with the Superintendent or his representative from each of the county school districts included in the original study areas. After some discussion of progress and problems, the outline was accepted by the county school representatives as a basis and format for the data supplied to this study. A copy of this outline is included in the Appendix. It should be noted that the City Schools in most instances were able to supply the data upon which more generalized statements could be made. In most instances the school districts in the county were able to supply only gross data and in some instances more generalized statements.

It should be pointed out that the data obtained for this followup study is not as extensive as that for the original McCone Commission report. The outline purposely limited the data to relate to the original McCone Commission recommendations. The limitations of time and the



## INTRODUCTION

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nature of this progress report made this the most appropriate approach. However, it would be extremely valuable to again obtain the data on an identical basis to that originally obtained and then to have the Commission make its own comparisons. This would in fact be the most objective way to complete a progress report. It would be important, for instance, to get questionnaire data directly from teachers in the comparison areas. Similarly, more extensive data from parents would be extremely helpful. Finally, the financial data from the school districts comparing that obtained in 1965 to 1967 should be very revealing and, of course, achievement test data is absolutely necessary to an evaluation of progress in these schools.

In the Los Angeles City Schools the comparison areas included those designated in census tracts as Avalon and Watts within the curfew area; East Los Angeles and Boyle Heights in a predominantly Mexican-American area; and Pacific Palisades and University, West Los Angeles, or more privileged area. The county school districts that relate to the curfew area include Compton City (elementary) School District, Compton Union High School District, Enterprise (elementary) School District, and Willowbrook (elementary) School District. The size of these county school districts is such that the total administrative personnel available, particularly during the summer, did not make it feasible to obtain as extensive data as is needed to draw objective conclusions about progress in some of the recommendations. It should be understood that where this is indicated in the report, it should not

be taken as an indication of lack of progress, but rather as the unavailability of funds to obtain sufficiently extensive data.

Frequent reference will be made throughout the report to SB 28. This bill, of course, is the product of both houses of the legislature. It was inspired to a large degree by the original recommendations of the Commission. The bill provides for both operating costs and capital outlay funds for school districts in disadvantaged areas to help them reduce class size to 25/1 ratio, particularly in the primary grades, and to provide some special services for teachers and students to make teaching in disadvantaged areas more professionally effective and attractive. The effectiveness of the use of funds from this legislation is referred to frequently in the reports received from the districts concerned.

## DOUBLE SESSIONS AND UNUSED CLASSROOMS

### Commission Recommendation

The original recommendations of the Governor's Commission on the Los Angeles Riots stated, "The Board of Education should consider whether double sessions can be lessened by arranging for children whose school is overcrowded to attend nearby schools with unused classrooms." (page 54) The Commission in much of its discussion also indicated its concern for the extent of double sessions particularly in high growth disadvantaged areas.

### City Schools

In 1965. The data at the elementary school level obtained for the original McCone Commission report was summarized in Table 20, page 19, of the original study.

Table 1

#### Number of Double Session Elementary Classes in Comparison Areas of Los Angeles

<u>District</u>	<u>Number of Double Sessions</u>
Avalon	24
Boyle Heights	12
East Los Angeles	39
Watts	15
-----	-----
Privileged	0

The data at the secondary level had to be presented as a percentage of students on double session in the advantaged and disadvantaged areas. Subsequently, data obtained from the City Schools included an inventory of unused classrooms throughout the city.

In 1966. Our Progress Report indicated that while no substantial change in the status on double sessions had taken place, a successful bond election would provide ultimately for overall reduction of double sessions. At that time no specific study had been made by the Board of Education on the relationship between double sessions and the location of empty classrooms. A proposal from a group called Transport-A-Child Foundation that would have utilized buses to eliminate double sessions for about 1200 students was turned down by a vote of 3 to 4 at the May 5, 1966, meeting of the Board of Education.

The 1966 Report summarized, "At this time it appears that the bond election which was planned prior to the Commission Report is the only substantive action taken by the Board to reduce double sessions, and no specific action has been taken to relate double sessions to the inventory of unused classrooms." (Progress Report, page 4)

In 1967. The District reported that construction utilizing funds from the Elementary and Secondary Education Act from SB 28 and from local bond issues had reduced the number of double sessions in disadvantaged areas in spite of growth. The District expected there would be 65 classes on double session at the elementary level by September, 1967. This would be a reduction of 25 classes or 27% since the 1965 report and would

result in approximately 800 fewer pupils on double session in 1967 than in 1965 in these areas.

Table 2

Number of Double Session Elementary Classes  
in Comparison Areas of Los Angeles

<u>District</u>	<u>Number of Double Sessions</u>	
	<u>9/65</u>	<u>9/67</u>
Avalon	24	14
Boyle Heights	12	2
East Los Angeles	39	23
Watts	15	26
	—	—
	90	65

The Superintendent's report to the Board of Education dated July 3, 1967, shows that elementary schools throughout the entire district had double sessions totaling 934, involving 25,460 students, or an increase of 36 sessions and 487 students. At the secondary level this past year four schools were on extended day sessions (related to crowded conditions) involving 5,758 students, whereas the year previous seven high schools were on such sessions involving 21,939 pupils. Thus, at the elementary level double sessions have been reduced by 27% in the disadvantaged areas, but citywide double sessions have increased. At the secondary level citywide extended day sessions have been reduced.

## DOUBLE SESSIONS AND UNUSED CLASSROOMS

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### County Schools

In 1965. Compton City and Willowbrook School Districts reported some students on double sessions. The data, however, was generalized. No unused classrooms were reported at that time in any of the county school districts.

In 1966. The funds from SB 28 had not yet had an assignment or an effect on the county school districts. At that time, Enterprise School District had no classes on double session nor were there any unused classrooms. Willowbrook reported a total of eight classes on double session representing 6½% of the pupil population. They anticipated the figure would increase in 1966-67 because of the effort to reduce class size. Of the 17,162 pupils attending the Compton City School District during 1966, 4,500 or more than 25% were on double sessions. At that time it was anticipated by the District that this number would be reduced to 2,500 children on double session by September, 1967. The District had no unused classrooms as of July, 1966, but anticipated the destruction of 22 bungalows at the direction of the State Department of Education. Compton High School District reported there were no double sessions or unused classrooms in the High School District.

In 1967. Enterprise reported still no double sessions and one empty classroom which has been used for a library. Willowbrook reported that only one school--Anderson--continued to have some double session classes. With the additional aid from SB 28 which was approved for

Willowbrook in July, 1967, the District anticipates that all double sessions will be eliminated. Compton City School District reported that since August, 1966, 24 portable rooms obtained through SB 28 have been opened. This reduced the number of children on double session (half-day) from 4,700 to 1,100. Some additional rooms under SB 28 will enable the District to house all its children in regular session for 1967-68. In addition, two schools which will open not later than the Fall of 1968 will make it possible to maintain the no-double-session position and release from use the 22 substandard bungalows. Compton Union High School District reports no schools on double sessions. It is using relocatable classrooms in order to avoid double sessions. However, this condition, the District reports, has caused excessive overcrowding of the campuses because the size of the auxiliary facilities has not been increased. A new junior high school and a new senior high school are in the last stages of planning. Construction is anticipated to begin on the junior high school in October, 1967. Clearly, the double sessions in the county area schools have been eliminated or greatly reduced. Much of the funding for this has been provided through the funds from SB 28.

#### Summary

It is clear that action has been taken in all of the school districts concerned to reduce double sessions, particularly in the disadvantaged areas. There are no unused classrooms existing in the county school districts. There is no evidence of action being taken by the Los Angeles City Board of Education regarding the Commission's recommendation

## DOUBLE SESSIONS AND UNUSED CLASSROOMS

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of the use of unused classrooms to reduce overcrowding at nearby schools. Nevertheless, it is apparent that effective efforts have been made in the city to reduce the discrepancy between advantaged and disadvantaged areas in the extent of double sessions.



## CAFETERIA AND MEALS

### Commission Recommendation

The Governor's Commission recommended that, "Action should be taken to provide cafeteria facilities in the schools in disadvantaged areas and free or reduced-price meals should be provided for needy students in these areas." (page 55)

### City Schools

In 1965. An existing policy of the Los Angeles City Schools stated that (1) cafeterias should be self-supporting, and (2) no new cafeterias should be constructed. Self-support had apparently always been a policy for cafeterias in the Los Angeles City School District. The prohibition against building new cafeterias went into effect when the 1958 bond funds were expended. An examination of the data on operating cafeterias was reported in Table 22 of the original report.

Table 3

Number of Schools Without Operating Cafeterias (as of 1955-65)  
in Comparison Areas of Los Angeles

<u>District</u>	<u>Number of Schools</u>
Avalon	2
Boyle Heights	9
East Los Angeles	4
Watts	9
-----	-----
Privileged	0

This summary shows the results of the application of this policy on comparison districts. Economically disadvantaged youth are less likely to support a school cafeteria that can operate without a deficit. School districts are allowed to assess a districtwide override tax in California to cover the cost of meals for the economically disadvantaged. Many school districts use this source of aid in maintaining the cost of such school lunch programs. This was not and still is not being done in the Los Angeles City Schools.

In 1966. The Business Manager for the Los Angeles City School District reported under the title of "Free or Reduced-price Meals," "The District is studying the issues involved, but no final conclusions have been reached in this matter." (Progress Report, pages 4-5)

Three elementary school cafeterias in disadvantaged areas were reported to have been opened on February 1, 1966. These were at Compton, Marianna, and 112th Street Elementary Schools. The school district reported that 23 new cafeteria facilities would be constructed as a result of the 1966 bond program. This was a change in the policy that had been operating for the previous eight years.

In summary, in 1966 we could report, "Some action has been taken to provide cafeterias, but while study of the free or reduced-price meals has been continued, no action has been taken as yet." (Progress Report, page 6)

In 1967. Funds have been made available for construction of school cafeterias in two schools and two experimental food service programs were

initiated in the Spring of 1967. One of the two experimental programs is labeled "hot lunch" and the other "bag lunch." Table 4 recapitulates the present status of providing food service in the 109 elementary schools remaining out of the 114 that were without operating cafeterias at the time of the first Commission Report.

Table 4

## Status of Elementary School Cafeterias

	<u>Number of Schools Without Cafeterias</u>	<u>Cafeterias to be Built With Bond Funds</u>	<u>Cafeterias to be Built With State Funds</u>	<u>Schools With Experi- mental Programs</u>	<u>Schools Not Yet Scheduled For a Food Service Program</u>
In Dis- advantaged Areas <sup>1</sup>	61	23	2	14 <sup>2</sup>	26
Not in Dis- advantaged Areas	<u>48</u>	<u>7</u>	<u>0</u>	<u>0</u>	<u>41</u>
Totals	<u>109</u>	<u>30</u>	<u>2</u>	<u>14</u>	<u>67</u>

The District also reported, "In the Spring of 1966 with all of the funds available to California from the Pilot Breakfast Program under the Child Nutrition Act of 1966, a reduced price breakfast program was initiated at the following schools: Hooper, Murchison, 97th Street."<sup>3</sup> Notwithstanding the publicity given to this program, it is clearly not sufficiently

<sup>1</sup>Schools with E.S.E.A. Entitlement.

<sup>2</sup>Four of the schools with experimental food service programs are scheduled for new cafeterias.

