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ABSTRACT

This proposal outlines goals for improvement in public schools in disadvantaged areas in New York City in the following five fields: academic achievement, teacher training, accountability, decentralization and community involvement. A description of skills to be attained in the kindergarten and grades 1-8 is given along with recommendations for remedial and vocational training in the high schools. Outer-community experiences, such as camping trips, are considered essential along with workshop centers within the schools to provide therapy and counseling. Teacher training would include in-service training, seminar work in the ethnic structure of the community, and a reserve corps of teachers to fill vacated positions and to provide substitutes to maintain continuity. Parental and school responsibility are stressed, and a hierarchy of accountability is outlined in addition to a plan of continuous evaluation and diagnosis of students' progress. Guidelines for decentralization and methods of developing community involvement are also included. (KG)

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Attainment of Educational Achievement  
in Deprived Area Schools  
of New York City

*General*

MARC

Document No. 1

New York City - General

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE  
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## Background

On February 27, 1967, Albert Shanker visited with me to discuss the persistent problem of the need to raise the academic achievement level of children in the public schools of deprived areas of New York City. During this initial discussion we agreed that, in spite of numerous investigations, recommendations, proposals, boycotts, controversies, and pilot and demonstration projects, it remained a disturbing fact that the serious reading and arithmetic retardation of these children still persisted. Indeed, as the controversies and conflicts surrounding the issues of public school desegregation and community participation in the control of local public schools increased in frequency and intensity, the fundamental questions of the quality of education and the academic achievement of the children became more and more obscured, if not ignored.

At the end of the first meeting, Mr. Shanker and I agreed upon the following:

1. That the time had come for a small group of concerned individuals to address themselves to the basic problem of devising a program designed to raise the reading and arithmetic achievement level of educationally deprived children in the New York City public schools.

2. That the program developed should be specific, practical, and implementable in all of the public schools in need of such a program — it should not be a “pilot” or “demonstration” program.

3. That the individuals who would be invited to participate

in the development of this program would be representative of various publics but would participate in this project as individuals rather than in their official roles or positions.

4. That the MARC Corporation would assume the financial responsibilities necessary to see the project through to, hopefully, a successful conclusion.

Upon the basis of the above agreements, Mr. Shanker and I invited Ewald B. Nyquist and Esther Swanker of the State Education Department; Bernard Donovan, Superintendent of Schools of New York City, and Nathan Brown, Deputy Superintendent; Seymour Gang, Edna Gordon, and Carl Warren, principals of New York City public schools; Mario Fantini of the Ford Foundation; Milton Galamison, community leader; Jeannette Hopkins, now executive editor of the Harper & Row Urban Affairs Program and editorial consultant to MARC; and George Dalley and Dixie Moon of the MARC staff, to form an *ad hoc* MARC Education Group.

It was decided to keep the group relatively small since it was intended that this should be an effective working group. Each individual invited accepted the invitation after the goals and methods of the group were explained, and with the clear understanding that the individuals were being invited as individuals rather than as officials or as representatives of their agencies, groups, or organizations.

The group met in a series of approximately ten meetings in the whole and in subcommittees over the next two months.

At about the same time of the completion of the written report of the MARC Education Group, the New York State Legislature passed an act requiring the Mayor of the City of New York to submit a plan for the decentralization of the New York City public schools. The Mayor in turn appointed a panel of citizens headed by McGeorge Bundy to advise him concerning an effective decentralization plan. Because of these unexpected developments, and because the decentralization legisla-

tion based the request for decentralization of the New York City schools on the important and relevant issue of improving the quality of education in the public schools, the MARC Education Group decided against publicizing its plan at that time. The group unanimously agreed instead to turn over its report and plan to the Bundy panel for its deliberations and for whatever use it decided to make of it.

Now that the Bundy decentralization report has been turned over to the Mayor, and Mayor Lindsay has sent his own decentralization plan to the Legislature, to the Governor, and to the Board of Regents, the MARC group's plan can be released to the general public.

In the months since the release of the Bundy panel's decentralization report and the Mayor's modifications of this plan, a number of decentralization plans have been proposed by various citizens' and community educational groups. The Board of Education of the City of New York has released its own competitive plan. Given this plethora of decentralization reports and plans and the inevitability of continuing controversies, the danger of losing sight of the basic problem of the chronic academic retardation of the deprived children in the New York City public schools is again great. It is now appropriate and timely to release the MARC Education Group report as the first official MARC Document.

Those of us who have been involved in preparing this plan hope that it will help to steer the public discussion back to the fundamental and critical problems of improving the quality of education for all children in our public schools and increase measurably the reading and arithmetic abilities of educationally deprived children. Without the attainment of these goals, any and all decentralization plans will be the perpetuation of cruel hoaxes on the presently helpless children and parents of the ghettos and all other deeply concerned citizens of our city and state.

