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ABSTRACT

Large urban school districts are considered by most people to be in serious trouble because they are unable to educate children in the inner city as well as the suburban districts have been able to educate theirs. Although the state assist these districts in many ways, it has not made a commitment to the development of a coordinated plan of action. This coordinated plan of action has been determined by a national task force on urban education as an extremely necessary tool to promoting change. The districts requiring this particular attention are located in the urbanized triangle of Wisconsin, have a large minority, low income population, have a large number of children of poor educational performance, and are highly industrialized. The crises in which these school districts find themselves are the consequences of human decisions. By finding a way of involving the individuals most likely to make those decisions as well as those most likely to be affected by them in a process of information gathering, introspection and implementation, it seems possible that some progress can be made. The proposals for doing this include the development of a Superintendent's Council and an Urban Education Advisory Committee and designation of the Deputy Superintendent to facilitate as the focal point for urban concerns. (Author/JM)



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URBAN EDUCATION
AND THE STATE EDUCATIONAL AGENCY
A PROPOSAL FOR EDUCATIONAL CHANGE

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URBAN EDUCATION AND THE STATE EDUCATIONAL AGENCY
A PROPOSAL FOR EDUCATIONAL CHANGE

Urban school districts are finding themselves in increasingly difficult situations. There are the growing financial crises, increased racial isolation and racial conflict, an enlarged number of poorly educated children descending upon a highly complex and technological world and growing societal criticism of the city schools as a socializing agent. This state of affairs seems to elicit a general agreement from parents, teachers, students, and administrators that the time has come for change to occur in the urban educational systems. The concept of urban education has thus come to be synonymous with the concept of change.

The major responsibility for taking action and setting the stage for change and emphasis on urban education has been done by the federal government through court orders, legislation and the use of federal funds. Realizing the need to consolidate federal efforts and concentrate on the policy-making process to effect more fundamental improvements, an urban education task force was appointed under the leadership of Dr. Wilson C. Riles, now State Superintendent of California. The purpose of this study group was to carefully examine and devise ways in which urban districts could be offered better assistance by the federal government to solve their growing problems. After delineating in detail the problems besetting urban school districts, the group recommended that the Office of Education develop priority legislation known as the Urban Education Act which would give a Bureau of Urban Education the ability to plan, develop, and implement a master plan to meet the educational needs of inner city areas. To date, no such legislation has been passed although this recommendation was made in 1969.

While it is easy to be critical of the federal inactivity in the area of urban education, such criticisms should be levied with extreme caution. Even if the Urban Education Act had been passed, there is every indication that it still would not have produced the necessary changes in education within urban districts since the finances, power, and responsibility for education still rests with the state rather than the federal government. The Tenth Amendment of the United States Constitution sets the stage for this responsibility by specifying that powers not delegated to the federal government by the Constitution are to be reserved for the states. Education was one of those items not mentioned.

The court decisions on equal educational opportunity seem to reaffirm this point of view. The courts have stated that states cannot deny citizens rights granted him by the Constitution, but they also continue to emphasize that education is NOT a guaranteed right. This seems to indicate still that the federal government has not yet been given the

power to establish a federal educational system, thus leaving this task to the state.

Within the parameters of this responsibility, state government:

- sets parameters and patterns for schooling within the state;
- has the power to tax which generally raises up to 90% of the funds for education;
- has other fiscal resources it can direct toward education if it wishes; and
- legislates or manipulates schools and districts by state statute.

These powers alone make the state government a powerful mechanism for change if they would choose to exercise their power

Very few states, however, have come to recognize either the crises or the need for their involvement as a partner in working for change with urban school districts in their respective states. In a survey done by the Illinois Department of Public Instruction, it was found that in those 27 states having metro areas of 500,000 or more, only four had sought to find ways of working with urban school districts to help them meet the growing problems. One of these forward-looking states is the state of Wisconsin.

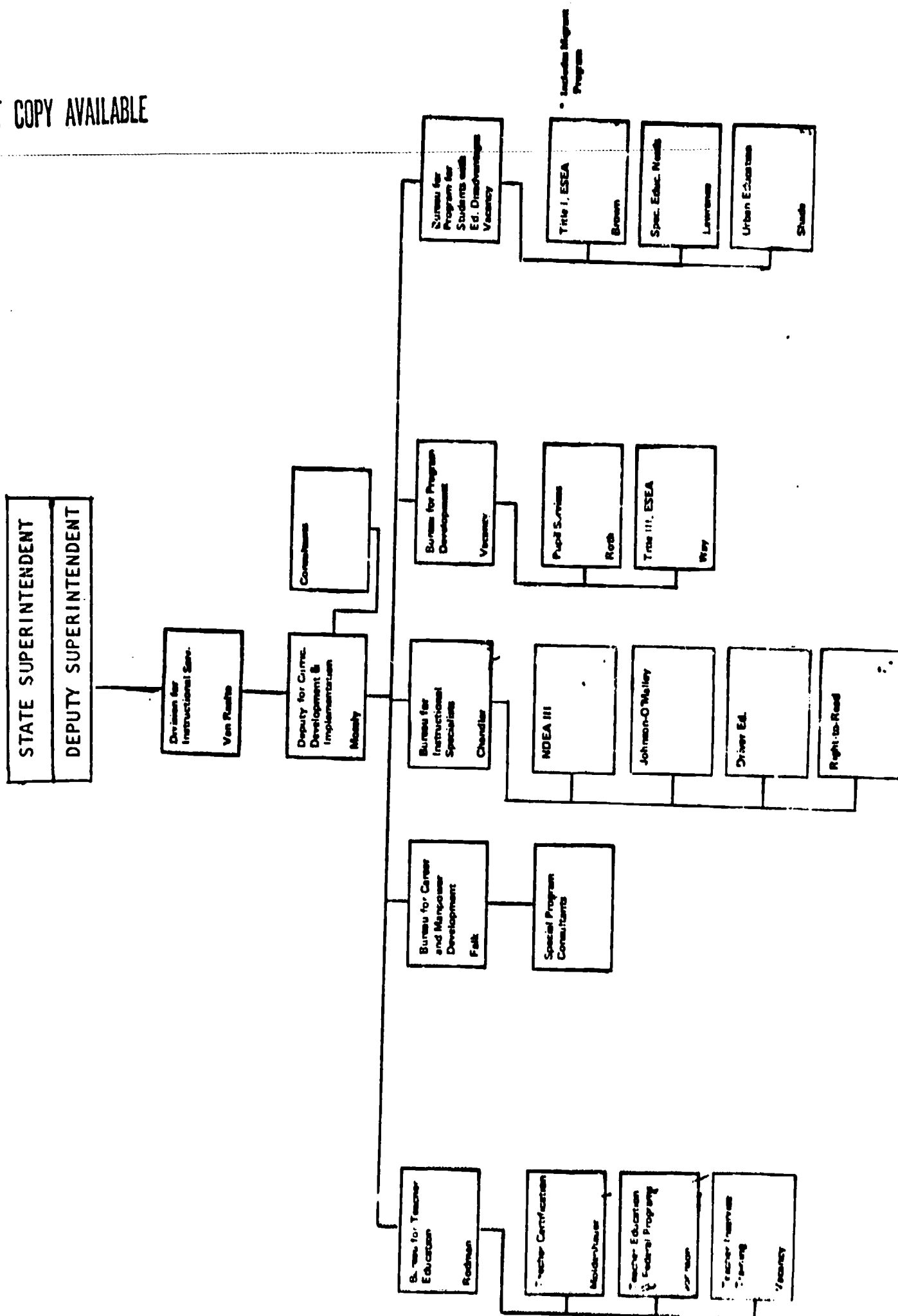
In the early seventies, a new position was introduced into the Department of Public Instruction budget which was supposedly designed to provide a specialist in urban education for the Department. The intent of this position, according to the budget write-up was to work with the "disadvantaged." The position was conceived as a program administrator position and as a liaison person to the urban districts having the largest number of disadvantaged pupils. Unfortunately, the creation of this position was done without consideration of the suggested guidelines developed from studies of state departments interested in including urban education (See Appendix 1). The result was that the position was included as a consultant without the necessary access to policy-making. The role was conceived, instead, as an access person, a full-time liaison, as a trouble-shooter and ombudsman or as an advocate for black education. All have proven to be ineffective as facilitators of change.