<sup>3</sup>These three school programs represent the entire expenditure in the state of California of funds allocated from the Nutrition Act of 1966. \$37,000 was the total state allocation out of the \$2,000,000 appropriated for the entire country.

extensive at this time to have any significant effect in the disadvantaged areas. Finally, so far as the Commission's recommendation on meals for "needy" pupils, the Los Angeles City School District again reports it "is studying the issues involved, but no final conclusions have been reached in this matter." This statement is identical with the statement provided in 1966 and 1965.

#### County Schools

In 1965. Enterprise was among the districts in California that provided free meals for needy elementary school children. Willowbrook School District also provided a free meal program for needy students and a reduced-cost program for others. Compton City Schools reported cafeterias available in 16 of the elementary schools. The Compton Union High School District reported cafeteria facilities available in all of the high schools.

In 1966. Enterprise reported serving 12,876 free meals during the school year. An override tax of .0193 had been levied for this purpose. Eligibility for the meals was determined jointly by the teacher of the child involved, the school nurse, and the principal. Willowbrook School District reported, "Costs are reduced by the District's participation in various food subsidy and reimbursement programs. Free meals are provided to needy children by the P.T.A. Program and also by the override tax levied for that purpose." Compton City Schools reported the forced closing of the facilities they had available in 1965 because of the reduction of surplus foods available, the reduction of meal subsidy, and

the reduction in milk subsidy. The District reported plans to reopen the cafeterias after funds were made available from a successful tax override election in July, 1966. Compton Union High School District reported cafeteria facilities still available "though inadequate at some schools due to size of enrollment" at all of the District's ten schools. The District provided reduced lunch costs at all seven junior high schools, a free breakfast demonstration program for all disadvantaged youth at Bunche and Willowbrook Schools, and a free lunch program for any disadvantaged youth throughout the District financed through the permissive tax override.

In 1967. Enterprise City School District reports the continuation of its override tax to provide free meals for needy students throughout the school district. Willowbrook reduced cafeteria meals with special State funds and continues to provide free lunch lunches under the override provisions. Compton City initiated an experimental program in four schools in the disadvantaged area that did not have cafeterias. In one of the programs children were transported to cafeterias; in the other, food was brought from other cafeterias to students in schools without such. In 1967-68 the school district reports 100% hot food service will be provided in all schools and programs, including Head Start. The District reports no satisfactory method has been devised for providing lower cost meals without involving some form of "disclosure as to the price paid . . . thus labeling the child." Compton Union High School District continues to provide free lunches at the junior and senior high school level. They

report, however, that students "are somewhat reluctant to avail themselves of free lunches. As a result, many go without any lunch." Throughout the county school districts, all students and all schools now have access to cafeteria-prepared meals and free or greatly reduced-price meals are available in all of these county school districts.

### Summary

Clearly, the school districts in the county area are providing cafeteria service and meals for "needy" students in line with the Commission's recommendations. On the other hand, comparatively little progress has been made in the provision of cafeteria meals to elementary students in the disadvantaged areas of Los Angeles. No change in the district's policies has been reported and the statement regarding free or reduced-price meals is repeated for the third time: "The District is studying the issues involved, but no final conclusions have been reached in this matter."

## LIBRARIES

### Commission Recommendation

The Commission recommended, "Libraries should be provided in all schools." Much of the public criticism of lack of school libraries that appeared in the newspapers at the time of the 1965 Commission investigation included charges of lack of libraries in the Los Angeles City Schools in disadvantaged areas. In fact, most of the Los Angeles City elementary schools did have Class A libraries established at the time of the 1965 report. Schools in the county area, however, were generally deficient in this provision. Frequently it was on the basis of visitation to schools in such areas as Willowbrook that public figures made unfounded charges against the Los Angeles City Schools.

### City Schools.

In 1965. At the elementary school level, two out of fourteen schools in East Los Angeles did not have libraries; in the Watts area only one school out of seventeen did not have a library; in Avalon three out of nine schools did not have a library; and in Boyle Heights seven out of eighteen elementary schools did not have libraries. In the economically privileged areas all of the elementary schools had libraries.

In 1966. The School District reported the addition of Class A libraries and District trained teacher librarians in the disadvantaged areas to the extent that every school in the disadvantaged study areas had a library and a trained teacher librarian. We concluded in 1966, "Clearly,

the recommendations of the Commission have been followed in the choice of placement for additional libraries." (Progress Report, page 6)

In 1967. All of the elementary schools in the disadvantaged study areas had Class A libraries. Ten new teacher librarians were assigned to these schools in the Fall semester, 1966. Pre-service and in-service classes were provided for 27 teacher librarians in summer study centers in these schools. The enrollment, books in the library, and books per pupil in the advantaged and disadvantaged study areas are included in the Appendix.

The library collections at the secondary level also improved. In some cases the improvement is by additional books, and others by replacing some of the outdated material. Representation from the disadvantaged study areas on the book selection committees for the District appears to have been reduced since 1965-66. Tables showing the volumes, enrollment, and books per pupil in the secondary levels in the study area, as well as the districtwide figures, are included in the Appendix. It is clear that the library provisions in the study areas of Los Angeles City Schools meet the Commission's recommendations.

#### County Schools

In 1965. In the Enterprise School District no librarian or library was reported in 1965. Willowbrook School District also had no libraries in 1965. Compton City Schools reported the existence of one central library in 1965 which was still operating in 1966, while Compton Union High School District reported in 1965 and in 1966 that a "library facility" was available at each of its ten schools.



In 1966. Enterprise reported a librarian had been employed and a classroom-sized room was being remodeled as a library and would be opened in September of 1966. The funds for this were provided under the ESEA Title I and Title II funds. Willowbrook reported that it had no libraries in any of the five schools, but that a central library was being established at the District offices under Title II of Public Law 89-10. Compton City School District reported that a library materials center would be established at one school and that two new schools funded by the 1966 bond program would have space available for libraries, but no money for personnel or equipment was available. Compton Union High School District reported that it was embarked upon a program of increased expenditures for library books and supplies under funds received from ESEA Title I and Title II sources. The expenditure of funds in 1965-66 for this purpose was reported to have exceeded \$200,000.

In 1967. Enterprise employed a librarian who was fully credentialed to serve in a public school library and who had five years experience before coming to the District. With ESEA Title II funds approximately \$8,000 is being spent annually to provide the new library with books. In addition, a contract for a mobile library is being negotiated. ESEA Title I funds are to be used for this purpose. Willowbrook now reports that all schools in the district have libraries. Some of the libraries are being used for classrooms at the same time, however. SB 28 building aid should eliminate this. One trained librarian has been hired for the District. Compton City Schools now have one central library serving 20 schools. Four additional libraries have been provided in target schools

through ESEA Title I and Title II funds. Compton Union High School District has increased the number of circulating volumes and reference materials as a result of the expenditure of Federal funds.

#### Summary

Both the City and County School Districts have been able to make considerable improvement in libraries in schools in disadvantaged areas as a result of the expenditure of Federal funds. In many instances, these children who in 1965 had no access to school libraries now have ready access. It should be noted that the Los Angeles City School Library program has always been one of the better city library programs. Clearly, with the help of Federal funds the Commission's recommendation for the provision of libraries is being fulfilled.

## COUNSELING

### Commission Recommendation

The Commission recommended in the original report, "Counseling and special services for students in disadvantaged areas should be augmented." (page 55)

### City Schools

In 1965. The Commission found that the ratio of students to counselor was consistently lower in the disadvantaged areas than in the privileged areas on the citywide average. Table 30 from the original report summarized this information at the secondary level.

Table 5

Ratio of Secondary Counselors to Pupils  
1964-65

<u>District</u>	<u>Number of Pupils per Counselor</u>
Avalon	366
Boyle Heights	365
East Los Angeles	391
Watts	471
Average	388
-----	-----
Privileged	613
-----	-----
Citywide	540

Table 29 of the original report made a similar comparison at the elementary level.

Table 6

Ratio of Elementary Counselors to Pupils  
September 1965

<u>District</u>	<u>Number of Pupils per Counselor</u>
Avalon	1,434
Boyle Heights	3,872
East Los Angeles	2,726
Watts	2,368
Average	2,316
-----	-----
Privileged	4,265
-----	-----
Citywide	4,265

In 1966. The Los Angeles City Schools were able to report a reduction in average counseling load in the comparison districts as follows:

Table 7

Reduction in Average Counseling Load in Comparison  
Districts of Los Angeles, 1964-65 and 1965-66

<u>Areas</u>	<u>Percentage Difference 1964-65 and 1965-66</u>
Avalon Schools	- 7%
Watts Schools	- 21%
East Los Angeles Schools	- 5%
Boyle Heights Schools	- 8%
All Poverty Schools	- 4%
Economically Privileged Schools	0%
All Secondary Schools	- 1%

We concluded in 1966, "While the direction of the changes in student-to-counselor ratio are consistent and downward, the difference is

small except for the reduction of 21% in student load for counselors in the Watts area." (Progress Report, page 8)

In 1967. Again, small reductions in the student-counselor ratio were effected at the secondary and elementary levels in disadvantaged areas. Also, there is a more favorable ratio at both the elementary and secondary level when compared to the citywide or privileged areas. Tables 8 and 9 summarize this data.

Table 8

## Ratio of Elementary Counselors to Pupils

August 1967

<u>District</u>	<u>Number of Pupils per Counselor</u>
Avalon	1,692
Boyle Heights	2,469
East Los Angeles	1,760
Watts	1,908
Average	1,951
-----	
Privileged	4,633
-----	
Citywide	4,633

Table 9

Average Secondary Counselor-Pupil Ratios

Resulting from All Assigned Time Financed by Local Budget  
 Compared with Ratios  
 Resulting from Augmented Financing by Federal Funds

1964-65, 1965-66, 1966-67

AREAS	Ratios Based on Assigned Time Local Budget Only			Ratios Based on Assigned Time with Additional Federal Funds		
	1964-65	1965-66	1966-67	1964-65	1965-66	1966-67
Avalon Schools	1:425	1:476	1:460	1:366	1:338	1:319
Watts Schools	1:540	1:546	1:507	1:471	1:372	1:339
East Los Angeles Schools	1:577	1:542	1:537	1:391	1:369	1:349
Boyle Heights Schools	1:497	1:468	1:494	1:365	1:333	1:332
All Poverty Schools	1:500	1:508	1:497	1:388	1:370	1:334
Economically Privileged Schools	1:613	1:613	1:578	1:613	1:613	1:578
All Secondary Schools	1:572	1:571	1:551	1:540	1:535	1:497

County Schools

In 1965. No counselors were reported for the Enterprise, Willowbrook, or Compton City School Districts in 1965 "because of lack of sufficient funds." Compton Union High School District indicated the existence of "a very limited counseling program."

In 1966. Enterprise School District still had no counselors. Willowbrook had counseling services provided for the first time by a psychometrist and psychologist employed under Title I of Public Law 89-10. Compton City Schools had one counselor provided under the OEO-funded Communication Skills Program. Compton Union High School District reported its counseling program had been "greatly expanded at four schools within the ESEA Title I Project Area" and included after-school, summer, and adult vocational counseling. This High School District reported, however, that its financial status still did not permit a sufficient reduction in pupil-counselor ratios to allow the District to qualify for additional Federal aid as a participant in an NDEA counseling project.