*Kenneth B. Clark*

## Introduction: Purpose of This Report

It has become acutely clear to the community at large and to the educational profession that neither the efforts of the profession, including numerous reports and proposals and diverse demonstration projects, nor the efforts of the community expressed through boycotts, demonstrations, and the like, have succeeded in observable improvement in the academic achievement of the children in the deprived area schools of New York City.

Both the demonstrations and the previous proposals and programs have had the salutary effect of alerting the community and the profession to the need. More teachers, more public officials, and more parents than ever before are aroused to the urgency of the necessity for action. Nevertheless, the basic issue is the evident failure of these and all other efforts to achieve the goal. There is today — and no responsible group disputes this finding — severe and cumulative retardation in academic achievement in the city's schools. The majority of pupils are especially retarded in the basic skills of reading and mathematics.

Nor is there dispute about the logical consequences of such failure — frustration of teacher and student, academic failure, increased dropout rate, delinquency, adult unemployment, and family instability. The purpose of this report is to present a program designed to raise the academic performance of these children, to cultivate the city's most precious natural resource — the human beings who comprise it. Public educa-

tion in the future will be judged in terms of performance, not opportunity alone.

In recognition of this need, a group of concerned individuals has met for the past two months to work out concrete proposals to translate the above intent into action. These persons were chosen as individuals who, by virtue of their own participation in groups concerned for the future of education, are in a position to implement program. Reports and proposals, useful as they often are, are not in themselves evidence of action or social change. It is what happens to the reports that is the test of their worth.

It was deemed important that the standards and requirements be clearly and concretely defined, and that the lines of the authority be made unmistakable.

One of the major goals of this report is to ensure a process of accountability for student achievement that is the responsibility of the leaders, the school administrators, and the parents. The schools and the community will be held accountable for the results of education just as a business is judged for its productivity and for the quality of its product.

A way must be found to reconcile the demand of the students to be taught, the demand of the parents to have a voice in their instruction, the demand of the teachers to maintain professional integrity, the demand of the principals to retain leadership. The goal of all is the same — the development of the children of the city into alert, responsible citizens, for the sake of the children themselves and for the sake of the city. Only an enthusiastically supported program — able to secure commitment of mind, and spirit, and money — will be regarded as serious and meaningful and significant.

Therefore, all the proposals that follow have been weighed in terms of these three questions:

1. Is it practical?
2. Can it be implemented?
3. Are the results demonstrable?



A major goal of this report is to mobilize the total resources of the community, to break down the existing barriers, and to join parents and school personnel as partners in the joint effort to build a constructive future for the city's children. While unrest and a pattern of chronic crises disrupting an orderly educational process are characteristic of many American cities today, the problems are magnified by the size and complexity of New York City. A solution to the educational problems in New York will serve as a model for the nation.

This report assumes, on the basis of demonstrable evidence as well as faith, that:

1. Every normal child can learn.
2. The best way to end retardation is to prevent it. For those already retarded, the prescription is massive cure.
3. Essential to success in school is achievement in reading, fundamental to all other learning. Reading should be taught as early as receptivity occurs, even in the kindergarten grades.
4. All normal children can and should be achieving at or above grade level in reading — that is, every child in fifth grade, for example, should be reading fifth grade materials. All children in all schools in the city should be held to the same standards.
5. To pronounce a limit on a child's potential is to inhibit a child unjustly. The results of tests given are primarily records of current achievement, imposed handicaps, and not of the depth of potential. The level of achievement in most deprived area schools is below the capacity of the children in those schools.
6. The atmosphere of the school encourages or depresses learning. The presence of confidence in the child's ability, high standards of performance, affection, warmth, and understanding, is essential if children are to learn.
7. Essential to that atmosphere is the teacher; essential to the teacher is administrative reinforcement of personal dignity and respect.

8. Essential also to student achievement is parental and community receptivity and involvement in the school program.

# Program

This report considers that equality of educational achievement depends on an intensive campaign of improvement in the following areas:

A. *Curriculum and School Organization* — the substance of what is to be learned and methods of teaching that substance and of organizing the school to make teaching and learning possible.

B. *Personnel* — the recruitment, training, and supervision of teachers, counsellors, indigenous aides, administrative staff.

C. *Public Accountability* — the responsibility of the school for the success of its endeavors, measured by student achievement, adult success, and dynamic community.

D. *Community involvement* — the cooperation of parents, teachers, principals, and district school boards in the common task.