The access role in which the consultant is responsible for finding resources within the Department seems unnecessary to urban districts. As highly competent and sophisticated units themselves, they are able to find one of their own highly trained staff, turn to a university or agency within their own city, hire an outside consultant or call the State Superintendent's office directly should a need for a resource be perceived. These practices effectively nullify the role of a consultant as an access person.

The full-time liaison role is also effectively dissolved by current practices and procedures. A liaison person is generally considered to be a mutual link between two units who can assist in bringing about coordinated efforts toward a common goal. To prove functionally effective, this role would necessitate the urban education consultant having direct access to the thoughts and desires of both the Department's and the urban school district's decision-makers at the highest level. This, of course, is not the case. Within the Department, the position is placed within a bureau as a consultant which organizationally means that there are two intermediate levels of communication between the urban education position and that of the State Superintendent (See Figure 1). Because the needs

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Figure 1



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of the urban school districts transcend all program areas, bureaus, and divisions, the traditional line of communication protocol is often violated if the consultant functions as a liaison person. This organizational placement also serves to effectively present a barrier to coordinated planning by denying the consultant access to planning conferences and the other communication network throughout the department that affects the urban districts to which the consultant is assigned thus negating the liaison role.

Lack of access to the decision-makers is further evident in the contact points within the largest urban district. In Milwaukee, the position is directly tied to the lobbyist within the Governmental Relations Department while other departmental consultants have direct access to the district administrator and staff. No doubt the logic behind this is in Milwaukee's perception of the role as the urban education consultant essentially as a trouble shooter and ombudsman. Such a stance presupposes that the consultant agrees with all program decisions made by the district. More important, the ombudsman role can result in a rather difficult situation in which the consultant is caught between the Department and the district since such a position places the consultant in the role of being a district lobbyist within the department rather than a child advocate. This role perception is not present in the other four districts since the previous contacts with the urban education person was rather limited.

Another role which appears to be emerging, perhaps as a function of the person occupying the role rather than of the position itself, is that of the responsibility of urban education for education of black children. Traditionally the concept of urban education has been defined as meaning the education of inner-city children and this makes the term almost synonymous with black education. Blacks constitute 92% of the nation's non-white population and 90% of them live in metropolitan areas. Of the group of black urban dwellers, eight out of ten or 80% lived in urban central cities compared to four out of every ten whites. This same pattern seems to exist on a lesser scale in Wisconsin. Under these conditions and from this definition, urban education becomes primarily action aimed at ameliorating disadvantage coming from lower socio-economic status, poor achievement, poor educational quality, powerlessness, and the limited perspective of the world that comes from segregated interaction with the world. Even if this were a reasonable role for the urban education consultant to perform, complex problems such as these cannot be attacked by one person, with no program and no financial resources and no real authority or access that will produce change. Every service offered by the Department of Public Instruction has some effect on the education of black children. For example, the eighteen identified in Table I as crucial at this point in time are scattered throughout the Department with no effective avenue for coordinated efforts. This lack of communication and coordination neutralizes any effect the Department might have in significantly improving education of black students in metropolitan areas. As a forerunner in an area that is vitally important with far-reaching implications, Wisconsin cannot continue to fund a position that has little opportunity to make a contribution to the improvement of education in urban districts. To do so would indicate a lack of concern about the education of the majority of the state's citizens.