In 1967. Enterprise reported still no available funds for counseling although four of the teachers held counseling credentials. The District also reported plans to employ one counselor for each school if the allocation of Title I funds under the Elementary and Secondary Education Act is increased to 100% rather than the present 80% level. Willowbrook utilized the School Community Coordinator and teachers in the Communication Skills Project funded out of the Economic Opportunity Act to provide

counseling service for both children and parents. In addition, one leader and six interns funded under the National Teacher Corps provided some counseling, both individual and group, in one school area. Compton City Schools expanded the psychological services staff from four to six, and added a child welfare and attendance counselor from district funds. Compton Union High School District "placed great emphasis on developing the vocational education track of its total program." It has been able to add one vocational counselor for each 325 students in the vocational education program in each of its three senior high schools.

#### Summary

Some modest progress has been maintained by the school districts toward implementing the Commission's recommendation for increased counseling and special services. Notwithstanding the movement is in the right direction, progress has been extremely limited when compared to the need for services in these areas.



## ACADEMICALLY TALENTED

### Commission Recommendation

With the justified concern for adequate provision of a basic school program in disadvantaged areas, the importance of providing for academically talented students in disadvantaged areas is all too frequently overlooked. The Commission wisely recommended in 1965 that "Adequate provisions should be made for all academically talented and gifted students to attend advanced courses, and where necessary, transportation should be provided . . ." (page 56)

### City Schools

In 1965. The Elementary and Secondary Divisions of Los Angeles City Schools reported that a single exception to the equal participation in special district programs when advantaged and disadvantaged areas were compared seemed to be the involvement in programs for gifted children. More active participation in economically privileged areas was reported than in disadvantaged areas. This was true at both the high school and elementary school level. A major problem of participation by students was the District's requirement of self-transportation to such special classes.

In 1966. The District reported no action having been taken on this recommendation.

In 1967. The secondary schools continue to provide an academically enriched program in many high schools throughout the district. Eleven schools in the disadvantaged areas were included in the college participation program; 48% of all classes under the enrichment program were located in the disadvantaged areas; 82% of the secondary schools in the disadvantaged areas had some academically enriched classes; 105 college capable classes enrolling 1,982 students were available in the disadvantaged areas during the Spring of 1967. The APEX (Area Program Enrichment Exchange), a Federally funded program, provided special subject opportunities, including transportation, in an exchange program among five senior high schools, three of which were within the disadvantaged areas. A number of effective programs for academically able students have been developed in the disadvantaged areas. Nevertheless, with the exception of the five schools (three disadvantaged) in the APEX program, and provisions for 40 students in the summer Aero Space Science program, transportation for such programs is still not provided.

At the elementary level, 29 special teachers, plus a coordinator, are assigned specifically to 87 elementary schools in the disadvantaged areas to provide enrichment experiences for academically talented children; 290 field trips are provided for such children under the guidance of these teachers for major cultural and academic enrichment excursions.

#### County Schools

In 1965. Enterprise, Willowbrook, Compton City (elementary), and Compton Union High School District reported no programs or special provisions for the academically talented.

In 1966. Enterprise, Willowbrook, Compton City (elementary), and Compton Union High School Districts again reported no programs or special provisions for the academically talented. Compton City indicated "that although excess costs, up to \$40 per pupil, would be paid by the State, the requirements to qualify the child and the program will exceed the reimbursement." Compton Union High School District was "hopeful that some funds for this purpose may be procured through ESEA Title III allocations."

In 1967. Enterprise reported that McAteer Act funds were used during the previous summer for "individualized instruction and multi-person teaching for disadvantaged children." The report indicated that able children were particularly benefited by the program. Individualized instruction, new instructional media, resource teachers, and teacher aides were made available. The program was available for all children, but gifted children were given extra opportunity to "advance at their own rate of learning and to do independent study." Willowbrook reported that extended day classes were set up at all schools providing enrichment experiences for 763 children. Compton City provided special classes at one school in the target area. "These classes were very small and received added equipment and supplies." The funding for both the teacher employed and building was made possible from SB 28. Compton Union High School District reported "little if anything to provide adequate special provisions for all academically talented students because of lack of sufficient funds." The District is reviewing its entire educational program and "as additional funds and staff become available, a program for the

academically talented will be developed . . . as a part of our plan for the school year 1967-68."

Summary

Both the City and the County Schools have made significant progress this year in increasing opportunities for academically talented youngsters in these areas. The schools are eager to increase these opportunities as soon as additional funds are available.

## PERSONAL SECURITY

### Commission Recommendation

The Commission stated, "The personal security of both teachers and students is often threatened. We believe that adequate school personnel should be provided to deal with disciplinary problems in school and adequate law enforcement personnel should be provided at or near schools where necessary." (page 57)

### City Schools

In 1965. At the end of the Spring term, 1965, eight security agents and stationary or mobile unit assignments were located in the disadvantaged areas. In September, 1965, these were increased to ten. In November, 1965, the addition of assignments at Jordan High School and Washington High School increased the total number of agents to twelve.

In 1966. Six additional positions were approved for the 1966-67 budget and special arrangements for regular night patrol for adult schools were made.

In 1967. Sufficient additional positions were approved so that 25 persons are now assigned for security patrol in the disadvantaged areas. Table 10 shows the yearly increase in this assignment.

Table 10

## Security Agents Assigned to Schools

Prior to August 1965	--	8 security agents
School year 1965-66	--	12 security agents
School year 1966-67	--	25 security agents

County Schools

In 1965. Enterprise, Willowbrook, and Compton City Schools reported no special security personnel in 1965. Compton Union High School District reported a need for, but no funds available for, security personnel.

In 1966. Enterprise reported that personal security was not a problem except during the actual days of the riots (Spring, 1966). At this time the classes were recessed and all offices closed. However, they reported that P.T.A. meetings as well as teacher institutes were generally held during the day. Willowbrook reported "Many cases of attacks on smaller children by junior high and high school pupils are reported. Many of these attacks are by school 'drop-outs' who prey upon smaller elementary school children for their lunch money, and etc. The schools also suffer much vandalism." Compton City Schools reported, "During the past year three certificated and five classified employees have been the victims of violent attack during the course of their work. A larger number have had their automobiles stolen during the teaching day. To counteract these things a minimum of night P.T.A. meetings or other night events is held." Compton Union High School District again reported a need for, but no funds available for, security personnel.

In 1967. Enterprise made explicit and reaffirmed its policy as follows: "Work schedules are arranged so that no employee is alone in the building at any one time, and employees are requested not to come to work at odd hours, such as Saturdays, Sundays, or evenings. Female teachers who are doing community or committee work are advised to depart from the campus when the meeting adjourns and not to remain alone in the building after hours." Willowbrook added two security guards hired under Title I, ESEA. Compton City Schools reported no further action this year. "During the past year no direct physical attacks on personnel have occurred. However, property damage and burglary continue to be major loss items." Compton Union High School District considered the employment of security personnel but chose not to do so. The District believed that security personnel "would not alleviate but would tend to increase student tension because of our high concentration of economic minority students." The District believed that the funds are better spent for increasing teaching staff and attempting to decrease class size.

#### Summary

The districts have given careful consideration to the Commission's recommendation for additional security personnel. Los Angeles City and Willowbrook have increased considerably the positions available for this purpose. All of the districts continue to have problems in this area.

## PRE-SCHOOL

### Commission Recommendation

One of the three major recommendations of the Commission was, "A permanent pre-school program should be established throughout the school year to provide education beginning at age three. Efforts should be focused on the development of language skills essential to prepare children to learn to read and write." (page 61)

This major recommendation requires focus on progress in three aspects:

1. The extent of the pre-school experience. For example, it has to be year-round, permanent, involve all children in the emergency achievement areas.
2. The intensity of the experience. It should start at age three. (For school purposes this would require a minimum age of two years, nine months.)
3. Requires a concentration on verbal experiences to aid the youngster in developing language skills to make the transition from concrete to more abstract language symbols.

### City Schools

In 1965. The Head Start and Pre-school program was just getting under way. At that time most of the programs were funded through the poverty program. A minimum of the children involved had more than six months' experience, and only a small proportion of the children who were



eligible were involved. With the exception of a few pilot classrooms, there was no full-year pre-school program. Some programs were developed almost on an emergency basis and frequently involved as much of a child care orientation as it did an orientation toward a concentration on the development of verbal skills.

In 1966. An increase in the number of pre-school programs was reported and a major increase in the number of children with a full year's experience was reported by Los Angeles City Schools. However, two major problems were apparent in 1966. First, the lateness in funding the program made it particularly difficult to obtain the most competent teachers. Further, it was anticipated then that the number of students participating would be reduced in the Fall of 1966 because of a smaller proportion of Federal funds being provided. Up to that point in 1966 there still had not been a complete year-round Pre-school and Head Start combination for even one full year. A second major problem reported in 1966 was the very limited extent of the Pre-school program. That is, less than 20% of the students who would be eligible by the Commission's recommendation had been involved for even a portion of one year in the combined public and private Pre-school or Head Start programs. Finally, at the three-year-old level, less than 8% of the student population was participating in the program.

In 1967. The City Schools are reinstating 40 Head Start classes for pre-school youngsters at age four, and continuing 69 pre-school classes under the direction of the Elementary Education Division. Two additional

pre-school classes are being proposed as a part of an intensified education proposal. All of these classes are scheduled five days a week. The 69 pre-school classes include 1,035 students each semester. The school district also runs a two-day-a-week program under the supervision of the adult education program for 40 classes. The teachers work with these classes primarily as a demonstration for parents and these serve as a basis for discussion groups with parents. It is apparent from the materials provided by the school district that much careful attention is given to the curriculum for the pre-school program. Concern for the development of language skills of the children is evident in the materials prepared for teachers. However, there is no report of three-year-olds being included in the elementary pre-school program, even with the additional Head Start classes, most of the youngsters enter kindergarten classes in the disadvantaged area with no pre-school experience.

#### County Schools

In 1965. Enterprise School District closed its Head Start program in 1965 for lack of funds. Willowbrook was also caught by this "gap in funding" at the end of the summer of 1965. Compton City Schools had one of the largest Head Start programs in the summer of 1965.

In 1966. Enterprise School District reported 405 three and four-year-olds had participated in the Head Start program for approximately six months. Willowbrook reported "one of the largest pre-school programs in the Los Angeles County," but the program was reduced by more than 50% for

the following year. Similarly, Compton City Schools had a program involving up to 300 children at one time in the combination of Pre-school and Head Start programs. However, the allocation for the succeeding year was cut by 50%, which meant that Compton turned away 150 children and dropped half the workers serving in the program at that time.

In 1967. Enterprise reported 51 children enrolled in Head Start programs for three and one-half hours daily. "Some of them have been in Head Start up to one year." These are four-year-olds. There is a waiting list of children at least equal to the number of children presently enrolled. The District reports that the classes that are available "are carefully programmed to provide the background that these children need to develop verbal and language ability." Willowbrook reports enrollment of 165 four-year-olds in the program at the present time and anticipates this will be expanded to 180 pupils during the coming year. Compton City Schools constructed a child care center building during this year which will be open September 1, 1967; 150 children participate in this program. The District serves only four-year-olds and indicates that 2,200 enter kindergarten. The District, in addition, calls attention to the need for a kindergarten followup program in order to make Head Start effective for its intended purposes. The County Schools Director of Federal Projects Task Force summarized the participation in Project Head Start in the County Schools in Table 11.

