N-1253-NIE

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WESTERN REGION CASE STUDIES

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A Rand Note
prepared for the
NATIONAL INSTITUTE OF EDUCATION
The work upon which this publication is based was performed pursuant to Contract No. 400-78-0068 with the National Institute of Education. The opinions and conclusions expressed herein are solely those of the author, and should not be construed as representing the opinions or policy of any agency of the United States Government.

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PREFACE

This Note contains case studies from the first national study of inservice training programs in desegregated school districts. The research is sponsored by the National Institute of Education under Contract 400-78-0068-HEW, with Nielma King as the study director. The study has two goals.

1. To describe the process of staff development as an organizational response to school desegregation:
   Who has been involved in the training programs?
   Who are the decisionmakers? How is the training delivered? How has it been received? Is it related to particular desegregation-oriented problems?

2. To propose hypotheses that will be instrumental to further study of the role of staff development in the desegregation process.

These case studies are helpful in achieving the first of these goals: describing the process of staff development. Written at the conclusion of the fieldwork of the study, they are an interim product that will be used in producing the final study report.

The study included fieldwork in sixteen districts located in the East, Midwest, and West. The sites were purposely selected as successfully desegregated districts which fit into various categories of size, stage of desegregation, and method of staff development. A reputational approach for selecting successful school districts was used; the selections being made from a pool of nominations solicited from nationally recognized desegregation experts. The districts ranged in student population between 4,400 and 65,000, and all had desegregated between 1970 and 1978.
Teams of interviewers were sent to each of the sixteen school districts. Interviews were held in the district's central administrative offices, the local school board, the community, the inservice training organizations, and several schools. The interviewers attempted to identify participants in each of the training programs, as well as individuals who planned and designed the programs. Attempts were also made to determine how the training was delivered and how it was received, and to establish the relationship of training to the desegregation effort.

A case study was prepared for each district. It provides a brief description of the locality and desegregation plan as a context within which the inservice training programs operate, an overview of the district's major inservice programs, an account of the inservice planning procedures, and a discussion of the impact or outcomes of the inservice programs as determined through field interviews and the impressions of the field study team. For purposes of confidentiality, fictitious district names are used in all case studies.

There are several reasons for publication of the case studies apart from the final report: It is expected that this material will be helpful to staffs of other desegregating districts by providing a dispassionate description of the desegregation process in selected school districts. In-district and out-of-district trainers should find the contents useful in planning desegregation-related staff development programs. The studies can be used in determining how program funds for desegregation-related inservice training are being allocated. In addition, the material can be used to establish a basis for the formation of exploratory hypotheses concerning desegregation-related staff development programs.
SUMMARY

This Note describes the inservice training programs in four western school districts. The districts range in student population from 6,000 to 54,000 and initially desegregated between 1970 and 1978. A team of interviewers visited each of the districts and interviewed approximately 40 administrators, inservice trainers, and training program participants. A case study was prepared for each district providing a brief description of the locality and desegregation plan as a context within which the inservice training programs operate, an overview of the district's major inservice programs, an account of the inservice planning procedures, and a discussion of the impact and/or outcomes of the inservice programs as determined through field interviews and the impressions of the field study team. The case studies constitute one part of the data collected during the site visits. Additional data gathered from the interviews will permit further analysis of specific training programs and the responses of trainers and participants to these programs. A final report for the study will incorporate data from the case studies and from the detailed interview responses.
INTRODUCTION

Dawson is a city of approximately 29,000. Several large industries have plants in Dawson which manufacture products vital to the country's economy. For many years Dawson supported a large commercial fishing industry, but now its river is closed to commercial fishing. The financial health of this industrial city is declining. The unemployment rate is approximately 13 percent and the population consists predominantly of lower income families. Dawson is governed by a City Council and a mayor. The mayor is elected by his colleagues on the City Council and serves a one-year term.

The school district serves the city of Dawson and some additional unincorporated areas. It operates six elementary schools, two junior highs, one senior high, a continuation school, and several adult programs. The district has a professional staff of more than 400 teachers, consultants, librarians, psychologists and administrators, as well as 500 classified personnel, and about 6,000 students. The student population is 30 percent black, 20 percent Hispanic, 42 percent white, and 8 percent other minorities.

The School Board consists of five members, elected at large and serving four-year terms. Of the five members, one is black. Three men and two women range in age from mid-sixties to a twenty-three year old student who was elected to the Board at the age of eighteen.

