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ABSTRACT

This pilot-year report comments on the efficiency and current status of strategies for improved urban education. By pooled judgement and survey methodologies, program data from thirty cities, student interviews from site visits, and study team observations of five city districts (Atlanta, Dallas, Milwaukee, Oakland and Toledo) are examined. Urban demographic data, including ethnic characteristics of student populations, are presented. Successful programs focusing on educational alternatives, the arts in education, developments in the basic skills, bilingual and multicultural education, staff and curriculum development, and use of community resources are described. Federal funding, greater teacher-pupil understanding, utilization of out-of-school experiences, and general systems renewal strategies are cited as essential for successful revitalization of urban education. Future procedures and emphases in urban education, as well as the role of this type of study, are outlined. (KR)

# URBAN EDUCATION STUDIES

## 1977-78 Report

*sponsored by*

THE COUNCIL OF THE GREAT CITY SCHOOLS

*in collaboration with*

The University Council for Educational Administration

*under a grant from*

THE SPENCER FOUNDATION

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Mary Sale, who has served as the dedicated and highly competent secretary for the Studies;

Arturo Gutierrez of Dallas, John Lievore of Oakland, Arthur Rumpf of Milwaukee, and Myrtice Taylor of Atlanta -- each of whom participated in site visits to three city school districts; and

The numerous other administrators, professors, school board members, and graduate interviewers who served as members of site-visit teams.

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The support of the Council of the Great City Schools has contributed significantly to the conduct of the Studies and is providing important channels for the dissemination and application of the findings. The University Council for Educational Administration has also been a valuable ally and offers other opportunities for continuing appraisal and application of what is learned.

Finally, grateful acknowledgement is made to the Spencer Foundation for the grant which made the Studies possible.

Francis S. Chase
Director

4, 1978

# URBAN EDUCATION STUDIES

## Report for the Year Ending April 30, 1978

## INTRODUCTION

The Urban Education Studies were initiated in the spring of 1977 with the support of a grant made by the Spencer Foundation in response to a proposal submitted by Francis S. Chase on December 14, 1976. In the introduction to the proposal, it was noted that:

> The present reform movement in urban education in important respects is more fundamental and far reaching than the innovations introduced in the period between 1940 and 1970. Changes are being advocated, and to some extent implemented, in the content of curriculum, methodology of instruction, the organization of schools, and in almost every aspect of school operation. Moreover, the implications of the present ferment in education go beyond changes in schools and extend to the other social institutions which perform educational functions.

### Purposes, Strategies, and Procedures

In accordance with the original proposal, the Urban Education Studies are directed toward the advancement of three kinds of objectives:

Increased knowledge of promising developments and problem-solving strategies;

Improved communication among those providing leadership for the improvement of education; and

Acceleration of efforts toward renewal and reform.

The Studies are designed to reinforce the work of other agencies and to give impetus to desirable trends and developments which are in the making. In order to serve the function of stimulating, expediting, and giving an

added measure of direction to efforts to increase the effectiveness of education in our cities, several distinctive features were incorporated into the design of the Studies. Among these were:

1. Concentration on areas of urban education which are high on the list of national and international priorities.

   Action-Learning, especially efforts to provide work experience, voluntary service experience, career exploration, and related experiences for all secondary school students.

   Cultural Pluralism, including recognition of the values of cultural diversity; removal of racial, ethnic, and sex barriers; multicultural programs; and other approaches to reconciliation of the values of unity and diversity.

   Basic Skills, involving identification and establishment of conditions which will enable every individual to acquire the skills and dispositions for lifelong learning.

   School-Community Collaboration, or the establishment of networks of community agencies to reinforce and supplement learning experiences provided by the schools.

2. Identification and analysis of programs reported to be unusually successful in increasing educational motivation and achievement. This process was started with collection of baseline data from large cities in the United States and continued through the site visits to five cities. Analyses of the data from these preliminary studies are being used to refine procedures for future studies.

3. The use of study teams composed of experienced and knowledgeable personnel (including both men and women of minority races and cultures) from both urban districts and urban universities. Each district participating in the on-site studies contributed a minimum of six-person weeks for studies in other districts; and university professors contributed their time to the studies in order to gain a better understanding of problems in urban education and to facilitate solution of these problems. Travel expenses for members of the site-visit teams were paid from UES funds; and graduate students and other competent young persons were paid modest stipends for conducting structured interviews with students. The on-site studies covered a full week in each district and involved from 18-20 persons (or 90-100 person days, contributed for the greater part by participating urban districts and universities). The briefing and feedback sessions during the site visits became, in effect, a series of seminars focused on means of improving urban education.

## DATA FROM THIRTY CITIES

The response to the Urban Education Studies has been remarkably enthusiastic. Thirty of the Nation's large city school districts provided descriptive and other data on a total of 599 programs which they rate among their most successful. Tables 1-4 give enrollment and cost data for the responding cities and a partial breakdown of programs reported by areas, ethnic/racial enrollments and sources of funding. As shown by Table 1, school enrollments in the thirty cities range from more than a million down to less than 50,000. In 1975-76 the majority of students were Black in ten of the thirty cities and, if present trends persist, it is likely that close to half of the large cities will enroll a majority of Blacks by 1980. Students of Hispanic heritage are in the majority in the two Texas cities of San Antonio and El Paso and constitute one-fourth or more of enrollments in five other cities, including New York and Los Angeles. San Francisco presents a rich diversity of cultures with over 28 per cent Black, 22 per cent White, 17 per cent Hispanic, and over 32 per cent Oriental or other. The per student cost as reported for 1975-76 shows an extreme variation from $1021 in New Orleans and $1074 in Norfolk to $2472 in Denver and $2169 in New York City. The per capita costs in eight cities were at $1800 or above, while six cities reported per capita costs below $1300, and ten cities failed to report per student costs.

All large city school districts were asked to list in order of importance their most successful programs in four designated areas (Action-Learning, Basic Skills, Cultural Pluralism, and School/Community Interaction) and

TABLE 1

DEMOGRAPHIC DATA FOR THIRTY CITIES*

| School District | Total Enrollment | Black % | White % | Hispanic % | Other % | Per Student Cos $ |
|---|---|---|---|---|---|---|
| New York | 1,099,004 | 37.9 | 30.5 | 29.0 | 2.6 | 2169 |
| Los Angeles | 631,460 | 24.3 | 36.9 | 32.2 | 6.6 | 1870 |
| Chicago | 530,000 | 59.4 | 24.9 | 14.1 | 1.6 | 1889 |
| Philadelphia | 258,000 | 62.2 | 31.8 | 5.5 | .5 | 2148 |
| Dade County | 240,248 | 28.0 | 41.5 | 30.0 | .5 | 1520 |
| Detroit | 236,657 | 79.0 | 19.0 | 2.0 | - | - |
| Hawaii | 174,388 | 1.1 | 20.5 | 6.2 | 72.2 | - |
| Dallas | 137,598 | 47.0 | 38.0 | 14.0 | 1.0 | 1260 |
| Cleveland | 123,953 | 58.5 | 37.8 | 3.0 | .7 | 1299 |
| San Diego | 115,477 | 14.5 | 66.0 | 14.0 | 5.5 | 1578 |
| Milwaukee | 109,500 | 37.9 | 55.2 | 4.5 | 1.2 | 1880 |
| New Orleans | 93,209 | 80.0 | 16.5 | 2.0 | 1.0 | 1021 |
| Saint Louis | 84,003 | 71.8 | 27.9 | .3 | - | - |
| Atlanta | 82,884 | 83.3 | 11.2 | .3 | .2 | 1243 |
| Indianapolis | 82,002 | 44.0 | 55.0 | .5 | .5 | - |
| Nashville | 78,240 | 30.0 | 69.0 | .08 | .92 | 1310 |
| Denver | 72,775 | 20.6 | 48.5 | 28.8 | 2.1 | 2472 |
| Fort Worth | 69,364 | 34.6 | 51.0 | 13.8 | .6 | - |
| San Francisco | 68,943 | 28.7 | 22.0 | 17.0 | 32.3 | 1923 |
| San Antonio | 65,393 | 16.1 | 14.8 | 69.1 | - | - |
| El Paso | 62,882 | 3.0 | 34.0 | 62.0 | 1.0 | - |
| Portland | 60,334 | 12.3 | 86.2 | 1.2 | .3 | 1725 |
| Toledo | 55,456 | 29.9 | 66.0 | 3.7 | .4 | 1232 |
| Oakland | 54,768 | 67.4 | 16.4 | 7.9 | 8.3 | 1791 |
| Buffalo | 54,722 | 44.5 | 50.4 | 3.6 | 1.5 | 1800 |
| Kansas City, Mo. | 50,947 | 60.8 | 35.5 | 3.6 | .1 | - |
| Minneapolis | **50,468 | 12.5 | 80.9 | 1.0 | 5.6 | 1695 |
| Norfolk | 48,153 | 52.0 | 44.0 | .5 | 3.5 | 1074 |
| Pittsburgh | - | 45.4 | 54.2 | .1 | .3 | - |
| San Jose | - | 2.0 | 71.0 | 25.0 | 2.0 | - |