TABLE I
SERVICES WITHIN THE DPI AFFECTING EDUCATION OF BLACK CHILDREN

Services Needed	Program	Program Personnel	Division
Assistance in desegregation efforts	Equal Educational Opportunity	Mr. William Colby	Management and Planning
Assistance in promoting reading achievement improvement	Right to Read	Margaret Yawkey	Instructional Services
Assistance in developing human relations programs for teachers	Equal Educational Opportunity	Mr. William Colby Mr. Robert Skeway	Management and Planning Instructional Services
Needs Assessment of District	Planning and Evaluation	Mr. Tom Stepbonek	Instructional Services
Assistance in examining, recruitment and hiring practices to promote inclusion of women and minorities in top central administration jobs.	Affirmative Action	(Being hired)	School Board and Administrative Services
Assistance in meeting 13 Standards	Standards and Accreditation	Dr. Wayne Stamm	Instructional Services
Funds to develop innovative approaches	Title III--Innovative Prog. Special Educational Needs	Mr. Russell Way Dr. John Lawrence	Instructional Services Instructional Services
Assistance in development of career education programs	Vocational and Career Education	Mr. Ruel Falk	Instructional Services
Assistance in planning for individualized education, particularly in "disadvantaged" areas	Individually Guided Education	Mr. George Glasrud	Instructional Services
Assistance in development of black studies	Equal Educational Opportunity Social Studies Program Development	Mr. William Colby Dr. Michael Hartoonian	Management and Planning Instructional Services

Services needed	Program	Program Personnel	Division
Assistance in teacher strikes and negotiations	School Board and Administrative Services	Dr. Dwight Stevens Mr. Don Dimick	Superintendent's Off. School Board Services
Knowledge of legislative thrusts	Administrative Services	Dr. Dwight Stevens Mr. Ray Heinzem	Superintendent's Off.
Knowledge of current status of federal funds	Administrative Services	Dr. Archie Buchmiller	Management and Planning
Financial assistance for compensatory programming to improve low achievement	Special Educational Needs Title I - ESEA	Dr. John Lawrence Mr. Frank Brown	Instructional Services Instructional Services
Assistance in development of strategies for dealing with dropouts, stay outs, pushouts	Pupil Services	Dr. Richard Roth	Instructional Services
Assistance in working with parent involvement	Title I	Mr. Frank Brown	Instructional Services
Assistance in development of policies around use and training of para-professionals	Teacher Education	Ms. Jackie Johnson Mr. Robert Skeway	Instructional Services Instructional Services
Assistance in analyzing budget and organizational structure for efficiency	Financial Aids School Organization	Mr. Alan Kingston Dr. Cliff Fonstad	Financial Aids School Board & Administrative Services
Assistance in providing services to exceptional children-Chapter 89	School Age Parents Mentally Retarded Learning Disabilities	Dr. Ken Blessing	Handicapped Children

America has become a nation of city dwellers. While 70% live in metropolitan areas, another 25%, although living in rural-like settings, have an urban-oriented life style. This leaves only five percent of the American population as truly rurally oriented. These figures are fairly representative of the pattern in Wisconsin. Although somewhat slower in growth, Wisconsin has reached the point at which close to 66% of its population is considered to be urbanized. However, as a state within the Great Lakes area that is itself continuing to experience the highest percentage of population growth in the nation, it can be expected that this trend will continue upward. The schools within these urban areas will thus be educating the highest percentage of the state's children and their failure will mean the proliferation of society with vast numbers of citizens who are incapable to handling the roles demanded by future society.

The importance of an urban emphasis in educational policy-making is being recognized by the Wisconsin teachers and other professional groups who are beginning to advocate this special emphasis within their own organizations. The question is: How can the Wisconsin Department of Public Instruction restructure its services to encourage and promote the type of change that can lead to better education in urban situations? The following proposal was developed as one possible solution.

PROPOSAL FOR URBAN EDUCATION
WITHIN WISCONSIN DEPARTMENT OF PUBLIC INSTRUCTION

The difficulties in which the large districts find themselves stems from the fact that the positive claims of success that can be made for suburban or white middle class metropolitan areas cannot be made for schools in inner cities that are largely black and low-income. Increasingly evident is also the fact that these schools do not seem to be geared to meet the needs of any children who deviate from the "norm" in interests, needs, values, attitudes, family background, and perceptions--regardless of color or income. The blame for this failure must be attributed to human decision-making, not devine destiny. Schools are segregated because policy-makers have not decided to desegregate. Inexperienced teachers are sent to inner-city schools because policy-makers have not decided to make having experienced teachers in these schools a priority. Affirmative action plans have not been adopted because those decision-makers in districts have not decided to adopt any.

If the situations have been created by the decision-makers, it seems reasonable to assume that any solutions found for these problems will also be the result of decisions made by those who have control of the policy-making mechanisms of these schools. Herein is the area on which the state educational agency should concentrate. To effect the type of change necessary for children, Wisconsin DPI should develop a means of working to improve the policy-making process of urban school districts. This should be the goal of urban education at the state level.

The success of such a venture seems dependent on the following factors:

First, it must be recognized that urban education is a priority rather than a program. Every activity within the SEA affects the big-city schools. There, therefore, cannot be one single program that can be designated as urban education. The long list of services affecting minorities in urban districts on page 5 and 6 is a good example of why a program approach is ineffective. There are numerous services that are needed by urban districts. If all of these services are funneled into the urban district without regard for their inter-relatedness or their social or political implications for the goals established by the districts themselves, they result in fragmentation and increased bureacracy - both of which are cited as big urban problems.

Second, the urban superintendents (not representatives) and members of the boards of education must be involved in the SEA/Urban goals, objectives, and activities. These are the policy-makers. Their informational base and their perceptions lead to the policies that are formed. Very often both information and attitudes are limited because they must depend on the communication of others. With better information, it seems likely that they will make better policies.

Third, the State Superintendent must be involved in the SEA/Urban goals, objectives and activities. Traditionally, the SEA has seen the urban districts as strong, autonomous units capable of handling their own problems and has, therefore, concentrated a large amount of effort in working for the small districts that do not have a large number of resources. Although there is not the adversary relationship in Wisconsin as there is in other states, there is not a working partnership either. It might be said that the SEA is a benign permissive guardian of educational affairs while the urban districts assume the role of powerful, privileged prodigies. This type of relationship does not work toward educational change. The involvement of the State Superintendent will signify the importance of needs of urban districts and set the stage for the partner-type relationship that must be developed. More importantly, it will give the State Superintendent first-hand knowledge that is the key to good policy-making at the state level.