## A. CURRICULUM AND SCHOOL ORGANIZATION

1. PREMISES: It is the view of many that the low achievement of children in deprived area schools is the consequence of low capacity, caused by environmental deprivation or by innately limited potential and that, therefore, these children require a modified curriculum and that less should be expected of them. We reject that view, holding that creative and efficient schools can — and, therefore, must — teach children regardless of the burdens of background and environment. Therefore:

— All schools must introduce a positive reinforcing en-

vironment of their own, characterized by respect for the individual child, professional integrity, freedom from fear of failure, high teacher and principal expectations of success.

— Such an environment must be supported and sustained by an organized, systematic program of education related in the normal sequential levels of learning, designed to prevent retardation where it has not yet occurred, to cure retardation where it is now the norm, and to focus on the positive goals of developing the full potential of the individual child. We recognize that today's testing is a measure of cultural alienation, quality and efficiency of teaching, and of achievement, not of genuine potential, and that alternative ways must be created to find out what the real capacities of an individual child are.

2. RECOMMENDATIONS: On the basis of the above premises, we recommend an immediate and intensive program to raise achievement in reading in all schools in deprived areas. A parallel program in math would be beneficial but the immediate priority is for the reading program because success in a math program or any other academic program depends upon it.

*Kindergarten, grades 1, 2*

Learning must begin in the earliest grades if it is to occur at all, and, as the federal Headstart programs have increasingly recognized, learning must be reinforced throughout all the early school years. All subsequent learning in this society depends on the ability to read and, therefore, these proposals begin with an intensive reading program. It is both more economical and educationally more desirable to prevent retardation than to be compelled to cure it later. The goal is to ensure that all children achieve at or above grade level from the first grade on, and that each individual child be enabled to reach his own fullest potential.

— Each child in *kindergarten, 1st and 2nd grades* will be served directly by a reading team of trained teachers (one for

each 200 children in the school) within the regular class, in small groups and, where necessary, with individual tutoring. Children in kindergarten who are ready to read will be given a formal reading program. The small group instruction for specific reading disabilities begun in grade 2 will continue through grades 3 to 5.

— Search will be made for more varied and imaginative teaching materials, using more books with stronger grasp of urban and ethnic realities, and other materials such as games, puzzles, and materials developed within the classroom. Materials that consistently produce poor results will be discontinued. Organization of classes (non-graded, flexible grouping) will be at the discretion of the principal.

— Summer language clinics will be held for all children whose reading is not up to grade level, with classes also open to others who request it.

— Emphasis from kindergarten through grade 2 will be placed on the development of *basic reading skills*:

A] Reading comprehension skills that will ensure the child's success in grade 3.

B] All the phonetic skills necessary to ensure independent-word attack at grade 3.

C] An extensive sight vocabulary.

D] An effective speaking vocabulary.

E] An extensive written vocabulary.

F] Skill of critical thinking and judgment.

G] Skill of manuscript handwriting.

H] Independent work and study habits (use of dictionary, organization for learning).

I] Learning tools (grammar, spelling, usage, speed).

J] Appreciation and respect for beauty of expression, clarity of knowledge, and power of ideas.

### *Grades 3, 4, 5*

In the middle of the second grade, children with continuing

reading problems will receive diagnosis for cause of disability in clinics established for this purpose in each district. After diagnosis, children will be organized in small groups in terms of the special problem — such as phonetic confusion — and taught by teachers especially trained for such intensive remedial work. The students will remain with their regular classes for other instruction.

Children who have experienced the intensive program specified for grades K–2 would be expected to be achieving at or above grade level when they enter grade 3. But education is a continuous process and what has been gained in the early grades must be reinforced and extended in later grades. The following program is proposed to achieve these ends and also to provide support for and to stimulate the academic achievement of those children now in grades 3–5, who will not have had the advantage of the proposals for grades K–2, and who, therefore, are academically retarded. The intensive program will help renew the motivation of those few who have not responded to the program proposed here for the lower grades.

Curricular emphasis in grades 3 to 5 will be placed on *sophisticated* reading skills:

— *Comprehension:*

- A] Understanding of the central point of a reading selection.
- B] Ability to find the pertinent details and to note their sequence in a selection.
- C] Ability to make inferences, understand implications and relationships, and to draw conclusions.
- D] Ability to grasp emotional overtones.

— *Vocabulary:*

- A] Comprehension of multiple meanings of words—synonyms, antonyms, and so forth.
- B] Knowledge of origin and development of words.
- C] Extension of vocabulary to a 6th grade level.

— *Work study*: Skill in locating, organizing, evaluating, presenting, remembering information, and developing the ability to study and to seek answers.

— *Critical thinking*: Ability to apply critical judgment to information (books, newspapers, etc.) and to form value judgments.