Table 11

## Participation in Project Head Start

	Summer 1965 (OEO)	Spring 1966 (1331)	Summer 1966 (ESEA-OEO)	Fall 1966 (projected)
Enterprise City Schools	168	300	225	45
Willowbrook School District	300	450	450	165
Compton City Schools	315	285	300	150

All three of the elementary school districts in this part of the county area obtained funds from AB 1331, ESEA Title I, and OEO programs. Reductions in the OEO programs resulted in a net reduction of classes over the two-year period, particularly in relation to the number of children who are eligible. The County reported that during the Spring of 1967 an expansion of the countywide Head Start program involved approximately 10,000 children. However, "no expansion was authorized for the Compton area as the level of service there, even with prior cutbacks, was substantially higher than in other areas of the county." Theoretically, 65% of projected eligible children can be enrolled in the Head Start program. However, the potential enrollment projections are based upon equal consideration of the 1960 census data on numbers of low income families and the current AFDC (needy children funds) information. Obviously, this 1960 census data is completely inadequate to determine even the relative number of students in this high growth disadvantaged area. School and County personnel estimate that less than half of all eligible children are participating in any Pre-school or Head Start program; and if a full-year, five-day program is considered the standard,

this percentage of participation in Head Start falls even lower. The program, for all practical purposes, is still unavailable to three-year-olds.

#### Summary

While the extent of Head Start and Pre-School program availability is greater this year than last, the Commission's recommendation for an intensive Pre-school program starting at age three is still not available to students in the disadvantaged areas. So far there has been no implementation of this recommendation. Clearly, there has not as yet been any funding made available to the school districts concerned to even attempt to fulfill this important recommendation.

## ATTRACTING TEACHERS

### Commission Recommendation

The Commission's major recommendations were aimed at attracting more professionally effective teachers to seek assignments in disadvantaged areas. The shortage of qualified teachers in disadvantaged areas was noted as a national as well as local problem. The Commission stated, "A sharp reduction in class size, together with provision for special supporting services and materials, would offer teachers a more professionally rewarding assignment and would be likely to attract dedicated teachers to seek positions in schools in disadvantaged areas."

(pages 59-60)

### City Schools

In 1965. Although City Schools had difficulty attracting teachers in the disadvantaged areas, through a variety of devices it appeared that Los Angeles City was more successful in this respect than most if not all of the other large cities visited.

In 1966. The City reported the problem had increased. As of June 20, 1966, the South Central part of Los Angeles, containing 55 schools, had 137 unfilled vacancies, 62 unfilled Elementary and Secondary Education Act positions, and 92 positions filled with substitute personnel. These were in the Elementary Division. The District reported 181 requests for transfer that year and 96 leaves of absence and 87 resignations for the area. The District made presentations to the State Board of Education and

obtained permission to alleviate the shortage by hiring emergency provisional teachers.

In 1967. An all-out recruitment effort was made at the elementary level which resulted in 1,075 conditional contracts being awarded to regularly credentialled teachers. In addition, 120 teachers with B.A. degrees but no teaching or substitute teaching experience have been approved for provisional contracts. "In spite of this intensified recruitment, there are at this time (August, 1967) approximately 100 known elementary vacancies--all in mid-city schools." The District also reports that all qualified substitute teachers have been diverted to contract positions. Only those unable to qualify for regular contract assignment have been placed in a substitute pool. It is anticipated "that the severe shortage of day-to-day elementary substitutes will continue throughout the 1967-68 school year, especially in the inner city."

In the secondary schools, due to budgeting cuts of approximately 500 secondary teaching positions for the school year 1967-68, very few vacancies exist at the secondary level. It is anticipated that these will be filled prior to the opening of school. The District is involved in a number of cooperative programs with nearby colleges designed to prepare teachers for service in the inner city or urban community. Nevertheless, the budget elimination of teaching positions thereby increasing class load which affects adversely the quality of the educational program throughout the District will also affect adversely schools in the dis-

advantaged areas. At this point in this most important aspect of attracting good teachers, the District has been forced to take a serious step backwards. The District also reported the comparison of faculties at the senior high and junior high level in advantaged and disadvantaged areas continues to show a higher turnover, more substitutes, and more resignations among teachers in the disadvantaged areas.

### County Schools

In 1965. Enterprise reported increasing difficulties in attracting teachers because of low starting salaries. Willowbrook, Compton City, and Compton Union High School Districts also reported such difficulties.

In 1966. Enterprise reported "a salary increase is contemplated" following the successful tax rate increase election. Willowbrook indicated, "The District has reduced class size and raised its salary schedule. It is our opinion that these two factors will enhance our possibilities in recruiting high quality teachers." Compton City Schools stated, "Working conditions are good and the salary schedule is being adjusted in order to remain competitive." Compton Union High School District reported increasing difficulty in attracting able teachers. While the District was concentrating on the problem and hoped to obtain some help through its ESEA Title I program in 1966 it reported the task (of attracting more teachers) is virtually impossible because of congressional delays in appropriations and State Department of Education delays in project approvals. Consequently, when the funds are finally received the 'qualified teachers' are not to be found."



In 1967. Enterprise reported no unfilled vacancies, only two teachers lost because of retirement, and none by reason of transfer. However, the District found it very difficult to find well-trained and experienced substitute teachers. Willowbrook reported 15 vacancies as of August, 1967. The District indicated, however, that many teachers and prospective teachers are attracted to the District by the various special projects funded by the State and Federal government. However, late funding reduces the District's ability to attract such teachers. Compton City Schools reported that the override tax made it possible for the District salary schedule to be raised to a more adequate level. As a result, a year ago over 141 new teachers were needed. For 1967-68 only 21 new teachers have been needed. The District attributes this reduction in turnover to better salaries, reduced class loads, the introduction of team teaching, more adequate equipment and materials "chiefly implemented or procured through Federal and special State funding." The District pointed out that attention should be called to the effects of SB 28, with its provision for teacher-pupil ratios of 25/1 in five of the District schools and the provision of space for full-day sessions in five of the 18 schools in the District. The school report stated, "This was the first time in 15 years that the children of the General Rosecrans School had not been on half days." The Compton Union High School District reported that it has been able to recruit sufficient teachers, but that it loses some outstanding teachers because "of inability to pay premium salaries."

Summary

In those instances where the Federal and State funds have been provided to the extent that a concentrated improvement in the availability of special services and major reduction in class size has resulted, the districts have experienced an increase in the availability of qualified teachers. This appears to be true particularly as an effect of SB 28 funds. Nevertheless, considering the total disadvantaged areas in both the City and County Schools, the overall changes in teacher availability have been in a negative direction so that overall, little effective progress can be reported.

## CLASS SIZE

### Commission Recommendation

The second major recommendation of the Commission was, "Class size must be significantly reduced for children now in elementary and junior high schools in disadvantaged areas. In order to maximize opportunity for effective teaching, class size in these schools should be reduced to a maximum of 22; a less drastic reduction from the present average class of 33 would still be expensive but would offer much less promise of success." (page 59)

### City Schools

In 1965. The Board allocated 157 compensatory teachers for assignment to poverty area schools and reduced primary classes following State legislation.

In 1966. The only progress reported was the beginning of the implementation of this earlier legislation. While SB 28 had been approved by the Legislature and the Governor, major problems in implementation had not yet been worked out. Thus, no progress could be reported in 1966.

In 1967. At the elementary class level, particularly in the primary grades, the District reports progress has been made since 1965 in reducing the ratio of pupils to certificated personnel. It should be pointed out that there are three bases upon which comparisons of class size are made by school districts: The ratio of pupils to certificated personnel usually provides the smallest apparent ratio. The ratio of classroom teachers to pupils shows a slightly higher ratio, and average class size

shows an even higher figure, but is usually the most accurate indicator of true class size. In September, 1967, in the study areas the District reported a total ratio of pupils to certificated personnel of 26.84/1. Table 12 shows this reduction in each of the four disadvantaged study areas.

Table 12

Elementary Class Size - Ratio of Pupil Personnel  
to Certificated Personnel

<u>District</u>	<u>Ratio</u>	
	<u>9/65</u>	<u>9/67</u>
Avalon	27.8	25.1
Boyle Heights	29.7	28.2
East Los Angeles	29.4	26.3
Watts	28.5	28.2

It should be noted that the reduction is certainly not drastic. More than this, data from the original Education Study indicates that if average class size rather than this certificated personnel ratio had been used, it would be at least two students per room higher than those shown in this table. Thus, while there is some reduction in class size since 1965, it has not been in any way drastic nor does it yet approach the maximum of 22 recommended by the Commission.

County Schools

In 1965. Enterprise School District had substantially larger classes in disadvantaged areas than Los Angeles City Schools. Compton City Schools and Compton Union High School District also reported large classes, and Willowbrook had the largest class sizes of any of the schools studied in 1965.

In 1966. Enterprise reported the employment of five additional teachers to reduce class size to conform to the State recommendations under the Unruh Act, but had funds for neither teachers nor classrooms for any further reduction. Willowbrook reported plans to reduce class size in accordance with the provisions of SB 28. Compton City Schools reported having "the largest class size of any elementary school district in Los Angeles County." Compton Union High School District reported no progress.

In 1967. Enterprise reported that one of its schools qualified for funds for teachers and construction of classrooms under SB 28. The enrollment in the classrooms at this school average 22 students, and no class exceeds 25 in enrollment. The District reported that two other schools were not declared eligible for such funds although the District believes the need and number of disadvantaged children and other conditions are at least equally obvious at these additional schools. They reported that classes in the three other schools in the disadvantaged area do not exceed 30. Willowbrook was enabled by SB 28 to hire six teachers to reduce class size to 25/1 ratio. In addition, the Communication Skills Project and reading enrichment teachers in third grade reading and other special reading programs funded with State and Federal funds have made a major contribution to this reduction in class size. Compton City Schools reported that a reduction to 25/1 has occurred in the primary and middle grades of five schools through funds made available by SB 28. The District again would be affected very favorably if more up-to-date data than 1960 census were used for such funds. The District estimates that a 50%

increase in SB funding would be required to gain total coverage for the five schools, and such funds would need to be tripled to cover the nine schools in the disadvantaged area. Compton Union High School District indicated that it has taken advantage of every possible way of obtaining additional funds, both State and Federal, to reduce class size. At this time the actual class size average is 32.33/1 at the junior high schools, and 30.97/1 at the senior high schools. The District has been able to reduce class size in the occupational training area to approximately 22-24 students per teacher now that this program is an integral part of the three senior high schools. Federal funds have helped to make this possible.

#### Summary

The major provisions for reducing class size that have had significant impact on the school districts' efforts in this regard come from statewide efforts. The legislation to reduce primary grade class size throughout the state has helped in this regard, but the major improvement is a result of SB 28. Nevertheless, greatly increased State and Federal funding will need to be provided in order for this recommendation of the Commission to be given a trial. The Commission recognized that such a provision would be expensive, but felt the need was so great the funds should be provided. So far, the progress made on this recommendation is most directly attributed to funds provided by SB 28.

## DE FACTO SEGREGATION

### Commission Recommendation

The Commission stated, "It is our conclusion that the very low level of scholastic achievement we observe in the predominantly Negro schools contributes to de facto segregation in the schools. In turn, school segregation apparently contributes importantly to all de facto segregation. We reason, therefore, that raising the scholastic achievement might reverse the entire trend of de facto segregation."

(page 60) Clearly, the Commission did not condone de facto segregation but wanted immediate and realistic progress rather than exhortations in this important field.