Fourth, an avenue must be created wherein the desires and expectations of those most influenced by urban schools can be expressed. Urban administrators and school boards are being bombarded by the demands, ideas, and suggestions, and criticisms of teachers, parents, students, businessmen, and citizens. This is not surprising since in the era of consumerism, all people want to have some say in redefining and restructuring the educational system. Inasmuch as schools are reflections of society, the people being served are important sources of information. To make good policies, there must be a means by which the needs of all those being serviced can be identified and hopefully eliminate the rule of the "vocal minority."

The Program

To work toward change through policy-making, the urban education emphasis within DPI would appear to need three important elements:

1. A Superintendent's Urban Council composed of the State Superintendent and the urban superintendents. This provides an important communication mechanism that alleviates middlemen.
2. An advisory committee of teachers, principals, parents, citizens, and scholars that can adequately articulate the needs of the various groups in urban areas.
3. A key staff person that can: relate to leadership of the state and urban districts, identify issues, coordinate the efforts of both groups and serve as a facilitator of change.

ROLE FUNCTIONS:

1. Superintendent's Urban Council

On a regular basis superintendents of the large urban school districts should meet with the State Superintendent to exchange information. Education is becoming highly legalistic and it becomes more and more difficult to develop policy because of the many laws. Such meetings would give bureau directors or program supervisors opportunities to meet with the big city superintendents and the State Superintendent directly to discuss guidelines, new policies, and criteria that must be observed.

Items for discussions of these meetings might come from many avenues such as current crises, future changes, district program objectives, or items chosen by the superintendents themselves. To insure good communication at all levels, certain topics of discussion might also warrant attendance of key staff persons from both the state and local level. For example, a discussion of Title I should probably include the State Title I Director as well as local Title I coordinators. Such an exchange should help identify those items with which big districts may have the most difficulty, may need assistance, or may need to be developed at a state level to facilitate the work of urban school districts toward improving education.

2. The Urban Education Advisory Committee

While the Superintendent's Council would no doubt spend a significant amount of time on current problems and concerns, the advisory committee would hopefully be more futuristically oriented. This group, through their activities, would seek to determine: What are the needs of children in the urban districts? How are the needs currently being met? and, What changes are needed to meet the identified needs? Such a determination might come through studies conducted by DPI, position papers from various groups of parents, teachers, concerned citizens, or DPI staff, or through committee evaluation of some aspect of the school program. An example of the type of activities which might be done by such a group is the study done by the current consultant on the use of teacher aides in urban districts. An advisory committee, such as proposed, could review the study and develop recommendations that might be implemented at both the state and local levels to improve this particular educational service. Two other important functions this type of committee might perform could be in the area of:

- (1) Needs assessment at the neighborhood school level, and
- (2) Information dissemination efforts.

Such a group should also prove to be an effective educational lobby for quality education. This seems particularly important in light of the study done by Ohio State University on educational governance in Wisconsin. Since the governor, legislature and the legislative analysts appear to play a significant role in educational policy-making, and since they are sensitive to public opinion rather than departmental opinion, the efforts of a client-oriented advisory group might prove beneficial.

3. Staff Resource for Urban Education

The provision of staff services at the state level for urban education presents the most difficult problem within the entire concept. For the most part, items involving special program areas can be handled by the particular staff person to which the assignment has been made. These are the people who are most familiar with the laws and guidelines of a particular program and communication about these should not be cluttered by a third-person involvement.

Necessary planning, legal advice, research, need assessment assistance for both the Superintendent's Council and Urban Education Advisory Committee are also available within the Superintendent's office and the Management and Planning Division. These access points could undoubtedly produce the information and other staff assistance in a more efficient and effective manner than any other. To insure that all of these resources are used to the best advantage, it would appear that some type of coordinating person must be available.

As one looks at the Department and the needs of the urban districts, it would appear that the best possible focal point or staff position to serve as the focal point of urban concerns is the Deputy Superintendent.

Placing the responsibility at this level has the following advantages:

- (1) The person has direct access to the State Superintendent.
- (2) Urban districts, who are status conscious would understand they had direct access to the State Superintendent and would thereby be more responsible.
- (3) The person has the ability to request the assistance of any program or division in the Department.
- (4) The person has direct access to the Governor, legislature and other state and federal agencies necessary to assist the urban districts.
- (5) The person has an assistant that can work with planning and research.
- (6) The office has the power and influence that can facilitate change.

The addition of urban concerns to the office of the Deputy Superintendent raises the question of work overload and the possibility of adding an additional staff position instead. Appointing another Assistant Superintendent as done in other states would not prove functional since the communication and coordination might become subverted by the need to protect one's territorial imperatives. Nor would the addition of another Deputy Superintendent be the answer since human frailties and a competitive society and the political realities would no doubt create problems of communication around this as well.

What might prove to be a more economical approach is the addition or use of outside consultants or another assistant to the Deputy Superintendent whose responsibility it would be to carry on on-site visitations and remain abreast of the various political and social factors that are occurring within urban districts that impinge upon educational decisions. Outside consultants appear to have more utility for such tasks in that they can be drawn from a wide variety of occupations, fields and interests with specialized knowledge. The complexity of the problems facing urban districts seems to dictate the use of many specialists rather than one public-relations generalist.

Urban Districts To Be Served

Like the rest of the nation, Wisconsin has become an urbanized state with population living in urban areas. As seen in Table II, there are approximately 20 cities with populations of 30,000 which represents 40% of the state's population, as well as 40% of the school population. Of these twenty cities, sixteen of them are located in southeastern Wisconsin in a triangular urbanized area formed by (a) Milwaukee (b) the area extending west to Madison and (c) the region

TABLE 11
 WISCONSIN CITIES WITH POPULATIONS OVER 30,000¹

RANK	CITY (1971)	POPULATION	% OF NON-WHITE	SCHOOL POPULATION	% OF NON-WHITE IN SCH. POPULATION
1	Milwaukee	717,372	15.6	123,452	36.09
2	Madison	171,769	2.8	31,537	4.15
3	Racine	95,162	11.0	30,558	18.73
4	Green Bay	87,809	1.1	22,118	2.73
5	Kenosha	78,805	2.8	21,687	7.79
6	West Allis	71,805	0.4	13,158	.87
7	Wauwatosa	58,676	1.0	10,468	1.43
8	Appleton	56,377	0.5	14,048	1.00
9	Oshkosh	53,104	0.6	10,882	.76
10	La Crosse	51,153	0.5	9,173	.85
11	Sheboygan	48,484	0.4	11,584	2.12
12	Janesville	46,426	0.3	13,665	.27
13	Eau Claire	44,619	0.6	10,942	.79
14	Waukesha	40,274	0.9	13,105	5.42
15	Beloit	35,729	7.8	8,904	13.65
16	Fond du Lac	35,515	0.4	8,226	2.12
17	Manitowoc	33,430	0.5	7,101	.50
18	Wausau	32,806	0.2	9,633	.44
19	Superior	32,237	1.2	7,572	4.89
20	Brookfield	32,140	0.4	10,892	1.09
	TOTAL	1,823,692			