; — *Adjustment of reading rate and method*: of reading to specific purposes (how and when to skim or to read thoroughly).

— *Expanding interest* in the uses and pleasures of reading.

— *Proficiency in everyday writing skills* (application forms, letter writing).

— *Functional and creative expression* (to inform or to express).

#### *Grades 6, 7, 8*

Children who proceed through the above program for early grades should not present reading problems by grades 6, 7, 8, unless there is recognized organic or emotional difficulty for which individual school-related therapy is essential. But the above program is a five-year program. Those now in the 6th grade and beyond will not benefit from it. Children now in upper grades suffer effects of cumulative failure. We do not believe such children should be abandoned as lost, for the sake of the individual child, and for the sake of society, which will later bear the severe costs of such deprivation in high unemployment and anti-social behavior. For grades 6, 7, 8, we therefore propose a saturation emergency program.

— From September, 1967 to June, 1968, a *one-year massive attack on reading failure in all junior high schools in deprived areas*. All curriculum will be guided for one year and supervised by reading teams. Teacher training in reading techniques in all science courses, for example, will focus on reading within that discipline. Even shop and the arts will be meshed

with the uses of written language. The child's reading problem will, therefore, be attacked from all sides, with a great variety of stimuli — books, pamphlets, posters, package labels, instructions for assembling, and the like. The entire school and every teacher will teach reading. Extracurricular activities will be those with a spoken or written language component — drama, debate, choral work, newspaper, creative writing, magazine, and student government.

— A committee of supervisors and teachers will prepare immediately a program to marshal all available resources to bring pupils retarded in reading up to grade level. Non-professional aides and volunteers may be required to ensure a one-to-one relationship for many children. OEO funds should be sought for that purpose.

— During the emergency reading year, a program of *outer-community experience* will be organized to provide for the children of deprived areas the kind of diverse stimuli that will renew their motivation of learning. Such programs will provide an intensive learning experience, emphasizing reading in a systematic way, designed to reawaken the atrophied motivation to learn. The children selected who are seriously retarded in academic achievement will live and study together for a limited period, in a new environment, under the tutelage and supervision of teachers and parents and other community aides, trained for this purpose. So, for example, a group of 15 children, all boys or all girls, or combined, accompanied by 2 teachers, 2 parents, 2 community aides, would spend one month in a mountain camp or a farm studying science and conservation in a natural setting, reading books of nature and adventure, telling and writing stories of their own, preparing a camp newspaper, painting scenes of the land around them, studying the history and geography of the area.

Another group, or the same group, after a 3-month interval, might visit the TVA, another, Washington, D. C., another, a college campus or an army base. Such experiences not only



will introduce important new environments into the lives of children bounded by the ghetto — experiences available to children of upper- and middle-class environment as a matter of course — but it will also help to break through the walls of alienation that often separate teachers of middle-class backgrounds from the children and parents of the community they serve. It will primarily awaken new motivation to learn in children whose eagerness has been deadened and renewed professional commitment in teachers for whom the frustrations of their jobs have proved stultifying. Such response is contagious and will infect the entire school. It may save many thousands of children for a fruitful life. Separate funding will be sought for this program.

— The *curriculum*, especially in literature and social studies, will be expanded to include African history and culture, Spanish-American culture, contributions of Negroes, Spanish-speaking peoples, and the American Indians to the development of the nation. It will include a review of the process of democratic change through land and social evolution, with an emphasis upon the principles of law as they relate to human dignity.

— A *cluster organization* is proposed for these grades, small “schools within the school,” with the principal bringing together as clusters groups of four classes, of multi-grade level, directed by four teachers representing different disciplines, plus two reading teachers, with the help of tutors and aides. Such clusters would make possible:

A] Flexible grouping and regrouping to assure responsiveness to the individual child’s needs in different subject areas (e.g., in need of remedial work in reading, advanced in math).

B] Released time for teachers and flexible classload (e.g., 5 children for remedial help during one hour, 20 children for lecture-discussion during the next hour).

Activities such as shop and arts would not be part of these clusters but would be centers servicing all clusters in a flexible way and relating their activities closely to academic work (e.g.,

one cluster might request the arts studio for a morning to prepare posters or the shop to build a model community relating to a social studies program on urban redevelopment).

The cluster idea, therefore, would not only refer to class grouping but to correlation of school activities into a coherent educational program. (E.g., if an English class were studying new Negro drama, classes would review themes and styles and write a play; the drama club would prepare the play for presentation; the shop would prepare properties and sets; the sewing classes the costumes; and students would prepare drama reviews for class themes. Community groups interested in drama would be invited to aid in direction and to submit criticisms.)