The superintendent has been in office for six years. He is committed to maintaining the racial balance of the schools and is convinced that the district is integrated rather than merely physically desegregated.

DESEGREGATION BACKGROUND

Generally, desegregation has developed slowly in Dawson and followed a pattern of declining enrollment and the attendant closing of schools. In 1969, the Board closed an elementary school in an impoverished, public housing section of the city. The school was 99 percent
black and was considered a financial burden to the district because of its low enrollment. The students were bused to three other schools in the city. Strong neighborhood resistance to the proposed closure resulted in a lawsuit brought against the district by a group of minority parents from the school. According to the superintendent, the parents' basic concern was to prevent the Board from not only closing but ultimately selling the school. The Board won the suit and at present leases the school to the county.

In the fall of 1978, a citizens' committee concluded that the Board was violating the Crawford Decision in allowing de facto segregation to exist in a school which had a minority population of 87 percent. The Board closed the school, and bused the students to one mostly white school and one newly built school. This action alleviated the financial burden of an old racially isolated school with a declining enrollment and helped to desegregate two more of the district's elementary schools without a court order or OCR threat.

There has been little controversy in the community concerning the district's attempt to racially balance the schools. In general, there is a low level of community participation in school affairs.

**STAFF DEVELOPMENT--AN OVERVIEW**

In 1970, when the district first began its desegregation effort, there was a concerted effort to promote sensitivity-type inservice training for staff. The district had a great deal of federal money to help ease the transition of beginning desegregation. The district initially used the services of the DAC, but regarded the overall services offered to desegregating districts as ineffective, unorganized, and poorly administered. At present, inservice activities are funded mostly through ESAA and supplemented with district funds.

Desegregation-related inservice is separately identified from general inservice programs and is called "Desegregation, Intergroup Education and Conflict Resolution." Although minimal in depth and scope, the desegregation area of inservice is categorized under the aegis of multicultural education which comes under the supervision of the intergroup specialist for the district.
In addition to the activities operating out of the office of the intergroup specialist, the district has adopted a video-taped packaged program for cultural awareness training. ESAA supports an environmental education program and a counseling program, both of which are geared to facilitating the process of integration in the district. These inservice offerings will be discussed individually in more detail.

Each Monday is a shortened student day in the district to allow all teachers to attend inservice training classes in their buildings or to attend classes on a district-wide basis. Most teachers interviewed stated that they use this time to work on their school plan which requires a yearly update. They are responsible for helping to develop the overall school plan, to lead inservice programs in their content areas, and to write as well as give presentations on their component part of the school plan. The math and the human relations building inservice programs are implemented on a spontaneous need basis--"do a one-shot workshop and the problem is solved."

All principals in the district are mandated to attend yearly inservice programs geared to the evaluation of their staff and to the organization of their independent school plans. A few years ago, according to one principal, the School Board members, all the district administrators, and all the districts' principals attended a mandatory summer inservice program presented by the intergroup specialist. This weekend program addressed the integration process, multicultural education and curriculum modifications in the district.

The district's written educational priorities are vocational education, reading, and bilingual education. There is no mention of inservice training program development for staff, and no formal or structured policy exists in any depth or scope in this area. Indeed, most teachers had to pause to collect their thoughts before describing the most recent or the most effective inservice training class they could remember.

**Human Relations Programs**

The intergroup specialist is primarily responsible for all inservice programs relating to desegregation, multicultural education and
conflict management. The district hired him after the riots occurred across the nation in 1968. He was then viewed as a "fire fighter" and most of his time was spent dealing with fighting and discipline problems.

He has broadened the scope and substance of his position greatly over the past decade. He is responsible for planning the various assemblies and workshops, some of which center on the four largest cultural backgrounds in the district: black, Italian, Filipino, and Hispanic. The following presentations illustrate the variety of multicultural programs for which he has been responsible over the past two years: a gymnastics program utilizing a multiethnic historical approach, a historical account of ethnic groups (especially black) through dance and song, an international food festival (with 2000 persons participating), two separate presentations led by local people demonstrating Mexican and Philippine dancing, and a presentation by a local black artist who exhibited his paintings in the individual schools.

The intergroup specialist has developed a speakers' bureau which identifies representatives of many cultures who might be used as resource persons and role models for special day observances and classroom activities. This year he conducted an audio-visual program on Japanese culture for two schools in the district. Moreover, he is responsible for the publication and distribution of a quarterly multicultural calendar which is sent to all of the schools. He sees that each classroom has the large volumes containing the multicultural background on Dawson's major cultures, and he provides a variety of multicultural displays in the district office boardroom for staff perusal, input and information.