¹ Wisconsin Blue Book 1973.

extending Northeast to the Fox River Valley. There is reason to believe that this could very well be pictured as a trapezoid with the southeastern point being extended to Beloit to include the newly defined metropolitan corridor running from Madison to Beloit and over to Kenosha.

A significant fact of interest to the State Department of Public Instruction is that this southeastern urbanized area is also the area in which the most recent state assessment efforts found the largest percentage of poor achievers in mathematics and reading in the third grade. In mathematics it was found that 1.9% of the sample was significantly above the normal while the other areas of the state had 5.6 to 20.4 % of their pupils above normal. The southeastern district, however, topped the other areas by having 29.5% significantly below normal while the others had a significant percentage of students below normal. The same pattern is present in reading and similar statistics were evident in the seventh grade.

When dividing districts by size the large school districts showed obvious deficits in reading and mathematics as evidenced in Figures 2,3, 4, and 5 having the highest percentage of students below average in mathematics and reading achievement, i.e. 36.1% and 31.7% respectively. This trend was true for both the third and seventh grade but was most pronounced in third grade. Large districts of 7,000 or more students had 59.3% of their students below average in mathematics and 45.5% below average in reading.

These statistics serve to reemphasize the crucial need of large urban districts and the reason for which urban schools, in general, find themselves under attack--poor achievement of a large segment of the population. It would therefore appear that urban areas chosen for special program emphasis should come from the southeastern portion of the state within the state's urbanized area. An even more important criteria should be that these are urban areas with the largest majority of children demonstrating poor educational performance.

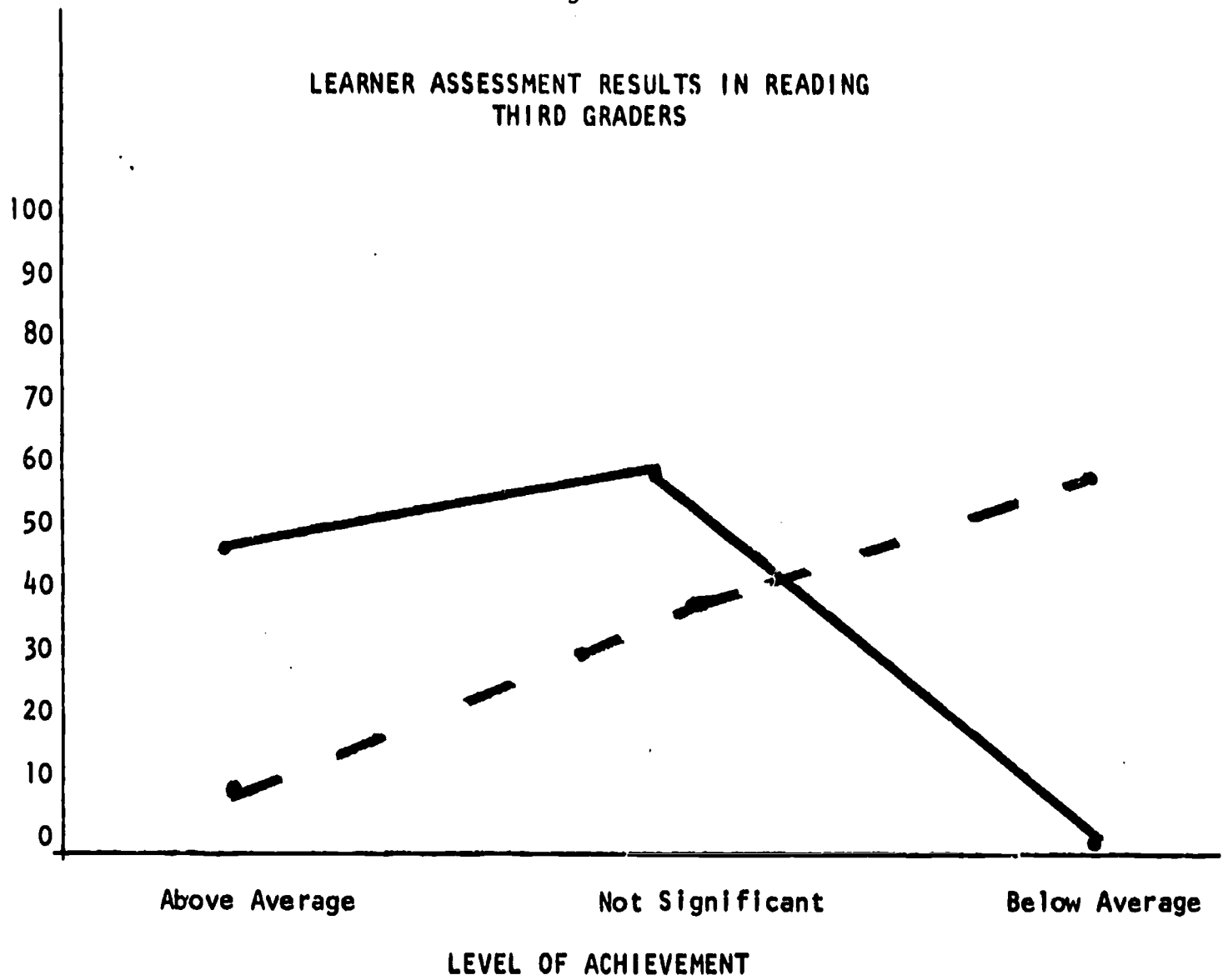
Budget Requirements

Time, rather than money, is the primary prerequisite to make this program work. Planning, evaluation, and need assessment personnel are already available and the Deputy Superintendent's office has a planner and urban-oriented person assigned as a special assistant who is already involved in the preparation of numerous items for discussion between the Superintendent and urban districts. The dissolution of the current urban education position, approximately \$33,000 annually can be made available for use by the Deputy Superintendent for:

- (1) Outside consultants
- (2) Advisory committee expenses
- (3) Conferences
- (4) Commissioned papers
- (5) Part-time LTE staff

or other items that might emerge as important to this effort to assist the Deputy Superintendent in meeting this additional job function.