SUMMARY

Range of Enrollments - 48,153 (Norfolk) to 1,099,004 (New York)
Range of Per-Student Cost - $1,021 - $2,472
Number of Districts with:

| | |
|---|---|
| White Majorities or Pluralities | 14 |
| Black Majorities or Pluralities | 12 |
| Hispanic Majorities or Pluralities | 2 |
| Other Majorities or Pluralities | 2 |

* Data provided by the Council of the Great City Schools
** Based on 1974 Data

"any other unusually successful programs directed toward populations which have not been served well in the past by traditional schools". As shown by Table 2, the thirty cities reported a total of 599 successful programs. Of the programs reported 112 were in the category of Action-Learning, with 83 representing "on-the-job learning provided by business and industrial organizations"; and 29 representing "voluntary services and community related experiences". Of the 145 successful programs reported under Basic Skills, 67 were in the field of reading; 47, in mathematics; and 31, in other basic skills. The 136 successful programs reported under Cultural Pluralism included 63 under the general heading of Bilingual or Multicultural Education; 39, designed to "eliminate cultural or racial biases"; and 36, directed toward the promotion of "intercultural understanding and cooperation". Of 143 programs reported under the general label of School/Community Interaction, 53 were categorized as providing "valuable learning experiences through community agencies and resources"; 51 programs described ways in which community organizations and individuals "are sharing in educational planning and decision making"; and 39 described organizations or programs "designed to ensure citizen understanding and utilization of educational programs and processes". The 63 other successful programs reported were of a wide variety, although the largest number dealt with education for the handicapped.

Table 1 shows the racial or ethnic characteristics of the populations served by, or involved in, the successful programs reported in the four areas. It may be of some interest to note that while Black students are a majority of those reported in action-learning programs, the white

TABLE 2

DISTRIBUTION OF REPORTED PROGRAMS BY AREA

| | | |
|---|---|---|
| Action-Learning | | 112 |
| | On-The-Job Training by Business and Industry | 83 |
| | Community Services | 29 |
| Basic Skills | | 145 |
| | Reading | 67 |
| | Math | 47 |
| | Other Skills | 31 |
| Cultural Pluralism | | 136 |
| | Bilingual and Multicultural | 63 |
| | Elimination of Bias | 39 |
| | Intercultural Interaction | 34 |
| School/Community Interaction | | 143 |
| | Community-Based Experiences | 53 |
| | Shared Planning | 51 |
| | Communication Network | 39 |
| Other Successful Programs | | 63 |
| Total Programs Reported | | 599 |

TABLE 3

PERCENTAGE OF REPORTED PROGRAMS BY AREA AND ETHNICITY

| Program Area | Black % | White % | Hispanic % | Other % |
|---|---|---|---|---|
| Action-Learning | 53.3 | 31.9 | 12.5 | 2.3 |
| Basic Skills | 42.3 | 41.7 | 15.1 | .9 |
| Cultural Pluralism | 18.5 | 31.7 | 44.0 | 5.8 |
| School/Community Interaction | 21.1 | 50.6 | 24.9 | 3.4 |

TABLE 4

PERCENTAGE OF REPORTED PROGRAMS BY AREA AND SOURCE OF FUNDING

| Program Area | Federal % | Federal and Others % | Non-Federal* % |
|---|---|---|---|
| Action-Learning | 34.0 | 14.0 | 52.0 |
| Basic Skills | 55.0 | 15.5 | 29.5 |
| Cultural Pluralism | 39.0 | 33.3 | 27.7 |
| School/Community Interactions | 40.1 | 5.3 | 54.6 |

*or not identified as Federal

population is much more heavily involved in school/community interaction. While this is not surprising, it may call for some reexamination of strategies and emphases. The heavy involvement of Hispanic population in programs under the heading of Cultural Pluralism is explained by the large number of bilingual or transitional programs in Spanish.

Table 4 shows the percentage of programs in each area by source of funding. It may be noted that a large proportion of the programs reported as most successful are funded in whole or in part by federal funds. This is true of over 70 per cent of the successful programs reported under Cultural Pluralism; more than 60 per cent of the Basic Skills' programs; and nearly half of those reported under Action-Learning. It is probable that the federal support is even greater than is represented by the tables as some districts apparently identified as state funds some federal funds in distributive education and other programs which flow through state education agencies. It must be borne in mind, however, that the areas in which districts were asked to report their successful programs are precisely those aspects of education for which federal funds are provided. The picture would have been quite different if the request had included programs in the arts and sciences or other aspects of education for which the preponderance of support is provided by state and local agencies.

## ON-SITE STUDIES

The major activity of the pilot year was a series of site visits to cities selected from those expressing a desire to participate in the Studies. In making the selection consideration was given to geographic distribution

and to a range of demographic and other characteristics. Some of the cities originally selected for site visits had to be replaced because of desegregation orders or other special situations which made on-site studies untimely. Cities in the final selection were Atlanta, Dallas, Milwaukee, Oakland, and Toledo. Between September and December 1977 site visits were made to the public school systems in each of these cities.

Each participating district contributed the services of two or more administrators for participation in site visits to each of three other districts. Travel arrangements were made by the Studies' staff and expenses defrayed from Studies' funds. The Dallas district contributed additional site visitors at its own expense. Three or more professors from urban universities adjacent to the host district were added to each site-visit team; and four graduate students or substitute teachers were recruited to interview students in the programs under study. The Studies' director and research associates participated in all five studies so that each visit team numbered from eighteen to twenty. Teams of three or four site visitors accepted responsibility for examination of the nominated programs in each of the areas under study. After reading the available descriptive and evaluative reports, the teams were briefed by the administrators in charge of the several programs. Subsequently, the teams spent three or more days observing students in school and out-of-school activities. In every case, observation was followed by close questioning of students, as well as of program directors and teachers.

Interviews with Students

During the same period, structured interviews were conducted with approximately 1500 middle school and high school students who were enrolled in the programs rated successful by the five cities. Students were asked to describe what they liked best and what they liked least about the programs in which they were enrolled. They were also asked why they happened to choose a particular option. An overwhelming majority of the students in these innovative programs expressed enthusiasm or high satisfaction with their experiences. The reasons given for satisfaction related in most cases to enlarged opportunities for learning or for pursuing activities and career aspirations. For example, more than 60 per cent of those in action-learning programs, and over 50 per cent in both basic skills and multicultural programs gave the nature of learning experiences or the amount of learning as reasons for their preferences for the innovative programs. An overwhelming majority of those enrolled in alternative programs which they had chosen on the basis of interest and career plans said they were happy with the choices made.