Approximately 10 percent of his salary is paid by the district, while 90 percent is paid from the district's Title I funds. He is the district's only staff member responsible for the broadly categorized areas of multicultural education, desegregation, and conflict resolution in a district where the minority student population is 58 percent. He appeared to be left on his own with little assistance from the superintendent and central office staff.
Mosaics Program

U.S. Cultural Mosaics is an interdisciplinary approach to multicultural education which the Dawson School District bought and adopted for use in every school about five years ago. This packaged videotaped program was initially taught by the deputy superintendent for about fourteen weeks, meeting one day a week for about an hour and a half. Approximately fifteen teachers from each elementary school participated, a total of about ninety teachers. Most of these teachers used this class to satisfy their state-mandated multicultural education professional growth credit requirement needed for salary advancement.

This program focused on a series of situational episodes viewed by the participants and followed by open-ended discussions conducted by the program director in an attempt to solve the problems presented. These discussions focused on each individual teacher's approach to handling the ambiguity of the particular situation. A human relations approach was developed as teachers delved into individual differences, various teacher/student interactions, and alternative methods of handling the same situation. Much of the success of these discussions rested on the effectiveness of the program leader who was most often part of the district staff.

Each elementary school houses its own Mosaics program and although highly visible and well liked in the past, it has been retired. Most of the teachers interviewed had taken the Mosaics classes a number of years ago and knew that the videotapes were still in existence in the school's resource room.

Environmental Education

One environmental education program funded by ESAA is basically focused on heightening the child's awareness of himself and others in an outdoor setting. The camp-type experience involves all the fifth graders in the district. Over a three-month period students from all six elementary and one parochial school spent five days and four nights at a state park. Four target schools are funded by Title I along with the schools' resource teachers. The other two schools have ESAA resource teachers who are also multicultural specialists. All resource
teachers share their materials and resources. When the staff development component money was deleted from the 1978 ESAA funding, other ESAA money was used to give a half-day training session for the teachers and parents going on the trip. Teachers felt that insufficient time was allotted to prepare for this type of integrated living experience and to later incorporate the experiences of the trip into a learning situation in the classroom.

Another environmental education program funded by ESAA is focused on heightening a child's sense of cultural awareness of a specific ethnic community. All third graders in the district take a trip to a deserted ethnic ghetto which is now a museum. Here, the children can try to imagine the living conditions and experiences of a particular ethnic group in their own community. Furthermore, this program takes the children around Dawson by bus to study different landmarks and to observe the architecture and cultural identity of the community. An attempt is made to cover the four largest ethnic groups in Dawson.

Both of these programs are highly visible in the district and dependent on ESAA funding for their continuance. Both need more organized inservice pre-trip planning for the teachers and parents who accompany the children.

ESAA Counseling

In 1974, the district hired six specially trained human relations counselors who were funded by ESAA. These counselors acted as mediating deterrents to the disruptive behavior of some of the children. According to the one counselor interviewed, the teaching staff of the district was highly discriminatory in 1974, and minority children were treated differently. Basically, counselors were hired to prevent racial disturbances; and, according to this counselor, they have "kept the lid on in the district."

This year the number of counselors has been reduced to three due to a cut in ESAA funding. These counselors primarily focus on human relations rather than school programs in the two schools to which they are assigned. A year ago an outside consultant from a state university inserviced the counselors on a "teaming" approach to counseling, which
has been in operation since then. This approach to counseling reaches out to students, but also includes the teachers, aides, parents, and other faculty members in the school. Sessions are held weekly for about an hour during the school day or after school. The sessions could include the child and the counselor or the team of child, counselor, aide, teacher, and parent. However, this team counseling lacked the presence of the building administrator and, consequently, a total school continuity and followup mechanism was lost.

Counselors sometimes serve as trainers for programs offered for the staff of individual schools. The counselor interviewed has conducted inservice classes for her two schools on school values, her role in the school, and the basic concepts of self-esteem and how to nurture it.

PLANNING THE STAFF DEVELOPMENT ACTIVITIES

In general, planning for the inservice programs in the Dawson School District is fragmented, unorganized, and unenthusiastic. Most of the planning that exists lacks followup. Consequently, most of these programs lack a structural continuity and participants are not well aware of their purpose.