Figure 2



Third Grade

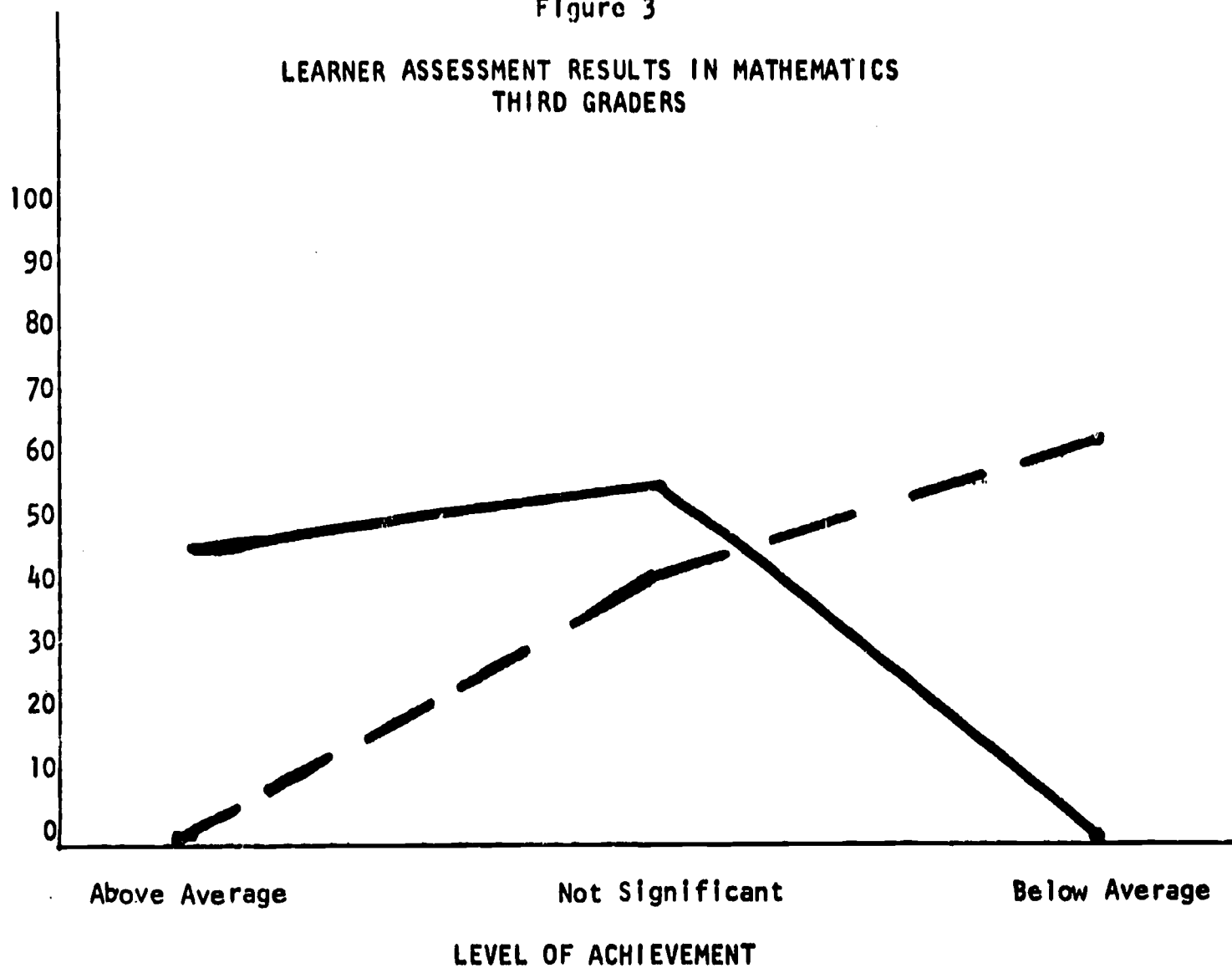
_____ Districts 1000-6999

----- Districts 7000+

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Figure 3

LEARNER ASSESSMENT RESULTS IN MATHEMATICS
THIRD GRADERS



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Figure 4

LEARNER ASSESSMENT RESULTS IN READING SEVENTH GRADERS

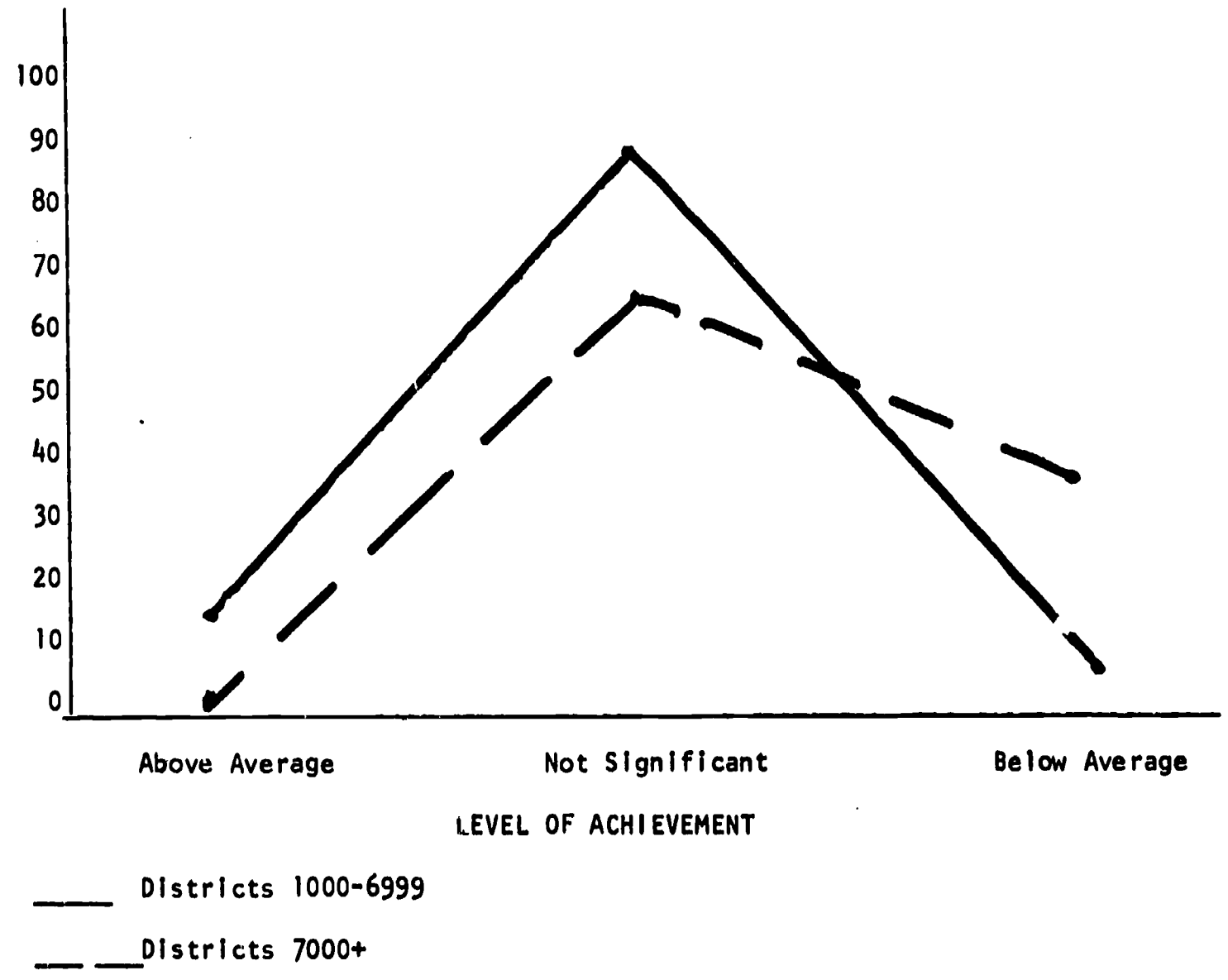
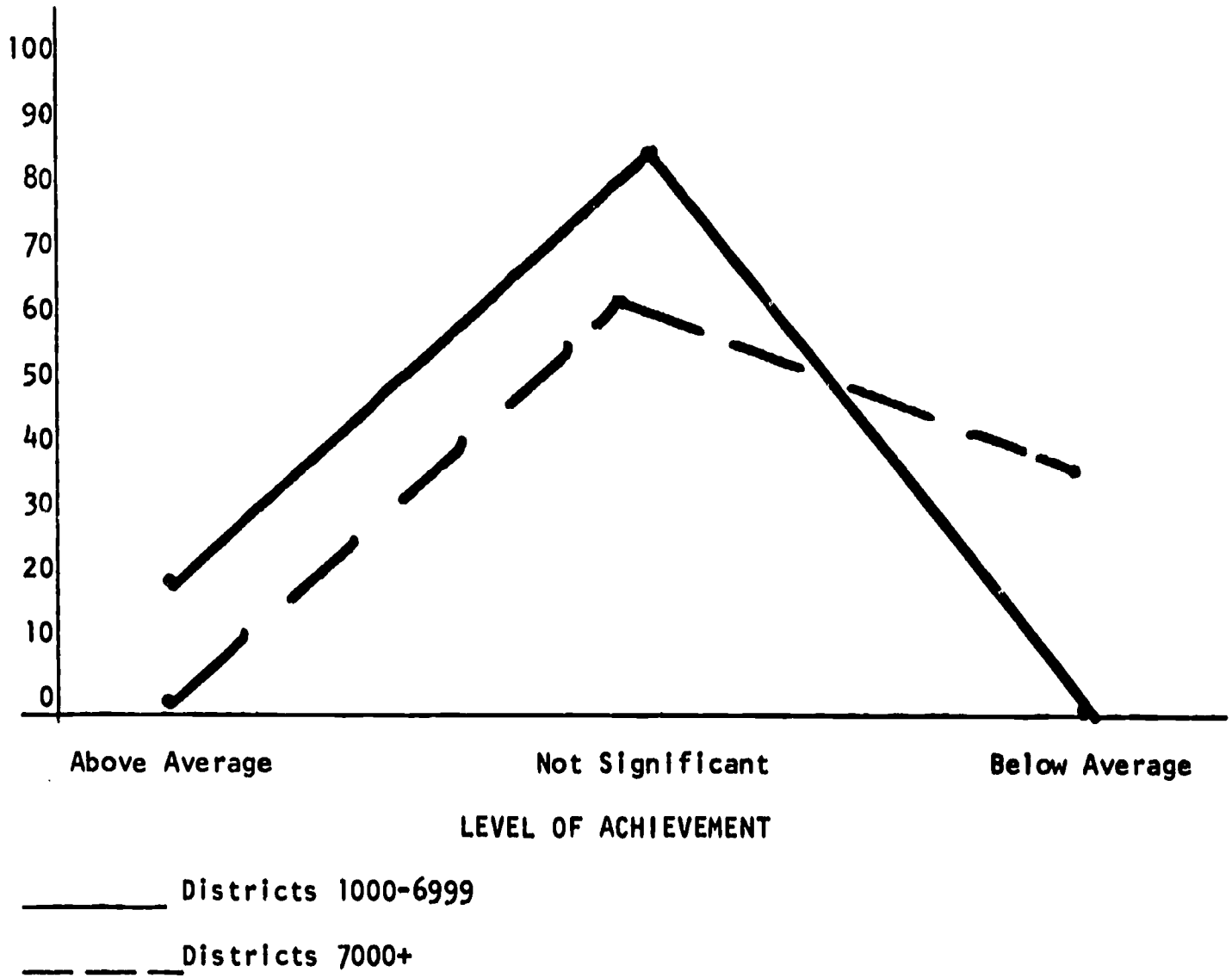


Figure 5

LEARNER ASSESSMENT RESULTS IN MATHEMATICS
SEVENTH GRADERS



Initial Steps Toward Implementation

Because this proposed change requires an attitudinal commitment on the part of all DPI staff as well as those at the local level, efforts must be made to include those concerned in the discussions of these proposals. To facilitate this type of broad-based deliberation, it is suggested that:

A joint discussion of urban concerns and possible mechanisms for the development of a partnership between the SEA and urban school districts be held between the State Superintendent and selected urban superintendents.