### City Schools

In 1965. There was no data available from Los Angeles City on the ethnic characteristics of students. Data was available on classified and certificated personnel. It was not possible at that time to provide a factual report on the extent of segregation.

In 1966. No progress was reported by the City Schools in alleviating de facto segregation.

In 1967. Two important steps have been taken in the area of de facto segregation in Los Angeles City Schools. The first was part of a State mandated racial and ethnic survey. Because of this survey and the report required, ESEA Title I funds, and increased study, a very carefully worded

report has been developed by the Los Angeles City School District. Data that were unavailable at the time of the Commission's first study are included as a result of this survey and the District's report. Table 13 summarizes these data as of October, 1966.

Table 13

Los Angeles City Schools Racial  
and Ethnic Survey - October, 1966

Other White (not including Spanish surname)	402,587	-	56%
Negro	149,563	-	20.8%
Spanish surname	138,210	-	19.2%
Chinese - Japanese - Korean	24,588	-	3.4%
American Indian	858	-	0.1%
Other non-White	3,515	-	0.5%

The survey showed some of the effects of the District's open-enrollment policy instituted in the early 1960's. The policy permits any student, regardless of residence, to enroll in any school in the District other than his home school providing space is available. Approximately two-thirds--283 of the 431 elementary schools in the District--reported Negro enrollments; 58 of 65 schools reported Negro enrollments at the junior high school level; at the senior high school level, 44 of 47 schools are in the same category. However, at the junior high level, for instance, 31 of the junior high schools reported ten or less Negro students in the entire studentbody. However, only one regular school reported the complete absence of pupils with Spanish surnames. That school was 112th Street



Elementary School, which reported an all-Negro population of 1,146 students. The major district program designed to increase integration is the APEX program (Area Program for Enrichment Exchange). This program makes it possible for students using transportation facilities of the district to enroll for specialized classes in an interchange of five high schools within the district and their attendant junior high schools. School-university cooperation, intra-city busing of students, greater innovation, and increased counseling are all a part of this program which is aimed not only at educational excellence, but building better human relations.

#### County Schools

In 1965. Enterprise reported a heavy majority of Negro children enrolled in all schools, with a fairly equal distribution of other races among the four schools in this small district. Willowbrook was completely segregated along the District lines. Less than 1% of the school population was Caucasian. Compton City Schools reported that local faculties were integrated in all schools "as is the School Board." Compton Union High School District did not make a report in 1965.

In 1966. Enterprise again reported a heavy majority of Negro children enrolled in all schools, with a fairly equal distribution of other races among the four schools in the district. Willowbrook was still completely segregated along the District lines. Compton City Schools reported "the adjustment of attendance boundaries has hastened integration." Compton Union High School District reported de facto segregation in the

Union High School District is a "mute" subject for the following reasons: Seven of the ten high schools have virtually all minority enrollments; the other three schools have sizeable minority enrollments; the district has an open-enrollment policy. The District further reported that it was opposed to the practice of segments of a district petitioning for withdrawal and realignment with another district in an effort to perpetuate segregation.

In 1967. Enterprise reported that 95% of the children in their district are Negro. The District report states, "Nothing can be done in our district regarding de facto segregation unless we are unified with a larger district." Willowbrook has a school population of 94.39% Negro, 5.41% Mexican-American, and only .20% Caucasian. The District reports de facto segregation "does not present a problem in the Willowbrook School District." Compton City Schools report that the faculty and administration have been integrated and "since the Caucasian is leaving the district very rapidly, no real integration of problems has occurred." Compton Union High School District made no report nor presented any data on the question of de facto segregation.

#### Summary

Within the County Schools desegregation, particularly in the elementary school districts, is not possible. They are segregated along district boundary lines now. The APEX program in Los Angeles City is among the most direct attacks by the City Schools on this problem.

## DE FACTO SEGREGATION

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Nevertheless, the Office of Urban Affairs has influenced the School District and the School Board toward moving in the direction of more positive action to integrate the schools. In all fairness, it should be pointed out, however, that no major size American city has taken successful action to date to integrate or combat de facto segregation.

## ACHIEVEMENT TEST DATA

### Commission Recommendation

In 1965 we were able to report the results of achievement tests given in the City and County Schools. We described in the 1965 report the uses and limitations of such tests. We indicated the importance of literacy--that is, the ability of children from disadvantaged areas to be able to read and write with a vocabulary commensurate with that which would allow them to readily understand a daily newspaper. The intelligence tests give an important clue to the lack of such ability on the part of a majority of the students from these areas. We further examined intelligence tests in order to indicate "that intelligence tests should not be used as an excuse for accepting low achievement on the part of disadvantaged youth, but rather as an indication of the need for early compensation, so that disadvantaged students might start the first year of school with a more nearly equal opportunity to learn." (page 2)

The achievement test data did provide an extremely important addition to the evaluation of progress of schools in these areas. To make judgments about the effectiveness of progress in these schools in relation to the Commission recommendations without such data is very difficult. The Commission was and should be concerned not just with the means and descriptions of improvement, but the accomplishments particularly in the area of basic literacy skills. In this light, it is important to note that none of the City or County School Districts were able to provide test data on educational achievement. The reports in this regard are as follows:

City Schools

Los Angeles City Schools are unable to provide comparative achievement test data. A summary statement explaining this is included in the Appendix. The District expects to be able to provide some data this Fall. At this time we have no basis upon which to make a judgment as to the degree of the progress of literacy, particularly, which has been made.

County Schools

Enterprise School District reports achievement test score improvement this year over last. Willowbrook does not have comparative test data available for the 1965 period, and Compton City Schools have not analyzed this past year's data as yet, and so did not provide it. The test score data was provided from Compton Union High School District for this year, but comparative data for 1965 was not available.

Summary

Even if all of the recommendations of the Commission had been instituted immediately, it would be too early to expect significant changes in performance at the elementary and secondary level. In part, this is because the effect of a thorough pre-school program for three and four-year-olds would not fully influence data until the program had been under way for at least three, and possibly four, years. Under the present circumstances where none of the three major recommendations of the

Commission have yet been implemented, very little improvement in test scores can be expected. Nevertheless, the availability of such data for a thorough evaluation of progress of schools in the disadvantaged areas should be called for and made available regularly.

## ADMINISTRATIVE PROBLEMS

### Commission Recommendation

The Commission did not make recommendations in the area of administrative problems in the original report, but in the Progress Report of last year we indicated a number of administrative problems that were developing for the school districts. The County Schools Office was particularly helpful in delineating some of these problems. We concluded last year that the effectiveness of school districts to make major improvements in the quality of education is currently handicapped whenever administrative obstacles, including poor timing, inordinate project writing, serious delays, and crash planning, occur. We added at that time, nevertheless, to the extent that they have been funded, the State and Federal programs have improved education for students in disadvantaged areas. We included in the 1966 report some verbatim examples of administrative difficulties the school districts were having. Some of these were for the Federal and State agencies, and in some cases the problem was local.

In 1967. Some of the administrative problems have been alleviated. The allocation of funds from SB 28 has been carried out, and the districts' response to this form of aid has been extremely positive. All of the districts report the major improvements due to increased Federal aid. At this time it is appropriate to summarize from the reports of both the City and County Districts that Elementary and Secondary Education Act

funds, and to some extent OEO funds, have been the major avenue for whatever improvements the districts have been able to make in the improvement of education for disadvantaged youth. Nevertheless, all the districts still have some serious administrative difficulties in obtaining, and severe timing problems in allocating, these State and Federal funds. The County Schools Office reports, "In comparison to other County school districts, the four districts in the Compton area have been aggressive in seeking and applying for funds to support an enriched educational program. Because of their obvious need, they have been successful in tapping a variety of sources. Staff members have also become knowledgeable regarding the funding of special programs."

Later in its report, the County Office also indicated, "The uncertainty of continued funding or of funding at the same level and last minute project approvals continue to be a major problem." As of August 11, approval still had not been received from the regional OEO office for proposals to be funded by this means. Another example is the funding of ESEA Title I at the 80% level. This works a particularly great hardship on districts with entitlements that are relatively large in relation to the total district funds. All of the districts in this City and County area are operating on stringent budgets. Carrying proposed programs from September to as late as March of the school year before definite entitlements are known creates severe fiscal and administrative problems. Even more importantly, funds cannot be expended as wisely under these circumstances.



All of the school districts have problems because they are high growth areas and so much of the funding is based on 1960 census data. They also have difficulty with the repetition and busy work involved in rewriting proposals for continuing projects. The same information frequently has to be repeated each year when the program clearly needs only to be refunded and a rewritten proposal is a waste of time and money.

Compton City Schools report a particular problem under SB 28: 24 parcels of land are being purchased at the Jefferson School site. The district reports, "The paper on this land purchase is so slow that the portable classrooms, scheduled for this site, have been in storage for over six months. There are too many bureaus involved. Land purchase is reviewed by the State Allocation Board, program by the Bureau of Compensatory Education, site plans by Schoolhouse Planning, furniture planning by someone else, and each is slow. Perhaps a temporary task force of representatives, empowered to ACT, from each interested agency, could meet and clear the projects."

Enterprise reports, "One of our problems has been that of finding the time for our staff to prepare project applications, evaluations, and reports required to make us eligible for funds under the various State and Federal projects."

Willowbrook reports the funding of programs does not come early enough to assure teachers of jobs from one year to the next. This problem of late funding works a particular hardship in these small districts.

Compton Union High School District is particularly concerned with the facilities, funds, and credentialing practices in the vocational education area. The District has attempted to emphasize the development of an outstanding program in this field. A memorandum from Henry E. Boas, Los Angeles City Schools, summarizes very effectively some of the administrative problems faced by the school districts. (see appendix)

#### Summary

Nevertheless, all of the districts have welcomed enthusiastically State and Federal programs that have provided for improvement in the education of students in these areas. They are unanimous in their recognition of the need for greatly increased funds for these purposes, particularly from State and Federal sources. A major increase in the funding level for SB 28 appears to them to be a particularly effective possibility.

### SUMMARY

The Commission stated in its original report that it considered education as "holding the greatest promise for breaking the cycle of failure". It was the conclusion of the Commission that a major revolution and equality of educational opportunity for disadvantaged students was needed. The Commission did consider the cost for such a program, and strongly advocated "a new massive expensive and frankly essential onslaught on the problem of illiteracy". Its recommendations were designed "to strike at the heart of low achievement and break the cycle of failure". The status of progress reported on each of the Commission's recommendations therefore must be viewed within this context of a total commitment to major involvement in contrast to a piece-meal progress, even if the progress is in the right direction. It is in the context of massive, major, revolutionary change in quality as compared to less drastic less immediate and partial change.

#### Commission Recommendation

The Board of Education should consider whether double sessions can be lessened by arranging for children whose school is overcrowded to attend nearby schools with unused classrooms.

#### Status

The schools in the County Districts have eliminated or will have eliminated by the end of the 1967-68 school year all double sessions in the disadvantaged areas. The Los Angeles City School District has

reduced double sessions in disadvantaged areas by 27% in the elementary school level; however, on a citywide basis double sessions have increased. The County School Districts report no unused classrooms. The Los Angeles City School District has a small percentage of unused classrooms spread throughout the district. However, no study of the relationship of such classrooms to double sessions has been reported by the City Schools. The Districts report that much of the progress on this recommendation is due to the effect of Senate Bill 28.