The counseling and environmental education programs are funded by ESAA and planning components are built into the proposals. The ESAA coordinator supervises these programs by working with the counselors on a weekly "check in" basis. He also assists with the loosely structured meetings that take place before the parents and teachers are trained for the field trips. The coordinator gives the impression that there is little or no planning for these programs.

The deputy superintendent in charge of curriculum supervised the district-adopted Mosaics program in past years. Most of the planning to implement this program rested with the presenter who led the discussion following the video-taped sessions. Group planning of any special nature has not been mentioned for this program. Teachers who comprise the audience do not contribute ideas or input modifications for future improvement of the program.

The intergroup specialist plans and administers the broadly defined multicultural, desegregation, and conflict resolution inservice programs. These programs are planned to bring increased cultural awareness to the
entire student population of the district. Planning appears to be informal in style and structure. Though teachers and principals play no active role in planning, they are in agreement that the programs arranged by the intergroup specialist fill a definite need of the district.

IMPACTS AND OUTCOMES OF STAFF DEVELOPMENT PROGRAMS

In general, staff development programs in the Dawson School District are fragmented, poorly supervised, and lack an overall organizational continuity. A consensus of teachers interviewed indicated a strong desire for more inservice programs. Moreover, there was a strongly expressed desire for the district to establish a structured program that would continue on a yearly basis. Most of the teachers interviewed considered staff development to be an effective means of acquiring new ideas, incentives, techniques, and materials.

More structured planning has been voiced as a basic need in this district for all inservice programs. Planning involving the participation of principals and teachers for building as well as district-wide programs is needed. The only planning shared by teachers and principals involves the revising of the individual school plans. The intergroup specialist has given his input on the various human relations and multicultural components at some of the schools. Carefully organized pre-planning needs to be given a priority status in a district where carefully organized inservice programs are lacking.

The teachers interviewed rated the workshops, assemblies, lectures, demonstrations, and curriculum materials offered by the intergroup specialist as highly effective and would like more of these programs in all of the schools as part of the curriculum. However, there was consistent criticism aimed at the lack of followup and continuity in the existing format. One teacher said, "These one-shot programs are terrific, but then where do you go?"

The intergroup specialist sees the impact of his multicultural programs as positively improving staff sensitivities and steadily reducing the number of discipline problems in the entire district. He recommended sensitivity training for the district staff to be administered discretely and by a specialist.
Principals are left pretty much on their own in the district. There is little impetus to supplement any of the multicultural programs presented in the individual schools. No leadership exists in the district to encourage individual principals to institute an organized policy for building inservice.

With no outside assistance, one principal has instituted a team teaching system in his school. He has trained the teachers by using textbooks from a suggested reading list and by sending them outside the district to observe another district's team teaching techniques. He suggested changes in the teaching techniques of his staff, modified the clustering of students, and modified the curriculum to accommodate these changes. No team teaching experts were consulted and no central office objections were voiced.

The yearly administrator's inservice program was considered highly effective and valuable by one of the principals interviewed. However, he was critical of the lack of followup for a program of such importance.

Those interviewed made many additional comments and suggestions for improving the district's staff development program.

- The district needs an inservice program in race relations, which should be mandatory for all professional and noncertified employees.
- Inservice programs should be mandatory for the teaching staff. Because of budget cuts and teacher layoffs, apathy is high, and teacher morale is low. Teachers have needs in the areas of sensitivity training and human relations which are not being recognized.
- A stronger district-wide and building-wide policy for inservice programs in multicultural and multiethnic sensitivities is needed.
- More money is needed for specifically designated inservice programs that incorporate the plans and ideas of teachers and principals.
Better use should be made of the expertise of the internal staff in conducting inservice programs at individual schools.

Some efforts should be made to encourage principals to implement inservice programs on an independent basis, and to focus on multicultural programs.

Stronger leadership is needed from the superintendent and central office staff to better implement more effective inservice programs for the district.

Greater efforts should be made to involve the community in school programs and events.
Rustow School District
Western Region
Marvinia Hunter

INTRODUCTION

Rustow is a medium sized urban area of approximately 75,000 residents located in the western part of the country. Rustow School District student population is approximately 13,750, 50.5 percent of which is minority. While black students represent the largest single minority group (28.6 percent), there is a large Filipino student population of 12.7 percent. Hispanic students represent 6.6 percent of the population, other minorities 2.6 percent and white students 49.5 percent.