A *cluster coordinator* would work with the groups to arrange coordinated programs, to supervise scheduling of service centers and the like. This role might be filled by an assistant principal or by a supervisory teacher.

#### *Grades 9 to 12*

The program cannot stop at grade 9, but must address itself to the existing massive cumulative retardation of students in the high schools attended predominantly by Negro and Puerto Rican pupils in New York.

The intensive saturation remedial reading program proposed for grades 6-8 should be adapted for high schools also. We propose, in addition, an extension of the SEEK program now available to help high school graduates prepare for college. This program should be revised downward into the high schools to raise the level of achievement by stimulation of student motivation and by development of atrophied academic potential.

A modification of the Transition Academies now sponsored by the Urban League, in the community, would be adapted for in-school use to stimulate motivation. Academic achievement would be related to potential careers in such a way as

to make concrete to students the various options available to them and the necessary link between school achievement and future success.

### *Disruptive classroom situations*

Some of the classroom frustration experienced by students and teachers is caused by the interruption of regular activities by a few children whose restlessness prohibits a normal span of attention. The answer to such disruption is not the suspension or punishment of the child or his exclusion in special classes, unless diagnosis indicates severe emotional trouble calling for extensive personal therapy. One answer may well be, however, a temporary outlet for energy or anger that might otherwise be employed destructively. We propose, therefore:

— A *workshop center* in each school staffed by a supervisory teacher trained in counselling, with three semi-professional aides from the community and equipped with material for a variety of independent activities, such as painting and woodwork, and library recess for quiet reading and study. One center would be set up for every 20 classes with room for 20 students each. A snack bar would be available in each center. The service, therefore, would encompass the academic, the therapeutic, and the nurturing.

— Children who have proved disruptive in classes would be assigned on recommendation of the teacher in consultation with the principal to workshop at intervals for a period ranging from 15 minutes to one hour, returning to classrooms afterward, and free to ask the teacher for permission to go to the workshop at unscheduled intervals. Knowing this outlet is available on a regular schedule may make it possible for some children to stay in the classroom productively the rest of the day. Others will not require as much regular help and will participate on a more casual basis. Classroom aides would accompany students to and from the workshop center.

— It is also essential to provide help for the regular teach-

ers in interpreting the purpose of the workshops organized in their schools, to enable them to understand the need of the child to leave the class, and to avoid any sense of competitiveness between the class and the workshop. The workshop centers will be under the supervision of an assistant principal charged exclusively with the assignment of guidance and discipline.

— The cluster grouping for grades 6–8 would make possible alternate activity for children whose restlessness threatens to disrupt the class (e.g., one teacher could take five children for a hike for a period).

## B. PERSONNEL

1. PREMISES: A curriculum is effective only if administered effectively. Just as reading is the key to all academic learning, so the teacher is the key to the implementation of education. Without committed, trained teachers of quality there is no quality education. What the teacher does in the classroom is the crucial influence in a child's education.

Teachers who serve in crowded classrooms with little or no free time for planning or reflection, with heavy burdens of non-instructional duties, with inadequate materials, find it difficult to hold to their sense of commitment or to utilize their training effectively. Teachers need help in these areas. They should also be more involved in curriculum planning.

Essential to effective implementation of this curriculum is the provision of *enough teachers, specialized instructors and counselors*, to carry out such an intensive program, and the institution of a *program-in-depth to train, supervise and retrain teachers and counselors*. A way must be found to secure the best teachers and supervisors for schools in deprived areas and to create an atmosphere which reverses trends toward requests for transfer and reliance on substitutes. The goal is to make these schools so attractive as to encourage teacher competition

for assignment to these schools, and, therefore, to be able to select the best teachers.

Of primary support to the teachers is the *principal*. The principal sets the tone and atmosphere, the essential personality of the school. If it is a school of warmth and high expectations with rigorous application of academic achievement, one can be certain that the principal has initiated or reinforced that character. An effective principal is responsible to the needs of the teachers and students and to the expectations of the administration and its boards.

## 2. RECOMMENDATIONS:

*Teacher hiring and placement:* We propose the immediate hiring of the required number of new teachers and special instructors to permit a total of 3 teachers for every 2 classes, one a master teacher, and the training of new teachers in specialized instruction.

Emphasis will be placed on appointing the most skillful and committed teachers to the primary grades, and training and supervision of teachers to ensure strong skills and attitudes of commitment and respect for children.

In order to implement this program effectively, present methods of attracting and securing personnel must be improved to include the adoption of broader-based policies with an intensified program of vigorous national recruitment. Central to the successful recruitment of teachers is the establishment of superior schools. This, in itself, will go a long way toward eliminating the teacher shortage.