#### Commission Recommendation

Action should be taken to provide cafeteria facilities in the schools in disadvantaged areas and free or reduced-price meals should be provided for needy students in these areas.

#### Status

All of the students in the County Schools now have access to cafeteria meals. In Los Angeles City Schools 114 elementary schools did not have cafeterias at the time of the original commission study. During this two year period, this figure has been reduced to 109 such schools. Free or reduced-price meals are now available for all needy students in the County School District. The Los Angeles City Schools have not changed their policy on this matter. The District's written report on "Free or Reduced-Price Meals" repeats for the third time, "The District is studying the issues involved but no final conclusions have been reached in this matter".

Commission Recommendation

Libraries should be provided in all schools.

Status

Both the Los Angeles City and Los Angeles County School Districts have made major improvement in libraries in schools in disadvantaged areas. Much of this improvement is the result of the expenditure of Federal funds.

Commission Recommendation

Counseling and special services for students in disadvantaged areas should be augmented.

Status

Los Angeles City Schools have continued to make improvements in the quantity and quality of counseling services available at both the elementary and secondary level. The County schools have also made progress this year in increasing provisions for counseling services. Although this movement is in the right direction, progress as substantial as that intended by the Commission will require greatly increased expenditures for such services in these areas.

Commission Recommendation

Adequate provisions should be made for all academically talented and gifted students to attend advanced courses and, where necessary, transportation be provided.

Status

The Los Angeles City Schools have increased provisions for academically talented and gifted students in disadvantaged areas at both the elementary and secondary level. A greatly increased participation by students from disadvantaged areas has resulted; however, transportation, particularly for the Summer Honors Courses and College Participation Program are still not provided.

Commission Recommendation

We believe that adequate school personnel should be provided to deal with disciplinary problems in school and adequate law enforcement personnel should be provided at or near schools where necessary.

Status

The City Schools have made major increases in the number of agents assigned to the schools for security measures. Provisions in the County Schools, with the exception of Willowbrook, have not added personnel for this purpose. No increase in personnel has been reported in either the city or county schools with the explicit assignment to deal with disciplinary problems in school.

Commission Recommendation

A permanent pre-school program should be established throughout the school year to provide education beginning at age three. Efforts should be focused on the development of language skills essential to prepare

children to learn to read and write.

### Status

The number of children obtaining some pre-school experience has been extended at the four year old level. However, combining figures for the Pre-school Program, the Head Start Programs, and the Adult Parent Participation Programs still indicates that in the combined city and county area no more than fifty percent of the children in the disadvantaged sections participated at the four year age level. Only an extremely small proportion participated at the three year age level. At this time, neither the extent (number of students) nor intensity (length of time of program) of the pre-school provisions meet the Commission's recommendations. However, it does appear that the functions of these programs does include a successful concentration on language skills.

### Commission Recommendation

A sharp reduction in class size, together with provision for special supporting services and materials, would offer teachers a more professionally rewarding assignment and would be likely to attract dedicated teachers to seek positions in schools in disadvantaged areas.

### Status

To the extent that Federal and State funds have been concentrated in particular schools to provide major improvement in the availability of special services and major reduction in class size, the Districts have experienced some increase in the availability of qualified teachers.

In the case of the County Elementary School Districts study, this appears to be true, particularly as an effect of Senate Bill 28 funds. However, considering the total of the disadvantaged areas in both city and county schools, little effective progress can be reported in the way of increasing teacher availability.

#### Commission Recommendation

Class size must be significantly reduced for children now in elementary and junior high schools in disadvantaged areas. In order to maximize opportunity for effective teaching, class size in these schools should be reduced to a maximum of 22; a less drastic reduction from the present average class of 33 would still be expensive but would offer much less promise of success.

#### Status

Class size, particularly at the primary grade level, has been reduced in both the city and county schools. The average class size in the city schools in the disadvantaged areas has been reduced by one or two students per class. In the county schools the reduction has been much greater because class size in some of these districts was much larger in 1965. Nevertheless, the reduction in both city and county schools has not been sufficiently drastic to meet the Commission's recommendations. Moreover, the major fact in the improvement so far has been the result of increased Federal and State financial aid. The School Districts efforts to make significant reduction in class size requires much more massive State and Federal funding.



CONCLUSION

When the Commission made its first report on the riots, it was in an atmosphere of urgency and in a context of needed effective action. The Commission recognized that its recommendations required a great increase in moneys for schools. The Commission's concern, however, was evident in the statement that such recommendations should be followed "No matter what the cost". While some progress has been made by the school districts in the direction of the Commission's recommendations, the massive increase in funds needed to bring about this major revolution in the quality of education in disadvantaged areas has still not been provided. Nevertheless, the recommendations of the Commission could be more effectively followed and tested if necessary in Los Angeles by concentration of the funds that are available into a selected number of schools and programs following the Commission's primary recommendations so that the necessary major improvement in pupil achievement might be accomplished.

A P P E N D I X

LOS ANGELES CITY SCHOOL DISTRICTS  
Division of Instructional Services  
Instructional Aids and Services Branch  
LIBRARY SECTION

1967 McCORMACK COMMISSION FOLLOW-UP REPORT

Funds were allocated during the 1966 fall semester for the hiring of an additional ten new teacher-librarians. Intensive pre-service and in-service training for these teachers was provided by personnel from the Elementary Libraries Department of the Library Section throughout the entire year. Library service by these teacher-librarians was provided to the following schools:

Albion Street  
Avalon Gardens  
Belvedere Street  
Breed Street  
City Terrace  
Compton Avenue  
Dacotah Street  
Eastman Avenue  
Euclid Avenue  
Ford Boulevard  
Fourth Street  
Griffin Avenue  
Hillside School

Holmes Avenue  
Humphreys Avenue  
Latona Avenue  
Malabar Street  
Marianna Avenue  
Nevin Avenue  
One Hundred Eighteenth Street  
Riggin Avenue  
Ritter School  
Sheridan Street  
Trinity Street  
Weigand Avenue  
West Vernon Avenue

Additional library service was given to teachers working in special programs in the schools. Service and materials were rendered in remedial reading, special education, social adjustment, reading improvement, gifted, enrichment, individualized reading, compensatory programs, and pre-school by the Circulation Department of the Library Section.

Pre-service classes and in-service classes were provided for 27 teacher-librarians in the Summer Study Centers of the following schools in the poverty areas:

Albion Street  
Ascot Avenue  
Belvedere School  
Brooklyn Avenue  
Compton Avenue  
Eastman Avenue  
Evergreen Avenue  
First Street  
Ford Boulevard  
Grape Street  
Hammel Street  
Harrison Street  
Hooper Avenue

Main Street  
Malabar Street  
Murchison Street  
Ninety-Ninth Street  
Ninety-Second Street  
Ninety-Sixth Street  
One Hundred Eleventh Street  
One Hundred Second Street  
One Hundred Twelfth Street  
Riggin Avenue  
Rowan Avenue  
Sheridan Street  
Trinity Street

POVERTY AREA - AVALON DISTRICT

Elementary Schools	Enrollment	Books in Library	Books per Child
Ascan Avenue	942	1778	1.89
Forty-Ninth Street	1131	1785	1.58
Holmes Avenue	709	1800	2.54
Hooper Avenue	1544	2442	1.57
Main Street	1193	2252	1.89
Newin Avenue	640	3520	5.47
Trinity Street	926	1968	2.12
Wadsworth Avenue	1161	2159	1.77
West Vernon	1002	1797	1.79

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POVERTY AREA - BOYLE HEIGHTS DISTRICT

Elementary Schools	Enrollment	Books in Library	Books per Child
Albion Street	527	1906	3.60
Breed Street	528	1805	3.42
Bridge Street	464	2207	4.76
Dacotah Street	774	2316	3.05
Euclid Avenue	1006	1772	1.77
Evergreen Avenue	1038	2134	2.05
First Street	869	1910	2.20
Gates Street	876	2233	2.52
Glen Alta School	430	1808	4.21
Griffin Avenue	465	2070	4.46
Hillside School	477	1808	3.78
Huntington Drive	811	1900	2.34
Latona Avenue	426	1811	4.25
Lorena Street	1068	2542	2.48
Malabar Street	1494	3539	2.36
Murchinson Street	1211	3410	2.81
Sheridan Street	1038	2146	2.06
Soto Street	430	1798	4.19

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POVERTY AREA - EAST LOS ANGELES DISTRICT

Elementary Schools	Enrollment	Books in Library	Books per Child
Belvedere School	998	2224	2.25
Brooklyn Avenue	965	3645	3.78
City Terrace School	861	2022	2.35
Eastman Avenue	1510	3853	2.55
Ford Boulevard	1325	2255	1.70
Fourth Street	1051	2160	2.05
Hammel Street	1089	2275	2.09
Harrison Street	935	3554	3.80
Humphreys Avenue	1053	3373	3.19
Lane, Robert H., School	316	2005	6.34
Marianna Avenue	511	1808	3.54
Riggin Avenue	762	2278	2.96
Rowan Avenue	1265	4514	3.46

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POVERTY AREA - WATTS DISTRICT

Elementary Schools	Enrollment	Books in Library	Books per Child
Avalon Gardens	449	2326	5.17
Compton Avenue	747	2587	3.20
Grape Street	967	3628	3.75
Ninety-Ninth Street	928	2064	2.23
Ninety-Second Street	1311	2570	1.96
Ninety-Sixth Street	966	3634	3.76
Ninety-Third Street	1630	3281	2.02
One Hundred Eighteenth	1043	2394	2.29
One Hundred Eleventh	1210	3671	3.03
One Hundred Ninth	752	1770	2.35
One Hundred Second	1364	2552	1.87
One Hundred Seventh	1483	2448	1.70
One Hundred Sixteenth	791	2039	2.57
One Hundred Twelfth	1081	2650	2.45
One Hundred Twenty-Second	986	2261	2.29
Ritter School	602	2237	3.71
Weigand Avenue	747	3187	4.27

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ECONOMICALLY DISADVANTAGED STUDY AREA

Elementary Schools	Enrollment	Books in Library	Books per Child
Bellagio	702	2159	3.07
Brentwood	1226	2501	2.04
Brockton	565	2293	4.06
Canyon	434	1988	4.59
Fairburn	481	1859	3.86
Kenter	513	2110	4.12
Marquez	1020	2046	2.01
Nora Sterry	599	2318	3.88
Pacific Palisades	765	1891	2.47
Roscomare	516	1790	3.47
Warner	713	3684	5.18
Westwood	627	1898	3.02



LOS ANGELES CITY SCHOOL DISTRICTS  
 Division of Instructional Planning and Services  
 Instructional Services Branch  
 LIBRARY SECTION

REPORT FROM THE SUPPLEMENTARY TEXTBOOK DEPARTMENT  
 OF THE LIBRARY SECTION

Membership on Book Selection Committees

Book selection committees for school deposit books consisting of principals, teachers, and supervisors appointed for a 3-year term, represent all Elementary Areas. Representation for the past two years from the schools specified in the original McCone report was as follows:

Poverty Areas:	1965-66	1966-67
Avalon Area	1	1
Boyle Heights Area	1	1
East Los Angeles Area	2	1
Watts Area	3	1
Privileged Area	2	3
Total School District	31	29

In 1966-67 one member on the Social Studies Committee, appointed on the recommendation of Mr. Hamerman, worked on the Community Action Program from the Harbor Area Office. Thus, she is not represented above.