Among the students in one magnet high school, for example, the ratio of "satisfied" to "dissatisfied" was 21:1. Typical comments regarding the reasons for their satisfaction were:

more advantages and opportunities

atmosphere where I can explore

more fun than home school

you put yourself into your work more

great opportunity / causes me to try harder

learning a lot - not boring

Comments on the Site Visits

So far as can be learned all of those who were involved in the site visits have found them stimulating and instructive. Characteristic comments from reports by members of site-visit teams are given below:

> I have gained a deeper understanding of Urban Education in general and have grown professionally because of many experiences within the schools and interaction with you, your staff and fellow team members.
>
> It was a very interesting and eye-opening trip for me personally; I learned quite a bit and was grateful for the opportunity to share ideas and interact with the staff members of the Milwaukee Public schools.
>
> Thank you very much for the opportunity to participate in the site study of Dallas ISD. My five days of investigation has restored my belief that significant changes can be accomplished in large urban school districts. I certainly hope the final report of the entire urban education studies will convey the same belief to others across the country.
>
> As a result of this site visit, I believe more strongly in the concept of community participation and keeping the community informed about their schools. There is a need for programs that are well-thought-out with specific objectives.
>
> It seems obvious that a school system cannot move ahead of the rest of the community or take on the leadership role so desired by social reformers. It is a part - not apart from - the community in which it exists. Its teachers, administrators, and students reflect the whole spectrum of values held by that community. The powerless are not represented and it will take the federal government to force change.
>
> This site visit has given new insights as to how education in our cities can be more effective. I certainly plan to work toward implementing on an extended basis of a program for providing tutoring in the home. The program we have is too narrow in scope.
>
> This site visit has been truly an invaluable experience for me.
>
> New insights from this study: First, incentives and options appear

to be an excellent way of breaking down ossified programs and administrative customs. Second, such programs demand more administrative and political decentralization than characterizes most urban systems. Program innovation is inseparable from governance reform. Third, desegregation can be used as a watershed device for generating reforms in many aspects of school operations.

The time was well spent and worthwhile. I have been able to identify successful and promising programs which will help the Toledo School System in its efforts to provide quality education for its pupils.

This visit has proven to me that there is hope for the cities... This site visit has not only broadened my knowledge of urban education but has also led me to have an optimistic view of the future of large cities.

Administrators of the districts likewise expressed their satisfaction with the Studies. Excerpts from their letters follow:

Frank Dick, Superintendent of Schools, Toledo Public Schools:

I deem your visit to our school system an extremely worthwhile venture since you have identified effective practices and programs in operation here.

The effects of your visit are already becoming apparent in that the interaction between your study team and our staff members has stimulated our thinking. Probing questions by your team members have caused us to look at program aspects from another point of view. The commentary during the visit aided our personnel to better focus in on our strengths and some of our weaknesses.

David A. Bennett, Deputy Superintendent, Milwaukee Public Schools:

Thank you again for choosing Milwaukee as a site visit for the Urban Studies Project. We benefited greatly from the site team's visitation and comments. As a direct result of your visit, members of the Superintendent's Cabinet have vowed to visit schools much more frequently and renew our acquaintance with these special programs.

Alonzo A. Crim, Superintendent, Atlanta Public Schools:

Atlanta Board of Education members and staff who had opportunity of working with you and members of the Visiting Committee have all expressed their gratitude for the assistance given by you

and the committee in looking at programs and identifying areas for change and reinforcement.

We appreciate your kind words on programs which we are conducting well. We were most attentive, however, to those areas where you felt we could improve. You can be assured that we shall react promptly to your suggestions.

Nolan Estes, General Superintendent, Dallas Independent School District:

Each member of the staff who had the opportunity to work with you and members of the visiting Urban Education Studies Team, has expressed gratitude for the assistance and insight of this high minded group of educators. The overview of programs identifying areas for change and reinforcement, and the unusual insight into the problems of an urban community have given us much food for thought...Many areas to which you alluded have had corrective measures set into motion...I know of no effort which has yielded greater benefits to urban education than the work of your Visiting Teams.

Lee R. McMurrin, Superintendent, Milwaukee Public Schools:

Last fall when you contacted me about the possibility of becoming involved in the Urban Education Studies Project of the Council of the Great City Schools I felt that this activity had a great deal of promise and wanted to have the Milwaukee Public Schools involved in the pilot stages of the program. Since that time we have served as the host district for a one-week site visitation, and have involved members of our staff in similar project activities in Toledo, Atlanta, and Oakland. From my personal involvement with the process in Milwaukee, and the input I have received from Dr. Bennett, Dr. Rumpf, and other members of my staff, I would conclude that my initial enthusiasm was fully justified.

Many positive things are happening in urban school districts across the United States. The visitation process involved in the Urban Education Studies Project enables school districts to "showcase" those organizational patterns, teacher/learning strategies, and locally developed instructional materials which merit recognition and possible adoption by other school systems. A by-product of the visitation process is the salutary effect it has on our personnel who all too often feel that they are the "forgotten front line troops." Because of this project they have the opportunity to share successes and aspirations, and to confer about problems with "outside" experts from their own area of specialization. Professionals who served on the visitation teams feel strongly that this opportunity contributes significantly to their professional growth. Finally, this type of activity can help administrators and school boards to gain objective insights into selected programs and/or personnel.

Ruth Love, Superintendent, Oakland Unified School District:

> We are pleased to have participated in the Urban Education Studies; and we were pleased to hear the complimentary comments on our instructional program. We were impressed with the quality of the visiting group and have taken each of their suggestions for improvement and incorporated these suggestions into our Operating Plan for the spring semester.

Brief Characterizations of the Five Districts

Brief comments are given below on certain characteristics of each of the districts visited. These comments are intended only to highlight features or recent developments which bear some relationship to the programs examined by the site visitors. No attempt has been made either to provide a comprehensive description or to make the several treatments parallel.

Atlanta Public Schools. Atlanta is a city that is recognized as an outstanding Southern center of liberal thought and culture. It has a population of approximately 450,000. At the time of the site visit in early November 1977 the Atlanta Public Schools enrolled some 80,000 students of whom nearly 90 per cent were Black and most of the remainder white. The Atlanta Public Schools have a racially integrated staff serving under the leadership of Alonzo A. Crim, a Black Educator with a Harvard doctorate, who has gained considerable national recognition. The implementation of court ordered desegregation has been difficult to achieve because of white flight from the District. Moreover, the Atlanta Public Schools are just beginning to recover from large budgetary cuts made during a period of financial crisis.

Atlanta has developed a career education program, grades K-12, which

provides a continuum of awareness, exploration, and preparation. It also has developed numerous alternative programs under such titles as Project Propinquity, Schools Without Walls, and other innovative programs which supplement older vocational programs and the Atlanta Area Technical School. The Atlanta Public Schools also draw on numerous community resources, including an Arts and Humanities Center which is located in the Atlanta Memorial Art Center; planetaria located in three high schools, and serving students at all grade levels; the Ragsdale Science Room which assists in planning and scheduling visits to the Grant Park Zoo; and Educational Telecommunications, which provide in-school educational television for Atlanta and Fulton County public schools through WETV and WABE-FM.

In recent years, Atlanta, with the support of its mayor and business leaders, has designed and built magnificent convention facilities and new hotels and has revitalized a considerable part of the central city. It continues to be a mecca for tourists and conventions and provides excellent museums and programs in the performing arts. There is reason to hope that the improvements being made in Atlanta schools and its outstanding cultural advantages will result in a reversal of white flight; and several steps are being taken to this end.

Dallas Independent School District. Dallas is a "Sunbelt" city of some 900,000 and is part of a metroplex numbering approximately two million, which includes the cities of Fort Worth, Arlington, and other metropolitan areas. In 1976, the Dallas Public Schools enrolled nearly 140,000, of which approximately 47 per cent were Black, 14 per cent Mexican Americans, and

38 per cent white. The elementary schools are organized on K-3 and 4-6 plans, although some buildings contain K-6; the middle schools serve grades 7-8; and the senior high schools, grades 9-12.