*Teacher reserve:* We propose that each school have a teacher reserve. The number of teachers included in this reserve will be based on the anticipated turn-over of teachers during the academic year due to maternity leave, illness, and the like. A school of 50 teachers whose average annual turnover during the academic years 1964-1966 was 10 would, by this measure, require 60 on its faculty in September.

— The teacher reserve will begin the year with a structured two-month program of training and orientation into the community, its parents and children; studying demographic reports; analyzing achievement rates; discussing innovations and time-tested alternative teaching techniques; conferring with psychologists about the uses and limitations of tests, and the recognition and handling of children with emotional difficulties; studying the history and mores of the ethnic groups represented in the school population.

— The teacher reserve will be available after that two-month period as replacement for absent classroom teachers, providing a continuity with the school and the curriculum and a new sense of stability for the children whose common experience now is one of fragmented, shifting instruction with a large custodial component. Such continuity will have a predictable positive effect on student achievement.

— At the end of the first semester or when required, the teacher reserve will take the place of teachers who have applied for leave or who have departed for other jobs. It is obvious that the selection of reserves implies a diversity of teaching skills and knowledge, since departing teachers may be found at random among the class levels or curricular specializations.

— At the end of the first year the teacher reserves will receive permanent placement in that school or another, as needed.

*Training of new teachers:* All teachers new to the school will be required to participate, as part of the regular weekly schedule, not to extend the work week, for the entire first year, in a structured program of in-service training. This schedule allows for training during the day or after school hours on a compensated basis. All such teachers will, however, participate in the course in community-orientation and history and mores of the ethnic groups represented in the school population.

The course in the community, its ethnic history and its mores, will not be a routine series of lectures but a series of

small seminars with required reading, and with leadership from those who live and work in the area and by those with special knowledge of its problems. So, for example, a seminar might be held on the differences between the two worlds of Puerto Rico and New York City and the difficulties of transition, with required attendance at a Spanish fiesta block party. Another might include an analysis of the health conditions and medical facilities of Harlem led by a Harlem physician, a public health officer, and a mother with experience in use of the city's clinics.

—The workload for all teachers will be adjusted to provide for this program.

—Refresher courses and discussions about continuing problems will be arranged from time to time throughout the school year.

—New teachers could be expected to observe more experienced teacher colleagues as part of their orientation.

*Refresher courses for teachers:* Teachers experienced in the school system and even in the school itself will often require retraining to accommodate to the needs of this total proposal, keeping in mind the need for maintaining high morale and motivation of the teachers and such specifics as the new curriculum plans, such as the reading program and the outer-school experience.

—Programs for *retraining* will be organized in each school, and teachers assigned to such programs at the decision of the principal depending on individual need or at individual request.

—Teachers in 6th, 7th, and 8th grades who will be participating in the one-year massive attack on reading failure will be aided by reading teams to replan their curriculum with a reading concentration, and to work more effectively with individual children's reading problems. Such teachers will be assigned special *released time* during the school day to plan these new programs with teacher's aides and other teachers in the clusters responsible for the activity of the students during that period.

— *Groups of teachers* will meet together on a regular basis to plan ways to stimulate the achievement of their students. Such colleague relationship will help reinforce the motivation and improve the skills of the teachers.

*Guidance for principals:* The Board of Education will continue to sponsor seminars for principals and supervisors keeping in mind the goals of the rest of the program.

*Trained indigenous aides:* Classroom teachers are overburdened with heavy classloads and with extensive non-instructional duties. At the same time, parents often feel excluded from school activities. In response to both problems, it is proposed that:

— *Classroom aides*, particularly parents, be trained and appointed to work with the teachers in dealing with reading problems, individual tutoring, discipline, family communication, and the like. One would be assigned to each classroom.

— *Administrative aides*, particularly parents, be trained and appointed to work with office and other staff on record keeping, ordering materials, and so forth.

*University operation:* In response to the desire of some universities in the city to be more closely involved in their community, and the need of the schools in deprived areas for expert guidance, it is proposed that:

— A special project be initiated through which a district board will accept the proposal of a university to conduct the educational program in a group of related schools, responsible in turn to the District Board and District Superintendent and to an advisory council composed of representatives of the District Board and of the university.

— Student interns and supervisors from the college of education will work with the regular teaching staff in the schools as part of their training program, and will explore the effectiveness of experimental materials and teaching techniques for transmission to the Board of Education for use in the system as a whole.



## C. PUBLIC ACCOUNTABILITY

1. PREMISES: The responsibility for student achievement does not lie at any one door. It is not a simple question. We must ask who or which is responsible to whom for what? The school is not helpless to raise student achievement until the deprived community itself is transformed. The ghetto reinforces a child's vulnerability— beyond his surface toughness or apathy lies an acute sensitivity to the pain of failure and to the joy of success. The child from a protected home and community does not need the school as much; accumulated evidence shows that the minority group child is, of all children, the most deeply affected for good or ill by the atmosphere of his school. The school's job is to protect and sustain and to stimulate him to grow.