One of the members of the Reading Committee who is working on the federally funded project of English for Non-English Speaking Children at Sterry, appears on the chart as from the Privileged Area schools.

Trial Use of Recommended Books

After books are recommended by the book selection committees, one set of each title is evaluated in a classroom situation in each area. Each elementary academic supervisor chooses the teachers in his district who will make final recommendations to purchase or reject a title. Distribution of these books during the past two years was as follows:

	1965 - 1966				1966 - 1967			
	EMR	Soc.St.	Reading	Total	EMR	Soc.St.	Reading	Total
Avalon Area		2		2		2	2	4
Boyle Heights Area	2	2	1	5			3	3
East Los Angeles Area		8		8	2	9	3	14
Watts Area	1	2		3		1	2	3
Privileged Area	1	7		8	1	5	4	10
Total School District	16	139	16	171	14	72	127	213

Note: The Privileged Area total for 1966-67 seems large because it includes assignments of four sets of books to Sterry which has many federal programs in operation; but is on the privileged school list.

August 11, 1967

## LOS ANGELES SECONDARY SCHOOL LIBRARIES

Each regular secondary school has a library with a staff composed of one certified librarian and some clerical help. The book collection, geared to pupil needs and supporting the curriculum, is selected by the librarian with the aid of teachers, administrators, and the Secondary School Library Services. Each school in the city has the same unit appropriation based on enrollment.

### LIBRARY STATISTICS FOR POVERTY AREA SCHOOLS

#### Junior High Schools

	Volumes	Enrollment	Books per Pupil
<b>1. Poverty Area - Avalon District</b>			
Carver Junior H. S.	10,992	2,105	5 +
<b>2. Poverty Area - Boyle Heights District</b>			
Hollenbeck Junior H. S.	10,799	2,438	4.42
*Nightingale Junior H. S.	no report from school		
Stevenson Junior H. S.	10,459	1,967	5 +
<b>3. Poverty Area - East Los Angeles District</b>			
Belvedere Junior H. S.	9,681	2,062	4.7
Griffith Junior H. S.	9,340	1,840	5.07
<b>4. Poverty Area - Watts District</b>			
*Compers Junior H. S.	9,856	2,509	3.9
Markham Junior H. S.	11,343	2,094	5.9
<b>5. Economically Privileged Study Area</b>			
A School Emerson Junior H. S.	10,881	1,987	5.53
B School Revere Junior H. S.	10,258	2,378	4.5
<b>6. District as a Whole</b>	<b>720,688</b>	<b>136,794</b>	<b>5.3</b>

\*Adjacent to poverty area

## LOS ANGELES SECONDARY SCHOOL LIBRARIES

Each regular secondary school has a library with a staff composed of one certified librarian and some clerical help. The book collection, geared to pupil needs and supporting the curriculum, is selected by the librarian with the aid of teachers, administrators, and the Secondary School Library Services. Each school in the city has the same unit appropriation based on enrollment.

### LIBRARY STATISTICS FOR POVERTY AREA SCHOOLS

#### Senior High Schools

	Volumes	Enrollment	Books per Pupil
<b>1. Poverty Area - Avalon District</b>			
Jefferson H. S.	10,699	1,790	5.98
*Manual Arts H. S.	17,600	3,541	4.97
<b>2. Poverty Area - Boyle Heights District</b>			
Lincoln H. S.	17,141	2,953	5.8
Roosevelt H. S.	12,913	3,155	4.0
<b>3. Poverty Area - East Los Angeles District</b>			
Garfield H. S.	13,666	3,242	4.22
<b>4. Poverty Area - Watts District</b>			
Jordan H. S.	8,796	1,855	4.8
<b>5. Economically Privileged Study Area</b>			
A School Palisades H. S.	9,888	2,309	4.28
B School University H. S.	13,899	2,951	4.7
<b>6. District as a Whole</b>	<b>551,854</b>	<b>123,308</b>	<b>4.5</b>

\*Adjacent to poverty area

August 1967

## SPECIALIZED COUNSELING SERVICES

### Descriptions of Federally Funded Programs

#### Student Achievement Center Counseling

The counseling service is designed to assist pupils enrolled in the reading-centered instruction and college capable components by providing individual counseling, parent conferences, teacher conferences, diagnostic evaluations, administration of standardized tests, screening for placement of pupils, and coordination of these activities with the on-going counseling program.

#### College Capable Counseling

The College Capable component is a part of the Student Achievement Center cluster and provides in-depth and advanced instruction for high-achieving pupils with demonstrated college ability and under-achieving pupils with college potential. Supportive counseling services assist in identification, placement, testing, individual and group counseling with pupils, parent conferences, etc.

#### Education and Guidance Counseling

Education and Guidance is a special core program for selected seventh and eighth grade pupils who have marked social and emotional difficulties. The counseling component is designed to provide individual counseling and psychological consultative services for pupils enrolled in the E and G core program. Individual counseling is made available by the assignment of an additional period of counseling time to one of the regular assistant counselors selected to serve as the Education and Guidance Counselor. Consultative services by a school psychologist are provided through the establishment of a team of central office Consulting Counselors, who shall provide psychological services to schools participating in the program.

#### Group Counseling

Pupils are provided with intensive group and individual counseling services directed toward development of sound educational plans and a more favorable acceptance of school. They discuss their needs and problems and explore their objectives while making a favorable identification with a small group of their peers and an adult. One of the groups is designated as an experimental elective study skills class which meets five periods per week. Pupils benefit through group interaction and individual instruction. Other groups include one College Capable, an all-boy and/or an all-girl group, and heterogeneous groups.

#### Dropout Guidance Center

Dropout Guidance Centers are established at selected senior high schools to provide services for potential and actual dropouts between the ages of sixteen through twenty-one. The Centers are open from 6:30 to 9:30 p.m., Monday through Thursday. Pupils who are identified as probable dropouts or actual dropouts receive individual supportive counseling on educational and vocational planning, exploring areas of placement that promise success, and examining rejectant school attitudes.

### Vocational and Educational Guidance

This counseling service to selected schools provides vocational information and guidance materials to increase pupil awareness of vocational and educational opportunities. Guidelines for effective use of vocational educational information distributed to the schools are developed. Special emphasis is placed on information and materials available for eighth and ninth grade guidance units in junior high schools and tenth grade guidance classes in senior high schools. Pupils are assisted to appraise their own assets, explore their areas of interest, to select realistically appropriate majors, and to develop educational plans that parallel vocational opportunities.

### Exploratory Work Experience Education

Exploratory Work Experience Education is a one-semester experimental elective high school course. Pupils spend part of each school day at work stations where they receive a variety of on-the-job experiences. Buses are provided for transportation from school to work experience locations and return. Regular employees of the cooperating firms and certificated school personnel supervise their activities. Pupils receive school credit but are not paid and do not replace paid employees.

### Extended Counseling Services

Counselors selected from the regular counseling staff of the school are assigned time after school, in the evening, or on Saturdays to provide additional counseling services for pupils and parents. Extended counseling services are directed toward assisting pupils to develop sound educational and vocational plans. Parent involvement is desirable. Special consideration is given to parents who seem reluctant to come to school to confer about their children and those working parents who cannot make appointments during the school day.

Table 2

## QUANTITY OF COUNSELING SERVICES

## Comparison of Average Counselor-Pupil Ratios

1966-67

Comparison	Local Budget Only	Additional Federal Funds
Counselor-Pupil Ratio Economically Privileged Schools	1:578	1:578
Counselor-Pupil Ratio All Poverty Schools	1:497	1:334
Percentage of Difference	14%	42%
Average Counselor-Pupil Ratio All Secondary Schools	1:551	1:497
Average Counselor-Pupil Ratio All Poverty Schools	1:497	1:334
Percentage of Difference	10%	33%

Table 3

## QUALITY OF COUNSELING SERVICES

Average Counselor-Pupil Ratios  
Based upon Time Assigned to Credentialed Counselors

Area	Ratio 1964-65	Ratio 1966-67	Percentage Decrease
Avalon Schools	1:416	1:382	9%
Watts Schools	1:525	1:453	14%
East Los Angeles Schools	1:451	1:372	16%
Boyle Heights Schools	1:421	1:355	16%
All Poverty Schools	1:445	1:362	14%
Economically Privileged Schools	1:613	1:578	6%
All Secondary Schools	1:634	1:580	9%

Note: At present time poverty area schools have 34% more credentialed counseling time than District average of all secondary schools.

Table 4

## SPECIALIZED COUNSELING SERVICES

## Location of Federally Funded Counseling Project Components

SCHOOLS	S.A.C. Counseling	College Capable	Education & Guidance	Group Counseling	Dropout Guid. Center	Voc. & Educ. Guidance	Exploratory Work Experience	Extended Counseling
AVALON SCHOOLS								
Carver Junior High	X	X	X	X		X		X
Jefferson High	X	X		X	X			X
Manual Arts High	X	X		X	X		X	X
WATTS SCHOOLS								
Gompers Junior High	X	X	X					X
Markham Junior High	X	X	X	X				X
Jordan High	X	X		X	X			X
EAST LOS ANGELES SCHOOLS								
Belvedere Junior High	X	X	X	X				X
Griffith Junior High	X	X	X	X				X
Garfield High	X	X		X	X		X	X
BOYLE HEIGHTS SCHOOLS								
Hollenbeck Junior High	X	X	X					X
Nightingale Junior High	X	X	X	X				X
Stevenson Junior High	X	X	X	X				X
Lincoln High	X	X		X	X			X
Roosevelt High	X	X		X	X		X	X
ECONOMICALLY PRIVILEGED SCHOOLS	----- None -----							

Table 5

COLLEGE ADVISEMENT AND FINANCIAL AID PROGRAMS

Financial Awards Obtained by High School Graduates

June, 1966

Area	Graduates Applying for Financial Aid	Graduates Receiving Financial Aid
Avalon Schools	9.4%	4.2%
Watts Schools	10.9%	5.5%
East Los Angeles Schools	12.3%	10.2%
Boyle Heights Schools	17.3%	12.8%
All Poverty Schools	12.4%	8.1%
Economically Privileged Schools	8.5%	2.8%
All Senior High Schools	10.4%	4.4%



## McCONE REPORT XI

XI. EDUCATIONAL ACHIEVEMENT

So far as providing achievement data which is comparable with that made available in the original study, and again in last year's follow-up there is not much we can do to be of assistance. Our original data were supplied on the basis of those grades tested as a part of the mandatory State Testing Program in the fall of 1964. We presented, in our original memorandum, data for grades B5, B8, and B11. Such data were in the measurement fields of intelligence, reading vocabulary, reading comprehension, arithmetic fundamentals, mechanics of English, and spelling, and were shown for several specified areas, as well as for the city as a whole.

Since that time the State Testing Program has changed. Effective in the fall of 1966, the program was delimited to grades 6 and 10, with testing only in the fields of intelligence and reading. Furthermore, the tests to be used were not the same as those used in the original program. For this reason, it is not possible to supply data which would be comparable to those originally supplied from the State Testing Program.

We have administered supplementary testing programs to pupils in grades B8, A8, and B9 in junior high schools, and grades A11 and B12 in senior high schools, using the tests formerly used in the State Testing Program. However, these tests were administered in the spring of 1967, whereas the tests earlier used for data were administered in the fall. Moreover, all portions of the achievement test battery required to be used in 1964 were not required to be used in 1967; the remaining portions were optional with schools.