The District has been under court-ordered desegregation for over twenty years. A decision of the District Court in 1971 placed a "hold" on school construction and changes in school attendance areas. This decision was appealed to the Fifth Circuit Court, which held it in obeyance until 1975 when it remanded the case to the District Court with instructions to implement a plan that "would effectively desegregate the school system". After extensive hearings, the United States District Court for the Northern District of Texas entered an order "adopting the concepts embodied in the desegregation plan of the Educational Task Force of the Dallas Alliance" (a tri-ethnic group). The order provided for desegregation of grades 4-8 within four sub-districts, but left the sub-district of East Oak Cliff with approximately 98 per cent Black enrollment and the small sub-district of Seagoville with a predominantly white enrollment. For the desegregation of secondary schools, the Court Order placed heavy reliance on the creation of magnet schools in the central city.

Nolan Estes, who gave up an associate commissionership in the U. S. Office of Education to become Superintendent of the Dallas District in 1969, has provided leadership for many developments including a remarkable mobilization of business and community leaders and organizations to support the desegregation order and improve the quality of education for all students. The District has pioneered in the application of research and

development concepts to education and has become known both nationally and internationally as a leader in career education. Under Dr. Estes' leadership, Dallas has also become known for its magnet high schools and the options provided through middle school academies, 4-6 vanguards, and early childhood centers.

Milwaukee Public Schools. The Milwaukee Public Schools serve the greater Milwaukee area which has had a tradition of strong support for the public schools. The system enrolls approximately 110,000 students, at a per capita cost of more than $1800. Under the leadership of Superintendent Lee R. McMurrin, the Board of School Directors in 1975 adopted a statement on education and human rights and set up ten management goals, with a goal coordinator for each. Progress is being made in the improvement of attendance, in career education opportunities, and in placement of graduates, as well as in the goals related to human relations, recreation, and exceptional education. Progress is also evident in planning, budgetary processes, and staff development.

In January 1976, the Federal Court in the Eastern District of Wisconsin ruled that Milwaukee schools were unlawfully segregated. In response to this order, the school district moved with such vigor that by the time of the site visit in late October 1977, enrollments in two-thirds of Milwaukee's schools approximated the racial distribution in the total school population. For purposes of desegregation, the Board approved a community involvement structure which became known as the "Committee of 100", a body elected through meetings in each local school. Probably no city in the country has achieved greater success than Milwaukee in moving toward

racially integrated schools (defined by the District Court as 25-45 per cent Black).

The Supreme Court, on June 29, 1977, vacated the judgment of the Circuit Court and remanded it back for reconsideration. In turn, the Circuit Court on September 1, 1977 remanded the entire case to the District Court, which determined that additional testimony should be received -- and in effect left the school system to its own resources for planning further desegregation for 1978-79. The Milwaukee approach depends heavily on voluntary choice and the offering of attractive options to encourage desegregation. This approach appears to be working well; and receives continuing impetus from an independent group, known as "The Coalition for Peaceful Schools" which is working with organizations of many kinds to further the objectives of desegregation and quality education for all.

The city of Milwaukee offers excellent museums and other cultural resources to which the schools are relating in an increasingly effective manner. Milwaukee elementary schools offer city-wide options in a teacher-pupil learning center, a Montessori school, a program for gifted and talented, a creative arts school, and a second language proficiency school. Three city-wide options are offered junior and middle school students; and an expanded "High Schools Unlimited" program provides numerous career specialties in ten racially-balanced high schools and eight downtown Satellite Centers.

Oakland Public Schools. The Oakland Unified School District serves some 55,000 elementary and secondary students in 90 schools. There are 600

preschool students while 50,000 adults participate in adult education programs each year. In addition, the District is responsible for 24 Children's Centers which provide a daycare education service for children of working parents. As of March 1977, approximately 67.4 per cent of Oakland students were Black; 16.4 per cent were white; 7.9 per cent were Hispanic; 7.5 per cent were Asians; and .8 per cent were Native Americans or Alaskan natives. The District has approximately 3,200 full-time certified employees and 1,244 full-time classified employees.

California school districts are state agencies controlled by the State Education Code. Recent legislative decisions have provided collective bargaining for teachers (SB 160); reform of school financing (AB 65); and improvements in teacher evaluation procedures, staff development, bilingual education; and a master plan mechanism for special education. Dr. Ruth B. Love became Superintendent of Schools in Oakland in 1976 after a two-year interval under an acting superintendent following the assassination of previous Superintendent Marcus Foster. Dr. Love is a nationally known Black educator who served as Director of USOE's Right-to-Read Program before accepting the Oakland post.

The District, which had been previously been operating through three Area Offices with a high degree of autonomy for each school, reorganized in 1976-77 to reduce the Area Offices to two and to create a Division of Learning with responsibility for improving performance in reading and math and other studies. Learning standards have been established for each grade level; and each school has its own Instructional Strategy Council and plan of operation. The use of volunteers is being increased and

emphasis is placed on the use of community resources. Other features of the Oakland Public Schools include Speciality Schools to serve as demonstration and training centers for both students and staff; an Artists-and Scholars-in-Residence program for student motivation and enrichment; and initiation of a three-year contract with parents, staff, and students for the improvement of student performance. Oakland's Department of Research and Evaluation and the California Assessment Program are providing evaluation through test results and otherwise.

~~Toledo~~ Public Schools. In 1975-76, the Toledo Public Schools, under the leadership of Superintendent Frank Dick served more than 55,000 students, of which approximately 30 per cent were Black, 66 per cent white, and 4 per cent mostly Hispanic. Numerous program changes and capital improvements were made. In 1976-77 six new Skill Centers -- open to students throughout the city -- started operations and a new building at Nathan Hale School was dedicated as a community center.

A "Master Schedule Plan" was adopted for the 1976-77 school year to enable students to travel to the Skill Centers which offer their choice of career options, while retaining membership in the home school. This plan facilitates a greater mix of students from different backgrounds. In addition to the six high school Skill Centers, an Aviation Center was opened near Toledo Express Airport and an Agriculture Center adjacent to Crosby Park.

In spite of notable progress in several directions, events seemed to have set the stage for discouragement on the part of school personnel and others interested in the future of education and of the cities. School

closings (ordered because of lack of funds) forced the rescheduling of the site visit. Four attempts to raise the tax levy to provide more nearly adequate funding had failed; the teacher organization and the school administration had not succeeded in uniting their efforts in support of financing or needed reforms; the Superintendent of Schools had offered his resignation in order to remove himself as a possible object of controversy; public opinion seemed divided and highly critical of the schools; and there was evidence of communication breakdowns within the school system as well as between the schools and the public. Toledo, thus presented a bleak picture, but, as the site visit showed, one which was relieved by many shining examples of effective education.

## EXAMPLES OF SUCCESSFUL PROGRAMS

In this section a few of the programs examined in the five cities are described briefly in order to illustrate progress toward more effective education and some of the ingredients of success. The programs described are among those with features which the site visitors believe have potential for meeting the diverse needs of those growing up in our cities; but the listing does not indicate any order of priority or imply any superiority over many other excellent programs which are not described.

### New Educational Alternatives

No development in education in recent years has attracted more attention than the development of schools, and programs within schools, which offer significant alternatives to traditional schooling. Among the promising

alternatives observed during our site visits were the Far West High School and the Regional occupations Centers in Oakland; the Alternative Programs in Atlanta; the Skills Centers and the Pre-Employment Preparation Program in Toledo; the six Magnet High Schools and the Skyline Career Development Center in Dallas; and the Milwaukee Speciality Programs attached to senior high schools.