Student achievement will rise when the school accepts more responsibility, not in the sense of self-blame, but in the sense of self-commitment to the urgency of change. We feel that no one can assume this central responsibility *for* the schools, not even the parents. It is the school's job — and its legal responsibility — to teach, and to pass the only reasonable test of efficiency: the production of children who have learned, and who, as a consequence, have the capacity to compete effectively for jobs and status, and who therefore can become useful, responsible citizens. The integrity of the educational profession depends on its willing acceptance of this responsibility and the fulfillment of the obligation to teach children. The teacher must have confidence in the learning potential of the children.

But the school does not bear the total responsibility. The parents have a responsibility, too— as the current restless search by ghetto parents for a chance to be involved in policy testifies. If the schools do not do the job, the parents, whose taxes support the schools, and for whose children the schools represent hope, have the right and the duty to assume responsibility. But even when the job is well done, the parents are partners in the

enterprise. Each parent shares the responsibility with the school for the achievement of his child. So, too, the community as a whole is accountable. What happens to the children in deprived schools is a matter of concern for the total city.

## 2. RECOMMENDATIONS:

— A 6- or 8-week periodic check will be made with a simply administered and interpreted test on the progress of each child in grades K-3. Retardation must be discovered and reversed before the end of each school year. Continuous evaluation must be an ongoing part of this overall program. Each school, in the middle of the school year, will make public the reading and math levels of all children based on a nationally standardized test. These reading and math levels will be presented on a distribution interval of .5 of a year (2.0-2.4; 2.5-2.9) and tabulated by grades.

— A diagnosis of each child's learning problems will be made in a diagnostic clinic established in each district.

— A record of each child's achievement updated after each check will be kept by the school and made available to teachers, supervisors, and parents.

— A program will be set up to reverse the academic retardation of each child based on the diagnosis of his learning problems.

— At least one *staff member* for every 600 students — supervisor or teacher-trainee — will be responsible for the academic achievement in K-3, with no other duties. This supervisor will ensure the use of materials that have been agreed upon, the administration of the periodic tests, the diagnosis and reporting of children who fail to make progress, the referral of such children for diagnostic service. The teacher carries the primary responsibility for the achievement of the children; it is essential that teachers adopt a self-critical approach to the class program, and receive sufficient help in terms of classload and other responsibilities so that priority can be given to the

assessment of the achievement and the causes for failure of each individual child. The achievement supervisor will work with the teacher to make this possible and to see that it is carried out. Teachers will be expected to demonstrate, in cases of severe retardation, that they have followed all recommended measures for arresting and reversing the child's low achievement. A steady rise in student achievement will be recognized in suitable ways by the school administration and will be reflected in career advancement.

— The principal will be responsible for the selection and supervision of teachers and other personnel beneath the rank of principal, and for the total program of the school, coordinating the program resources, the in-service training, arranging for specialized personnel, after-school study centers, involvement of college and university staffs and student interns, and involvement of parents in the operation of the program. He will not only share in the test of the success of his teachers — the achievement of individual students — but will have distinct tests of his own accountability based on the length of time teachers stay in his school, in frequency of teacher requests for transfer, requests for appointment to his faculty, the degree of his involvement and that of his staff in the community-home visits on weekends, after-school activities, and so forth. All these factors will be considered by the administration in career advancement.

— The District Superintendent shall bear responsibility for growth in student achievement through his being held accountable for the record of his principals.

— The District School Board shall have the authority, after consultation with the district superintendent, to present to the city superintendent any matters directly relevant to the accountability of the district superintendent.

— Parents will be consulted in the evaluation of their children's learning problems as partners in the effort to assure maximum student achievement.

— Each district and superintendent will establish a committee consisting of parents, community representatives, principals, assistants to principals, and teachers to develop the above machinery of accountability and a structure to achieve those objectives, as well as serving as an instrument for continuous evaluation through periodic visitations.