Hence, it would be very difficult to provide any kind of data that would permit the kind of comparison which is sought. However, other data which would be even more germane to the study will be available during the latter part of September. Our Office of Research and Development is assembling pre and post test scores concerning pupils who were involved in any specially funded program. Thus, the achievement scores requested will become available in September, along

McCone Report XI.

2.

COMPLETE

with the types of compensatory educational programs being carried forward by the District.

Should the Commission wish this study, they should communicate their desire to:

Dr. Everett Waxman, Director  
Office of Research and Development  
Los Angeles City School Districts  
450 North Grand Avenue  
Los Angeles, California, 90054  
Room G-280 Grand Avenue Building

*Everett Waxman*

ROUGH DRAFT - 8/14/67

TO: Mr. Sam Hamerman

FROM: Henry E. Boas

SUBJECT: ADMINISTRATIVE PROBLEMS, SPECIALLY FUNDED ACTIVITIES

Involvement of a local public school district in projects supported with state and federal funds provides many unique problems. Federally funded programs provide perhaps the most difficult problems for the local school district to solve. Of initial concern is the problem that develops upon the passage of a piece of legislation without concurrent authorization and appropriation of funds. The passage of a piece of legislation to most people means immediate help. Little consideration is given to the fact that the people utilizing the funds provided under the legislation must develop programs which are in keeping with whatever administrative regulations are developed.

In addition, generally speaking, the authorization for funds is usually considerably more than the amount Congress finally appropriates for doing the job. An example of this is the Elementary and Secondary Education Act for fiscal 1968. The Congressional authorization is 2.4 billion dollars. The current appropriation bill contemplates appropriating only 1.2 billion dollars. Tied to this problem is the fact that Congress will add areas of concern to the initial legislation and seldom provide funds to cover the new expenditures. This results in less money being available to cover the initial concerns of the legislation.

The second major problem faced by local school districts is the problem of immediacy. Under this area we are concerned both with the immediacy of developing program and the immediacy of showing tangible results of the program. There seems to be little understanding on the part of Congress and the administrative agencies that immediate program and immediate results are perhaps impossible to achieve in education.

The third major problem is the difference between state and federal business practices. Invariably the state school procedures and the federal procedures are at variance. This is particularly true in the fiscal structure of program development.

The fourth major administrative problem is the one of properly accounting for and being reimbursed for the intangible cost of operating a program. Very few of the federally funded activities provide recognition of indirect costs, and when these indirect costs are recognized, the procedures established for their reimbursement many times are more costly than the amount you receive to cover the indirect costs.

The fifth major concern is the continual reduction in funds available to perform a task. The district under Title I of ESEA in 1965-66 received \$15,130,000. In 1966-67 the figure was \$14,750,000. The figure for 1967-68 is still unknown and the district will be required to begin its program in September, less than one and a half months from this writing, guessing at the entitlement which might be received.

The sixth concern is the incompatibility of the school district calendars and the federal budget-making calendars. During the 1966-67 school year the Los Angeles Unified School District learned its entitlement under Title I of ESEA on March 30, 1967 after having operated the program since September 1<sup>1966</sup> on a "guessed" entitlement.

With the exception of the Smith-Hughes and George-Barden programs, all the factors mentioned above are apparent in every piece of federally funded activity in which local school districts are involved. Every one of these problems has a tendency to create a less efficient utilization of funds. Each of the problems prevents the districts from developing long term programs designed to meet specific educational goals.

Page 3.

These problems are not only apparent in federally funded activity but to a lesser extent are also apparent in special funding from the state. Neither the Congress nor the State Legislature have recognized that there must be more than a one-time commitment to solving a problem under <sup>a</sup> categorical aid program.

AN OUTLINE OF DATA NEEDED FOR THE McCONE COMMISSION  
FOLLOW-UP REPORT TO GOVERNOR REAGAN

I. DOUBLE SESSIONS AND UNUSED CLASSROOMS

The Commission stated on page 54 of the original report, "The Board of Education should consider whether double sessions can be lessened by arranging for children whose school is overcrowded to attend nearby schools with unused classrooms." This recommendation was the result of the Commission's examination of data listing the unused classrooms throughout Los Angeles City and the data on double sessions throughout Los Angeles City, as of October, 1965. In the Report on Education to the Commission, November, 1965, table 20 on page 19 and table 21 on page 20 showed double sessions in each of the four disadvantaged districts studied. The data provided last year indicated 141 classrooms have been added under Elementary and Secondary Education Act but these do not affect double sessions--over all there are now 898 double sessions involving 24,973 children, or a decrease of 44 sessions and 1,253 pupils.

What action has taken place regarding this recommendation (a) since October, 1965? (b) since August, 1966?

II. CAFETERIA AND MEALS

When the Commission discovered that the Board of Education policy on cafeteria facilities resulted in some schools in disadvantaged study areas having no cafeteria facilities while all of the schools in the advantaged study area did have cafeterias, a thorough review of the cafeteria and free meal policy of the schools was made. The Commission recommended, "Action should be taken to provide cafeteria facilities in the schools in disadvantaged areas, and free or reduced-price meals should be provided for needy students in these areas." (page 55) The data provided last year indicated 51 schools in advantaged areas other than the study area did not have cafeterias.

What progress has taken place on this recommendation (a) since October, 1965? (b) since August, 1966?

III. LIBRARIES

The Commission recommended, "Libraries should be provided in all schools." We concluded in August, "Clearly the recommendations of the Commission have been followed in the choice of placement for additional libraries." This conclusion was based on the addition of libraries to the disadvantaged study areas and included the addition of trained teacher librarians to a number of schools in the study areas.

If there is some additional progress in the library area since August, 1966, it would be helpful to include this information in the report.

IV. COUSELING

The Commission recognized that the need for counseling help was much greater for students in disadvantaged areas because of fewer family and community resources to provide such help. The Commission stated, "Counseling and special services for students in the disadvantaged areas should be augmented." (page 55)

What progress has been made on this recommendation (a) since October, 1965?  
(b) since August, 1966?

V. ACADEMICALLY TALENTED

The Commission recommended, "Adequate special provisions should be made for all academically talented and gifted students to attend advanced courses, and where necessary, transportation should be provided to other high schools or universities for that purpose." (page 56)

What action has taken place regarding this recommendation (a) since October, 1965? (b) since August, 1966?

VI. PERSONAL SECURITY

The Commission stated, "The personal security of both teachers and students is often threatened. We believe that adequate school personnel should be provided

to deal with disciplinary problems in schools and adequate law enforcement personnel should be provided at or near schools where necessary." (page 57)

What action has been taken regarding this recommendation (a) since October, 1965? (b) since August, 1966?

## VII. PRE-SCHOOL

For the Commission's major recommendations in education, two statements of the recommendations appear in the Commission Report. The first statement on pre-school was as follows: "First, school services in disadvantaged areas must be extended down to the ages of three and four, in order to give these children the background and reinforcements, particularly in language skills, that they have not received in their 'informal' education prior to school. These programs for disadvantaged three and four-year-old children must be provided throughout the regular school year and they must be permanently maintained. Classes must be more than child-care or baby-sitting services; they must be carefully programmed to provide the background these children need to develop verbal and language abilities." (page 59)

The second statement on pre-school by the Commission was, "A permanent pre-school program should be established throughout the school year to provide education beginning at age three. Efforts should be focused on the development of language skills essential to prepare children to learn to read and write." (page 61)

What data do we have on the extent of pre-school and Head Start programs, particularly in the study areas? What data do we have on the number of children enrolled, the length of time they are included in the program, the earliest age and the average age at which they are included in the program, and the proportion-- even if it's an estimate--of children who would be eligible for such training to the number who are actually presently involved? A review of the Progress Report of last year may be helpful in providing this kind of information.



**VIII. ATTRACTING TEACHERS**

The Commission stated, "A sharp reduction in class size, together with provision for special supporting services and materials, would offer teachers a more professionally rewarding assignment and would be likely to attract dedicated teachers to seek positions in schools in disadvantaged areas. The Commission's study as well as experience elsewhere support this conclusion." (pages 59, 60) The schools' report as of June 20, 1966, indicated that the problem of attracting teachers had increased.

Would you provide the data on unfilled vacancies, on substitute personnel, on transfers, and resignations that are relevant to this recommendation?

**IX. CLASS SIZE**

As a major recommendation to increase the effectiveness of the schools, the Commission recommended, "Elementary and junior high schools in the disadvantaged areas which have achievement levels substantially below the city average should be designated as 'Emergency Schools.' In each of these schools, an 'Emergency Literacy Program' should be established consisting of a drastic reduction in class size to a maximum of 22 students and additional supportive personnel to provide special services." This recommendation appeared in the text of the Commission report as follows: "Class size must be significantly reduced for children now in elementary and junior high schools in disadvantaged areas. In order to maximize opportunity for effective teaching, class size in these schools should be reduced to a maximum of 22; a less drastic reduction from the present average class of 33 would still be expensive but would offer much less promise of success." (page 59)

Would you supply data as close as possible, considering the time limits involved, to that originally provided for the Commission on class size?

**X. DE FACTO SEGREGATION**

What action affecting de facto segregation has been taken (a) since October, 1965? (b) since August, 1966?

**XI. EDUCATIONAL ACHIEVEMENT**

What data can be provided on achievement test scores relative to the original achievement data provided for the original McCone Report? What evidence do we have of changes, particularly in reading and language achievement, and particularly in the study areas?

**XII. ADMINISTRATIVE PROBLEMS**

In addition to these recommendations, any data or information of whatever nature that you can provide that would show either support from the public or from other agencies in trying to aid the school districts in carrying out their recommendations; or problems, hindrances, obstacles that have come up that increase the problems of the school district in improving the educational opportunities in these areas should be included.

If there are questions, by all means call me at either 224-3301 or 596-0956. My assistant, Joyce Gomez, will also be willing to help in whatever way possible.

# Los Angeles City School Districts

ADMINISTRATIVE OFFICES: 430 N. Grand Ave., Los Angeles, Calif. Tel. 625-8921  
MAILING ADDRESS: BOX 3307, Terminal Annex, Los Angeles, California 90034

JACK P. CROWTHER  
Superintendent of Schools

LOUISE WOOD SEYLER  
Deputy Superintendent  
Instruction

SCHUYLER C. JOYNER  
Deputy Superintendent  
Business and Educational Services

SAM HAMERMAN  
Administrator  
Office of Urban Affairs

August 9, 1967

Dear Teacher:

At this time the District is preparing data needed for the McCone Commission Follow-up Report to Governor Reagan. As a part of this study, it has been requested that the Office of Urban Affairs furnish the names of a number of teachers who serve in E.S.E.A. "target" schools, so that they might be interviewed in person. As with the previous studies, personnel from California State College at Los Angeles will do the interviewing.

Your name was randomly selected and it is our hope that you will consider being interviewed. As with most reports of this type, there is an urgent deadline. It would be most helpful, then, if you would call the following number and either arrange for an interview, or decline. Because so many persons are out of town, we are sending out more letters than the number needed for the interviews. Hence, selection of those interviewed will be on a first come-first-served basis.

To arrange for an interview, or to decline, please call:

Dorothy Pearson  
224-3301

Thank you for your interest and help.

Sincerely,



Sam Hamerman  
Administrator  
Office of Urban Affairs

SH:EV:dr

RECEIVED  
AUG 14 1967

VICE PRESIDENT FOR ACADEMIC AFFAIRS