One characteristic common to these programs is the emphasis on action-learning or involvement in firsthand experiences in places of employment, the performing arts, or other situations where special skills can be developed along with a deepened sense of responsibility for the effects of one's behaviors on others and on the achievement of goals. Another common characteristic of these programs is that students get firsthand acquaintance with the values and behaviors which operate in different occupations. These cooperative programs involve business, industrial, and a wide range of other community organizations, including the health professions, social services, and the arts.

The Dallas Independent School District pioneered in career education by the development of its Skyline Career Development Center in the early '70s and by the recent addition of magnet high schools in the Arts, Business and Management, Health Professions, Transportation, Human Services, and Public Services and Law. All of the career programs in Dallas (including the twenty-some clusters at Skyline, the clusters at the magnet high schools, and the clusters which have been established in several comprehensive high schools) are organized in groups or clusters which offer preparation for a range of occupations, some of

which require extensive post-secondary education and others of which permit immediate job entry upon high school graduation.

The Far West High School in Oakland offers a program of planned learning activities at a variety of community resource sites. The experiences are designed to blend progress in academic subjects, career awareness, and basic and social skills. Another set of alternatives is offered through the Regional Occupations Centers which serve Oakland and neighboring districts. These Centers were developed under California legislation which made it possible for multiple districts to enter into agreement for the establishment of career training programs supported in part by supplemental regional taxation. The programs range from Banking Occupations and Auto Insurance to Color Photography and Respiratory Therapy.

The alternative programs in Atlanta include Project Propinquity, Schools Without Walls, and other ingenious departures from traditional progr[illegible] The Atlanta and Fulton County Schools, in cooperation with the Vocational Division of the State Department of Education, also operate a large modern vocational-technical school, which is designed to accommodate 2500 students. Milwaukee offers a wide range of options which include Specialty Programs attached to senior high schools; and Toledo has a variety of alternatives to traditional programs, including the Skill Centers previously mentioned and other options described elsewhere in this report.

One of the action-learning programs in Toledo serves as a "rescue mission" for youth who have enjoyed little previous sense of achievement in school

or in life. The program, known as PEP for pre-employment preparation, accepts dropouts and delinquents either by referral from the schools or application from students and parents. The leadership of the program is characterized by an unflagging faith in the undeveloped potential of students, even when their behaviors seem to suggest they are unredeemable. The ingenuity and endless patience of the program leader and the staff are buttressed by the confidence and support of the central administration, and by many community agencies whose assistance has been enlisted. The program is funded through a combination of federal, state, and local resources. One striking characteristic of PEP is the way in which the experiences are adapted to student needs and interests, so that the student is always the center and the starting point for curriculum, counseling and instruction. As the title of the program suggests, the program operates to help young people, (many of whom have been in trouble with the law as well as with school authorities) to develop skills for learning and productive work, together with attitudes of responsibility and cooperation. Through a variety of imaginatively contrived experiences, most students develop to the point where they may be returned to their home schools, placed in internships or on-the-job training, or recommended for full-time employment or additional training opportunities. From conversations with many of the students, it was apparent that they are acquiring a new sense of worth and beginning to believe that they can make good lives for themselves.

Another type of action-learning program is represented by the Jefferson Skills Center. The Toledo Public Schools purchased the old Central Post

Office -- a beautiful historic landmark -- for $1 and, with the aid of rehabilitation funds, transferred it into a magnificently equipped facility for the development of employable skills. The program leadership recruited skilled craftsmen, mechanics, marketing personnel, and other skilled instructors from business and industry. It also established cooperative relationships with a number of business and industrial organizations in order to supplement the training provided in the Center, to facilitate job placement, and to break down the barriers between schools and work places. Conversations with instructors and students and the records of achievement and employment indicate that this program is achieving a high degree of success. At present the Center is not fully utilized; and this is true also of other Skills Centers in Toledo. Toledo school administrators are conscious of the need to improve student perceptions of the experiences provided by the centers through counseling, better communication and otherwise.

The Arts in Education

Several of the cities visited are offering optional programs in the creative and performing arts for students with strong interests and aptitudes for dance, drama, music, and other expressive arts. Developments in Milwaukee and Dallas will be cited as examples of new emphasis on the place of the arts in elementary and secondary education. In 1970 music programs known as Success Through Strings (STS) and Learning Through Piano (LTP) were introduced in the Dunbar Elementary School which had the lowest average family income in the city. These music programs, and programs in other areas, were developed in the Dunbar Community Learning

Center, which was one of the earliest attempts to employ systematic research and development strategies for curriculum development in urban districts. These programs operate on the assumption that important achievements can be put within reach of every child, and that development of the child's potential requires the combined efforts of home and school. One requirement for admission to STS (a modification of the Suzuki violin method) is the participation of a parent. Two notable results have followed: First, the achievements in music have received national recognition through invitations in two successive years to perform at the Music Educators National Conference; and second, academic achievement of the students involved in these programs has increased dramatically, and a majority of them have advanced from two years or more below grade level to grade level or above.

In the fall of 1977, the Elm Creative Arts Elementary School began operations in Milwaukee. This school, with students in K-5, is housed in a beautifully restored one-hundred year old building with high ceilings and wide-board flooring. The building has been enhanced by new paint with colorful stripings on the exterior and by murals representing Olympic themes on the stairs, in the gymnasium, and on other suitable wall space. There is a resident artist who is an accomplished woodcarver, producing African masks and other symbolic sculptures. There is also a well qualified dance teacher; and the efforts of these resident artists are supplemented by visiting artists from the community. The concept of "children as artists as well as pupils" proved so attractive to Milwaukee parents that applications

poured in from all parts of the city. The result was enrollment of 56 per cent white students in this school which formerly enrolled few non-Black students. Observation in this school, and talks with students and teachers, indicate that reading, math, and other skills, far from being neglected, are being pursued with a zest carried over from creative activities. All students manifested a good feeling about themselves and enthusiasm for the program.

The Dallas Independent School District gave creative experiences in expressive and performing arts a high priority in establishing magnet high schools in the inner-city, with the dual purpose of promoting racial/ethnic integration and high quality education. A distinguished theater director and scholar was persuaded to become director of the Arts Magnet High School, located in the old Booker T. Washington High School. This Arts Magnet, now in its second year of operation, enrolls 701 students, of which 50.4 per cent are Black, 41.5 per cent white, 6.6 per cent Mexican Americans, and 1.6 per cent other. Both resident and visiting artists serve as members of the staff. Of the fifty full-time instructors, thirty-three teach in the four clusters of dance, drama, music, and visual arts, and seventeen in the academic subjects. The full-time staff is supplemented by the part-time services of forty-five professionals in the arts.

Admission was open to all who were interested in combining experience in the arts with other aspects of learning; and all parts of the city are represented in the enrollment. There has not been sufficient time to determine the effects of the new experiences on academic achievement,

but there are a number of encouraging signs. Evaluation is built into the design, development, and implementation of the programs, and an assistant evaluator from the Research and Evaluation Department is assigned full-time for this purpose. Evaluative data are receiving careful study and being used for modification of programs and procedures.

Developments in the Basic Skills

Among the characteristics common to the more successful programs in the basic skills is the active involvement of parents in instruction. The Parent Partners program in Toledo involves training parents for tutoring and employing them as paid professionals. Many of the parents do their tutoring in the home of the student, and the parent of the student is required to be present during the session. The partners appear to have high morale and enthusiasm for this activity. This program not only offers a well-managed and well-coordinated tutoring effort, but it also provides a good community interaction network. Parents are dedicated to the program and children are profiting. It is an excellent program with many spin-offs such as: motivation for students and parents and improvement of home situations.

Through its program of Parents as Partners in reading, mathematics, and other subjects, Dallas is seeking to have parents monitor instruction and work with teachers in creating favorable environments for learning. The concept of partnership is promoted through parent conferences during which the specific strengths and weaknesses of the child are discussed, and suggestions made for ways in which a parent can improve the child's

attitude or otherwise encourage reading.