Discussion of the proposal and possible organizational approaches should be held with the Administrative Council, an internal study committee and other staff who are interested.

If both the State Superintendent and Deputy Superintendent are aware of the difficulties and growing concerns of urban districts and are determined to reorganize departmental services to urban districts for a more coordinated approach, the results and recommendations of these discussions should prove extremely valuable.

Summary

Large urban school districts are considered by most people to be in serious trouble because they are unable to educate children in the inner city as well as the suburban districts have been able to educate theirs. Although the state assists these districts in many ways, it has not made a commitment to the development of a coordinated plan of action. This coordinated plan of action has been determined by a national task force on urban education as an extremely necessary tool to promoting change needed in big city school districts who have the responsibility of educating the majority of the state's citizens.

The districts requiring this particular attention:

- (1) Are located in the urbanized triangle of Wisconsin - i.e. the southeastern segment of the state;
- (2) Have a large minority population;
- (3) Have a large low income population;
- (4) Are highly industrialized;
- (5) Have a large number of children of poor educational performance.

The crises in which these school districts find themselves are not the results of inevitable events but are the consequences of human decisions. The solution, though complex, must therefore come as the result of changes in policies and procedures through additional decisions. By finding a way of involving the individuals most likely to make those decisions as well as those most likely to be affected by them in a process of information gathering, introspection and implementation, it seems possible that some progress can be made. The proposals for doing this include the development of a Superintendent's Council and an Urban Education Advisory Committee and designation of the Deputy Superintendent to facilitate as the focal point for urban concerns. This seems to be a viable way of working toward quality education for children in Wisconsin's urban districts.

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APPENDIX I.

IMPROVING STATE LEADERSHIP IN EDUCATION FOR SEA AND URBAN SCHOOL RELATIONSHIPS (1972)

SUGGESTED GUIDELINES

Based on the experiences and findings of the participating states of the Urban Aspect of the ISLE Project, enriched through the advice and guidance provided by the ISLE project Staff, the Project Committee, and Policy Board, the following guidelines have been developed for use of states seeking suggestions as to ways of providing services and improving the relations of their state education agency with their urban school systems.

The probability of success in any SEA/Urban school system effort will be enhanced when staff and organizational arrangements are such that:

- The Chief School Officer and the State Board of Education are involved in and are supportive of SEA/Urban goals, objectives, and activities.
- The superintendents (not representatives) and board of education of the major urban school systems are involved in and are supportive of the SEA/Urban goals, objectives, and activities.
- A competent and representative advisory committee, including lay citizens as well as professional educators, is created, and is capable of reflecting and shaping the public's desires and expectations relating to urban education.
- The Chief State School Officer clearly defines the role of the staff member responsible for the urban education effort, and appoints a qualified person to the position.
- Sub-committees and/or special task forces are formed, as appropriate to accomplish specific tasks, and when the membership of these groups consists of state agency staff, urban school system staff, and lay public representation.

The urban education coordinator or "specialist" would have at least three basic functions:

1. Assisting the chief state school officer in ensuring that all programs and policies of the SEA are compatible with the documented needs of education in the urban school systems;

2. Assisting urban school systems in identifying and meeting the real needs of the residents of those systems; and
3. Maintaining continuous liaison with all appropriate external agencies, groups, and individuals having a legitimate interest in the quality of public education in urban school systems.

Since the programs and services of the state education agency must serve both urban and non-urban systems, the role of the new urban education specialist should not be that of a program administrator, but instead should be concerned with all of the programs, services, and units of the entire SEA. Therefore, this position organizationally should be designated as a staff position to the chief state school officer rather than as a line position in an administrative unit. The person assigned to this position should: possess interpersonal skills; be very knowledgeable about the staff and programs of the SEA and the leadership and programs of the urban systems; have ability to effectively reach out to and obtain the assistance and cooperation of the lay public and non-educational agencies which provide resources and services that are available for, and are needed to, improve education in urban districts; and have the ability to relate educational needs to the lay public as well as to official policy making bodies such as the state board of education, legislature, governor, and federal officials.

The probability of success in any SEA/Urban school system effort will be enhanced when goals and objectives are:

- Compatible with the overall goals of the state education agency.
- Compatible with the overall goals of the urban school systems.
- Compatible with the general public's desires and expectations, regarding public education.
- Inclusive of: (1) a description of the concerns and problems of urban school systems as seen now and projected over the next decade; (2) a description of the roles the SEA should perform in assisting the urban school systems in resolving the major concerns and problems identified; and (3) a plan including a description of specific organizational restructuring, strategies, processes, and procedures for implementing and carrying out the roles and actions required by both the SEA and the urban school systems in resolving the major concerns and problems identified.

The probability of success in any SEA/Urban school system effort will be enhanced if the effort is so structured as to provide that:

- The top administrators of both the urban school systems and the SEA have a direct interest and involvement in the SEA/Urban effort.
- The lay public is listened to, and attention is given to their desires and expectations.

- There exists or develops an open recognition by both SEA and urban school system personnel that the working relationships between the organizations need to be improved.
- An atmosphere of good faith exists, or is developed; an atmosphere in which an open and frank identification and discussion of problem areas and relationships can take place based upon a sincere desire for constructive and positive improvement by all parties involved.
- SEA staff members are in a position to develop meaningful working relationships with urban school systems based upon on-site visits.
- SEA staff members become knowledgeable and understanding of the special concerns and problems associated with urban school systems.
- The SEA develops effective processes and procedures for working with legislators to achieve continuing change in state policies for education in order to meet the needs of the citizens of the state and to insure appropriate allocation of resources to meet those needs.