#### D. COMMUNITY INVOLVEMENT

1. PREMISES: The relationship of the school to the communities they serve ought to be one of dynamic cooperation in a common venture. Too often, particularly in deprived communities, it is not. Either the community is apathetic and the school operates in a civic vacuum without support from parents or community leadership or the community seeks involvement with the schools but in a manner and in terms that school leadership does not understand and often cannot accept. Both feel threatened — the school by the fear that professional standards, and especially that autonomy of control of curriculum and staff will be undermined; the parents by the fear that their children will be sacrificed to impersonal goals of a self-protecting bureaucracy. On the fringes of ghettos, families trying to emerge into a position of economic viability and social status fear the school system's attempts to achieve integration will lower the standards of achievement in their schools. In the ghettos, families of deprivation fear the school system's procedures will reinforce segregated schools and at the same time fail to reverse the decline of quality in the ghetto schools. The child is caught in the middle. But both the teacher and the parent are essential to his learning. The child needs to feel a partnership between the two. A way must be found to achieve and sustain quality of education in all the city's schools and to involve the families in that process. The deterioration in confidence in the school system among deprived parents is extremely serious and must be arrested immediately and transformed into mutual

respect. The most direct route to that goal is for the schools to do all possible to be worthy of confidence by teaching the children. But because of the accumulation of bitterness and anger, other steps are necessary to turn alienation into partnership. The parents are right in their fervent conviction that a school and a community must relate to each other.

We suggest, therefore, the following premises and program for implementation:

— Greater parental, teacher and community participation is vital to quality education.

— The community and parents should be involved in a viable partnership with the professional staff in all aspects of educational programs.

— The parents and community groups must participate in the day-to-day operation of their schools.

— A true partnership relation of community and professionals will share the responsibility for raising the pupil achievement level. In a dynamic partnership, accountability becomes a joint effort.

## 2. RECOMMENDATIONS:

— *Development of a system of decentralization with the following characteristics:*

A] Size and style of districts to be responsive to the needs of the local community and *shaped by the community.*

B] Considerable *functional autonomy* for the districts free to develop policy and programming and free to depart from established patterns *toward the goals of implementing quality integrated education.*

These districts must have their own budgets and be free to make certain contractual arrangements independently subject to appropriate safeguards.

C] Establishment of a *locally determined District Board* to oversee the functions and set policy of the school districts. Membership on these boards should be locally determined.

They share responsibility with the district administrator for the total program and are jointly accountable to the community and the city board of education for maintaining and achieving quality integrated education in the public schools.

The District Board comprised primarily of parents and community representatives would have power to govern the district delegated by the Board of Education but responsible to that Central Board which is by law responsible in turn to the State Department of Education for maintaining the standards of quality integrated public education.

D] *The District Superintendent* would be elected by the District Board from among a panel of qualified candidates proposed by the City Superintendent of Schools.

E] The District Superintendent would select *principals* subject to the confirmation of the District Board. The Board would have the opportunity to interview recommended candidates, all of whom hold principal's licenses in accordance with state law, submitted to them by the District Superintendent and to instruct the District Superintendent to submit additional names should this prove necessary. In the case of new appointees, where the list of available candidates is limited, the Board's preferential vote among the candidates will be decisive. It is to the advantage of the principal as well as the community to know that he has the confidence of the District Board.

F] All newly appointed principals are, under regulations, subject to a three-year probationary period with tenure in effect after the third year. To assist the District Superintendent in an evaluation of the principal's first probationary year, and, in so doing, to carry out the purpose of the existing regulations as they are not now being carried out, an *evaluation committee* of the District shall be appointed. The committee would be expected to consult with teachers and supervisors in the school as well as other interested persons. The District Superintendent will serve *ex officio* on the evaluation committee and agree to abide by its decision as to the retention of the principal.

G] Each District Board would have the option of employing a *professional educational consultant* from outside the city's school system to assist them in evaluation of principals and in other matters.

— *Development of program for increased cooperation of the community in the school program through:*

A] *School-based careers for local residents.*

1) The training of classroom aides from among parents and others in the community under the guidance of supervisory teachers with assignment of one to each classroom scheduled for the opening of the school year 1967-1968. The training and hiring of library aides, lunchroom helpers, office assistants. Training programs will enable qualified aides to move toward professional careers in education and to progress within the school in terms of responsibility and remuneration.

2) The training of community representatives and especially parents for participation in the outer community program for junior high students to begin in the school year 1967-1968.

B] *Enlistment of community leadership in:*

1) Pre-service training, including the resident workshop and

2) In-service training of teachers.

3) District committee on accountability for student academic achievement.

C] *Involvement of parents in:*

1) Regular consultation on an individual basis with teachers after the periodic checks on students' reading achievement.

2) Use of family language laboratories and family libraries to be made available for improvement of parents' and children's reading abilities and for parent seminars on such problems as family budgeting, municipal services, and homework clinics open every evening and weekends.

D] *Cooperation with community colleges, training institutions, and other institutions for higher education in:*

1) Contracting with universities for experimental opera-

tion of a group of related schools, discussed further under *Personnel* (University operation).

2) Internship in the schools for students from the colleges of education.

3) Programs for parents and other adults.

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