All of the districts visited are taking effective steps to ensure that students receive good instruction in the basic skills. One of the approaches which is beginning to produce results is the installation of management systems which operate (1) to direct instruction toward clearly stated objectives and (2) to monitor progress in achieving the objectives. Such systems are in various stages of development in a majority of the cities studied. In the Atlanta Public Schools, the Elementary Curriculum Development program incorporates a management-by-objectives format, provisions for staff participation and training, and the use of a leadership team in each school. The Dallas Independent School District has been working for three years in developing a "baseline curriculum" with specific mastery objectives at each grade level and suggested activities for achieving the objectives. In kindergarten through third grades, there is also a well-designed Early Childhood Education System which reinforces the "baseline curriculum". The Milwaukee Public Schools use a continuum of Reading Skills to coordinate all reading programs and similar devices for maintaining progress in mathematics and other skills.

Bilingual and Multicultural Education

In order to recognize the cultural diversity in American society and to remove racial and ethnic biases from the school curriculum and instruction, all of the school districts visited have introduced programs in bilingual and/or multicultural education. The U. S. Supreme Court ruling on

on Lau (1974) requires a school district with non-English speaking students to provide language instruction in the child's native language. This decision has resulted in most schools instituting transitional type bilingual programs. Dallas has developed a transitional program in Spanish for its students from Spanish-speaking homes and multi-media packets of materials for multicultural social education in grades K-6. A combination of district, state and federal funds allows Dallas to provide bilingual education in thirty-two schools, K-6, and bilingual teacher aides in twenty-seven Title I schools. In addition, supplementary computer-assisted instruction and parent awareness programs are being implemented.

Milwaukee has a multi-ethnic social studies program which includes a seventh-grade course emphasizing cultural pluralism and human relations, a bilingual social studies program, Afro studies, and a new multi-ethnic approach to U. S. history. The program is implemented in grades K-12. It was initiated with federal funds but is now funded largely by local funds. Dallas has implemented a Multicultural Social Studies Program in all Title I schools. The project consists of a set of instructional materials specially selected from the social sciences disciplines which provide a conceptual structure through which children of all ethnic backgrounds can relate, reason, and understand. In addition, the program provides four staff members to serve 1216 teachers and 34,900 students.

Various programs which were classified as Cultural Pluralistic were directed at overcoming discrimination and racial conflict. The Toledo

and Atlanta schools have established outdoor camp programs serving 1700 and 850 students respectively. The objectives include the reduction of racial and cultural biases through the interaction of all races in outdoor camping environments. Sixth-grade children are transported to camps where they live, study, and work together on environmental projects. The activities include recreational activities, human relations projects, and exercises in self concepts. Surveys of attitudes indicate that ethnic and racial barriers are being removed.

The Oakland schools have entered into a partnership with the Oakland Museum to utilize the museum's rich resources in the study of the California cultural evolution. The museum provides an example of the intersection of the social and natural sciences in tracing the development of the various cultures and their influence on present California cultures. Students are given pre-visit instruction by a teacher, provided by the district, who works full-time in the museum. This is then followed by four days of activities on the museum site.

In the last two decades political and other factors have operated to replace the "melting pot" concept with the concept of cultural diversity; and court decisions and civil rights legislation have pushed the schools toward equalizing opportunities through bilingual and bicultural or multicultural instruction. Federal aid through the Elementary and Secondary Education Act and the Emergency School Assistance Act has given added impetus to these developments. The numbers enrolled in bilingual and multicultural programs have increased dramatically; but the effectiveness

of such intruction appears to depend upon strong administrative and community support with continuing attention to curriculum development and to the selection and training of teachers. The literature on cultural pluralism, multicultural education, and bilingual education reveals wide differences of opinions regarding the objectives, content, and modes of instruction; and these differences sometimes operate to reduce program effectiveness. The UES site-visit teams gave high ratings to several multicultural and bilingual programs, which were observed in the five cities studied; but concluded that few of even the best designed programs are fully implemented. To realize the high potential which was perceived in several programs in the five cities, attention should be given to the clarification of program goals and objectives and to program implementation and renewal through continuous staff and curriculum development.

Staff and Curriculum Development

Among the factors which undoubtedly contribute to the success of programs in all areas are provisions for staff involvement and development. Participation of program directors and teachers in planning and curriculum development tends to generate acceptance, understanding, and enthusiasm for programs. Moreover, teacher training keyed to the questions raised and the problems encountered by staff members is more likely to prove effective than training programs imposed from above. Oakland's Teacher Shelter operates on this principle and moves toward effective staff/curriculum development through assistance as requested by teachers. The Shelter began operations in August 1974 with a small staff from the Teacher Active

Learning Center (established at San Francisco in 1970 on the model of the British Teacher Centers to serve teachers in the Bay area). Individual teachers come to the Shelter to raise questions or problems regarding materials, techniques of instruction, or any other aspect of curriculum on which they need information or other forms of help. An individual or group of teachers may use the Shelter to develop an apparatus for use in classrooms or to learn how to use calculators, Cuisenaire rods, electromagnetic kits, or other apparatus. The Shelter responds as fully as possible to the request of individual teachers and helps to plan workshops and other group activities. The UES team was impressed by the work of the Shelter and recommended that efforts be made to encourage greater teacher participation.

The Atlanta Public Schools is reinforcing provisions for staff development through a Center for Reading Services which is supported from the local general funds budget. Teachers on a school staff basis, are cycled into the Center for one week of released time for in-service training. During this period, teachers' needs are assessed, and individualized programs designed to improve teaching strategies in reading are developed. The visiting team viewed the Center as an extremely significant effort for in-depth staff development and recommended that the services of the Center be made available to a larger number of teachers.

Use of Community Resources

The site visits revealed many outstanding examples of how museum and other community resources are being used to supplement school experiences. The Oakland Unified School District has developed particularly close

relationships with the Chabot Science Center and Observatory and with the California Museum. The latter graphically depicts California's natural resources, cultural history, and the migration of peoples. One unusual feature in Oakland is the way in which school personnel works with the staffs of the Center and the Museum to provide in-depth experiences at appropriate stages of development for all Oakland students (and many from surrounding districts). In Milwaukee, a new Arts Center offers a rich variety of resources which are being used to good effect to increase motivation for all kinds of adventures in learning.

In Dallas, part of the impetus for a changed and more involved role of the business community came as a result of the Court order for desegregation. The Chamber of Commerce assumed a leadership role "to mobilize resources, people, time, and money to accomplish peaceful and smooth implementation of this very significant decree". Hundreds of business men and women were involved and coordinated by the Dallas Chamber of Commerce and the Dallas Citizens Council. Because of the support of business and the community, and the leadership of school officials, the Dallas desegregation plan was implemented without the violence and hostility found in many other communities. Moreover, more than two hundred business and religious organizations have "adopted" schools and more than 6000 community volunteers are giving substantial assistance to the schools.

A unique feature in Atlanta is its Division of Student [illegible] nity

Services. The division was originally created by the Court Order desegregating the schools in 1973. Since that time it has expanded to include not only the more traditional public and community relations but also personnel services, social and psychological, and all services for the handicapped and special education. Furthermore, by providing a "hot line", it attempts to serve as an ombudsman for the community seeking answers to any and all questions. The Division is headed by a former social worker with a doctorate in educational administration.

In Atlanta, a group of white middle and upper class parents have organized the Northside Parents organization with the purpose of persuading white parents to return their children to the public schools. While the movement is still small, close to 500 students are believed to have returned. More than 1,000 parents attended an exhibition in 1976, and close to 2,000 in 1977, to hear about the schools.

## ENCOURAGING DEVELOPMENTS

A review of the successful programs described by the thirty districts and the follow-up site visits in five cities provides support for the following summary of encouraging developments:

1. Urban Education has an inner vitality which is generating innovative programs and strategies of great potential even in the midst of extremely adverse conditions. Despite well documented testimony on the low achievement in urban schools and recent statistics purporting to show the schools as the most dangerous place to be, we are discovering many administrators, teachers, and other staff members

who are demonstrating ability to arouse zest for learning in students from diverse backgrounds, including those whose histories have been marked by failure, loss of hope, and/or anti-social behaviors.

2. There is a deepening concern for the needs not well served by traditional schooling. Fewer educators and board members now attribute low achievement to inherent disabilities, lack of effort, or poverty of parents; and more and more are revising upward their expectations for students formerly regarded as slow learners. Efforts to adapt the curriculum to students and to create motivation and conditions for effective learning are likewise increasing in a number of schools and programs.

3. An increasing number of community agencies and groups are joining with schools to develop enriched environments for learning; and the gulf between schools and society is being bridged in many new ways. The recruitment of citizen volunteers to serve as counselors, resource persons, and tutors is gaining momentum; and larger and larger numbers of parents are being involved as partners in the education of their own and other children. Opportunities for experience-based education are being considerably enlarged through part- or full-time employment and internships. Business and industry are lending their resources and facilities for an expanded range of experiences which foster the development of responsibility, provide an understanding of the values of different kinds of occupations, and contribute to the development of knowledge and skills. Training and on-the-job experiences also are being offered through hospitals, medical and dental offices, child

care centers, and services for the aged. Unprecedented opportunities are being opened to many students in the performing and visual arts, in museums, and other cultural institutions. Internships in the several branches of city, state, and national government are offering new understandings of the responsibilities of citizenship, as well as career exploration.

4. Innovative programs and alternatives are producing significant changes in the character of educational experiences provided at both elementary and secondary levels. With the active support and participation of community organizations and citizens, educators in many cities are creating significant alternatives to traditional and inappropriate classroom experiences. Observations of these innovative programs, and interviews with students, gave evidence of increased motivation and zest in learning for many students with a wide range of backgrounds, aspirations, and learning styles. The direction of change in a number of the more successful and promising programs appears to be away from an excessively verbal curriculum toward the offering of choices among a variety of experiences in the arts, community institutions and services, and places of work and recreation. Prescriptive instruction and passive student compliance with teacher assignments are being replaced by responsive modes of instruction and by learning experiences adapted to student's expressed needs and interests. Consequently, the range of options open to students and their parents are significantly broader than the options presented by the traditional elective system of choices among academic, vocational, and other traditional offerings.

5. The conditions essential to the success of magnet schools and other options are beginning to be better understood; and progress is being made toward creation of the essential conditions. Systematic curriculum development and modification is proceeding with improved provisions for initial and continuing staff development. The need for better counseling to help students make wise choices of experiences is being recognized; and efforts are being made to adapt instructional materials, facilities, and technologies to student characteristics. Moreover, there is beginning to be a more general acceptance of the importance of evaluation at every stage of development, implementation, and subsequent operation.

## FURTHER GENERALIZATIONS

The Studies also seem to justify the following generalizations with respect to the aspects of education examined:

1. Federal intervention -- through grants and contracts, equal opportunity requirements, and court decrees -- have either triggered or expedited a high proportion of the innovations which urban districts rate as unusually successful.

2. Local and situational factors -- including program leadership, staff and district commitment, and effectiveness of implementation -- are crucial to program success.

3. Continuous program evaluation, adaptation to revealed student needs, and staff development are essential to continuing program success and local support.

4. Most of the highly successful and promising programs represent significant departures from traditional schooling through emphasis on student choice and responsibility, experience-based education, and greater use of resources outside of the school.

5. The many promising approaches and programs, which are now offering invigorating educational experiences to some of the previously disadvantaged, can be made available to increased numbers of

students through systematic needs assessment, curriculum and staff development, and continuing professional and citizen collaboration toward equality and excellence.

A large proportion of the programs reported as most successful are funded in whole or in part by federal funds. In part, the high proportion of federally funded programs is accounted for by the types of programs examined; and, in part, by the fact that most of the nominated programs represent recent innovations. The site visits revealed that many other programs have been initiated as the result of orders handed down by the Courts in desegregation cases or by federal or state legislation and regulations requiring elimination of discrimination on the basis of race or sex and requiring transitional instruction in native languages for the non-English speaking.

As we examined similar federally supported programs in one district after another, it was apparent that local entrepreneurship characterizes the more successful programs. Program outcomes depend on the effectiveness of implementation and on continuing modification and improvement of all elements. The adaptations which are essential to program effectiveness, require continuing staff alertness to indicators of student motivation and performance; and these observational data must be supplemented by systematic evaluation of curriculum design, materials and methods of instruction, and effects on learning.

The effectiveness of implementation is determined by a number of factors, of which none is more important than the capability and the extent of commitment of program leaders. Program leadership is the dynamic factor

which maintains the cutting edge through continuing staff development, through enlisting central administration and community support, and through continual adaptation to observed needs and preferences of students. It may also be noted that local needs assessment and problem-solving are essential to enthusiastic commitment to the program, and are critical factors in achievement of program objectives. Moreover, strong administrative support -- at both the system and school levels -- is important to successful implementation; and so is broad community support. The understanding and support of students and their parents are likewise important to the realization of program objectives.

It has been noted that many of the most successful programs involved learning in work-places or in other situations which differ significantly from the typical classroom. Another characteristic found in the highly successful programs was extensive use of community resources outside the schools. Community involvement takes many forms such as parents as partners; the use of citizen volunteers, on-the-job internships, and wise use of many kinds of cultural resources.

The promising developments described are far from fully realized. In fact, the programs which are producing demonstrated results with previous low achievers or seem to hold promise for advancing the quality of education are notable partly because they are exceptional. At best, the more successful programs, strategies for community involvement, and curriculum revitalization processes, represent a small beginning on the enormous task of making education genuinely responsive to the needs and capabilities

of those growing up in our cities. Our site-visit teams found much to commend, many successful developments to recommend to other cities, and many signs that urban education is beginning to cope with the challenges of the city. In nearly every case, however, they expressed concern over possible shortcomings or made recommendations for the strenghtening of one or another element.

We are convinced that cities cannot renew themselves without high quality education responsive to the developmental needs of all growing up in the cities. We are equally convinced that the creation of city-wide environments conducive to learning requires the combined efforts of government, business, churches, and community groups of all kinds. Education is an adventure to be pursued throughout life -- in homes, from nature, and through every encounter in one's own and other cultures. At no stage should it be confined to the schools; but schools have an inescapable obligation to expedite learning in all life situations by developing the skills and the habits of observation and inquiry that makes experiences educative.

## BACKGROUND OF THE STUDIES

For more than two decades, the sins of omission and commission of urban public school systems have been written large for all to see. Journalists and reformers, civil rights advocates and friends of children have all exposed shortcomings and viewed with alarm the state of education in our cities. In the '50s and '60s, a deluge of denunciatory books (from Why Johnny Can't Read through Up the Down Staircase and The Blackboard

Jungle to Death at an Early Age) highlighted the plight of the victims of miseducation. The evidence of tests has been paraded repeatedly to convince even the most skeptical of the downhill slide of achievement, leading to calls for "back to the basics". Another recurring theme has been that of crime in the schools, with parallel demands for tougher discipline. A somber accompaniment to the assorted charges of malfeasance and misfeasance has been the closing of schools for teacher strikes or shortage of funds. The tale of woe can be spelled out in sufficient detail to satisfy the most morbid; but we need not dwell on these oft-told stories.

Another side of the story deals with the efforts to reform urban education and education generally. The Civil Rights Movement, under the brilliant leadership of Martin Luther King, had its repercussions in education; and, in fact, became one of the most potent forces working for equal opportunity in our schools. The Federal Courts, beginning with Brown in 1954, intervened vigorously -- if not always effectively -- to promote desegregation and equal rights. On the positive side, the Congress enacted a series of measures designed to provide resources and incentives toward more effective education for the "disadvantaged". Guidelines accompanying the federal funds, Civil Rights regulations, and and continuing recourse to the courts have continued to exert pressure toward equitable allocation of resources and equal treatment of minorities and the handicapped; although opposition to these measures has continued; and their effectiveness is disputed.

Events of the past two decades have convinced many thoughtful persons that major transformations in educational institutions and practices are long

overdue. Among the reasons for expecting a sharp break with traditional school practices are the following:

1. The increased sensitivity to denial of rights on the basis of race, sex, places of residence, or sheer inertia.

2. Federal (and State) legislation, regulations, and court decisions in support of equal opportunity and civil rights.

3. The rapid changes in the populations of large cities and the accompanying gross inadequacies and inequities in housing, schooling, and opportunities for employment.

4. The virtual bankruptcy of many city school systems and municipal governments.

5. Air pollution, increase in crime, and other contributors to the deterioration of urban life.

6. The technological revolution which has made television, computers, and the jet plane, as well as the automobile, important shapers of culture, employment opportunities, and values.

7. Dissatisfaction on the part of students, parents, employers, and other citizens with educational performance and achievement and with nearly every aspect of school operation.

## CONDITIONS FOR RENEWAL AND REFORM

Among the essential conditions for a successful revitalization of urban education are the following:

1. An equitable allocation of resources

Despite federal grants and regulations, interventions by the courts and a number of other pressures toward "comparability" and equal treatment, there are still inequities in the resources which are available for the education of those in impoverished neighborhoods, members of minority groups, and the handicapped. Equity requires not simply equal treatment, but the matching of resources to needs. For example, higher per capita school expenditures can be justified for those living in impoverished environments

or suffering from handicaps or previous educational deficiencies. Tests of equity must be applied to school buildings and facilities, instructional materials, staff competency, the curriculum, instructional leadership, and efforts to involve parents and the community generally.

The "seniority" principle enables experienced teachers to choose teaching assignments near their residences or in schools in the more affluent neighborhoods; and, if they choose to remain in lower class neighborhoods, their reputations may suffer. Unless school districts can offer recognition or other rewards to teachers, principals, and other professional personnel for work in the "difficult situations", the children of the poor and those who have been victims of discriminatory treatment are not likely to experience as high a proportion of highly qualified teachers, principals, and counselors as do children in the more affluent neighborhoods. Few, if any, school districts have addressed themselves to these problems with sufficient imagination to attract the most creative teachers to situations where they may enjoy the challenge and the rewards of achieving success under circumstances which baffle less talented teachers.

2. Change from a prescriptive to a responsive or enabling curriculum. There is need for better adaptation to cultural values and learning styles. This requires continuous evaluation and modification of curriculum and instruction. It also calls for evaluation of individual performance and programs through means other than by paper and pencil or standardized tests. It likewise demands greater flexibility in school organization and modes of instruction; heightened expectations with regard to the capabilities and performance of all students; and an increase in

significant educational alternatives to provide a range of choices for students and their parents.

Perhaps the most basic requirement, however, for changing the curriculum from tasks imposed on students to experiences adapted to their characteristics and needs, is for teachers, principals, and other school personnel to strive constantly for better understanding of individual students. This means turning attentive eyes and ears to what students tell about themselves in non-verbal ways as well as through language. It requires further that all teachers engage in an unremitting quest for discovery of the talents and capabilities of every student, especially those talents which circumstances have prevented from earlier blooming. As suggested under Item 1, school districts need to find better ways of giving recognition to professional personnel who have highly developed capabilities for discovering and developing talents in students who do not respond fully to traditional teaching.

3. Utilization of the total urban environment

The urban environment offers almost inexhaustible resources for educative experiences; and the gap between schooling and out-of-school experiences needs to be closed. Experience-based education in business, industry, government, health services, and social agencies is an approach which is receiving increased attention. Another avenue for extending experiences comes through close collaboration with museums, the arts, and other cultural agencies. Other ways of utilizing community resources include various types of camping experiences; fuller use of parents and other volunteers as tutors or part-time instructors; and the concept of parents

as partners in education. Another promising development, which requires careful planning and judicious implementation, is the involvement of parents, community leaders, and other citizens in the making of educational policy and decisions regarding school facilities, curriculum and instruction, discipline, and other matters.

4. System Renewal Strategies

The tendency of all large social systems is to continue operating in ways that produce a minimum of discomfort. This leads to following well-worn paths, using accustomed channels, and refraining from "making waves" or "rocking the boat". All systems, including school bureaucracies, strive to maintain equilibrium by rejecting or ejecting whatever, or whomever, disturbs the accustomed rhythms of operation. The introduction of new ideas, which demand a change in habitual behaviors, is regarded with suspicion by those who are reluctant to modify habitual behaviors. Experimentation is often frowned upon in school systems and other bureaucracies where rewards tend to attach to seniority rather than to high performance. School personnel in large city high schools often have such fleeting encounters with students that they are unable to relate fully to the achievements and failures of those with whom they have worked. Thus, they are deprived at least in part of one of the rewards intrinsic to teaching. Consequently, the motivation to find more effective modes of instruction or to break down the obstacles to learning may be weakened. Another factor buttressing resistance to change in educational "faddism" or the headlong innovation sometimes promoted by ambitious administrators.

The desirable features of the more successful innovations are unlikely to persist or to generate general systems renewal unless ways can be found to recognize and reward creativity and zeal in meeting educational needs and creating environments conducive to high achievement. Fortunately school administrators and boards of education in a number of our cities are giving serious thought to how to increase the dynamism and problem-solving power of school bureaucracies.

## FUTURE DIRECTIONS

In order to realize the full potential of the Studies for the revitalization of urban education, it is important to use what is learned at each stage to make succeeding stages more fruitful. The experiences of the first year confirmed the basic assumption that many programs and strategies of demonstrated or potential excellence are found in all cities. Experience also reinforced the belief that school administrators and university professors, with the assistance of the UES staff, could form effective teams for on-site observations and reporting. Certain changes in emphasis and procedures are now being considered, in order to probe more deeply into the factors affecting the success of innovations and the measures most likely to produce system-wide reform and renewal. Among the changes under consideration for 1978-79 are the following:

1. Improved communication between UES and other organizations engaged in studies in urban education.
2. Concentration on selected types of programs in several cities rather than on many programs in a smaller number of cities.
3. Close study of a few cities where significant advances in education

are being made on a broad front, in order to identify conditions and strategies which lead to system-wide revitalization.

4. The offering of workshops and seminars for school personnel under the sponsorship of the Council of the Great City Schools, with possible collaboration of other agencies.
5. The addition to the site-visit teams of professors and other persons with special qualifications for investigation of certain programs or aspects of school management and operations.
6. Increased participation of school baord members in site visits.
7. Insistence on more complete and accurage descriptive and evaluative data before scheduling site visits.
8. Orientation and training of site-visit teams for a full day in advance of each scheduled site visit.
9. Appointment of additional persons to increase the UES professional staff to five, in order to (a) give fair representation of ethnic/racial minorities and women and (b) provide the capabilities essential to effective management of the several aspects of the redirected Studies.
10. Appointment of a policy council or committee to approve staff appointments and salaries, to review proposed changes in objectives and procedures, and to consult and advise with the director on all policy matters.

After weighing the points listed above, the Studies will be redesigned to increase their usefulness as instruments for the revitalization of urban education. A first step will be a rigorous reexamination

of the generalizations set forth in this report in order to devise methodologies and procedures for verification, revision, or rejection. Efforts will then be made to focus the Studies more sharply on particular types of programs and renewal strategies. Eventually, it is hoped that well designed case-study techniques can supplement the present heavy reliance on pooled judgement and survey methods.