Overall enrollment has only slightly declined; but, between 1972-1978, the population make-up has drastically shifted. The increase in Filipino and other Asian minorities has been most dramatic, 9.2 percent. Blacks have increased 1.5 percent, while whites have decreased by 10.7 percent.

The socio-economic status of Rustow's student population is diverse, ranging from upper middle class to very poor. The district has a relatively high pupil mobility rate.

Rustow School District operates 24 schools: 17 elementary, four junior high, and two senior high. In the 1966-67 school year, seven schools were considered within allowable desegregation limits according to district-determined standards. Today, 15 schools meet desegregation standards.

Staffing patterns have also changed. In 1966-67 the district had a total of 53 minority professionals. Of the current professional staff of 700, 177 are minority.

DESEGREGATION BACKGROUND

The Rustow School District is one of the few districts of its size possessing a significant minority population that maintains a totally voluntary thrust towards eliminating racial isolation. The district does not have a formal desegregation plan, but rather brings about desegregation through a policy commitment by the School Board and a resolve by the superintendent to implement that policy.
The desegregation policy, which was adopted in 1959, defines the purpose of establishing attendance areas: "...to provide in each school a student body that reflects the racial/ethnic composition of the student population of the entire district." This policy is further defined, "...when demographic patterns cause racial/ethnic isolation, and as a result, attendance zone areas need to be realigned, it shall be the policy of this Board to avoid, insofar as practicable, the establishment of attendance areas which, in practical effect, discriminate against or segregate pupils on a racial, ethnic, or economic basis." In addition, the policy statement describes a process for establishing attendance areas.

Each year, prior to March 1, the School Board establishes the attendance areas for the following school year. To assist the Board in this decision, an advisory committee on school attendance areas is established annually and convened by the superintendent. The committee presents its findings and recommendations to the Board no later than the first Board meeting in February. The advisory committee consists of one staff member and one parent from each school. Its membership reflects the racial/ethnic, economic composition of the school district.

Most steps to eliminate racial isolation have been a result of attendance area changes. A major action to close all of the district's unsafe schools occurred in the spring of 1973. These closings and other attendance area changes have enabled the district to further racially balance the schools.

"Busing" per se has not been a major issue in Rustow, and community sentiment has not hindered desegregation efforts. The district has purposefully executed desegregation in a low-key manner. On occasion, it has publicly stated that its reassignment of students was due to unsafe building conditions and overcrowding.

Much of Rustow's success in desegregation is due to the dedication, commitment and leadership of its superintendent. His interest in desegregation has been long established. He serves as a consultant to the Office of Civil Rights and has been an expert witness in school desegregation suits. Prior to his arrival in Rustow, little progress had been made in desegregation or affirmative action.
INSERVICE PROGRAMS

Overview
The district presently operates three major inservice programs, and a five-year Teacher Corps project has been funded to begin next school year. All of these programs are either federally or state funded. The government grants to the district are quite generous for a district the size of Rustow. Considerable priority is given to obtaining government-funded projects, and staff development is usually included as a component.

The district's teachers' association includes staff training in its contract negotiations. The contract limits the amount of after-school time that teachers can be asked to participate in inservice activities; therefore, most of the training activities are held on a released time basis.

Teacher Center
The teacher center program provides a systematic approach to inservice training for the teachers and instructional supervisors in grades K-12. It is a three-year federally-funded project now going into its third year of operation.

Training is conducted on two levels: Level 1, knowledge- and understanding-based training, focuses on developing common vocabulary and a common set of teaching skills among all teachers and administrators. Included is training in classroom management, student behavior, child and adolescent developmental growth, school climate and curriculum development.

Level 2, application-based workshops, are held for teachers who have completed level 1. In level 2, training sessions are followed by classroom practice activities which are guided by program staff. These workshops focus on the development of diagnostic strategies and the application of teaching skills with feedback. Administrators and resource teachers are taught supervision and performance evaluation skills.

Approximately 120 teachers and 45 supervisors were trained during this year's program. Contact hours per participant range from 20 to 60.
Training cycles are organized in three full-day cycles repeated several times throughout the year. All participation is voluntary, but released time is offered as an incentive. Trainers include personnel from the district, institutions of higher education and the State Department of Education.

The teacher center policy board serves as the program's governing board. It is composed of eleven members, nine of which are teachers. The board has responsibility for selecting teacher center staff, monitoring and evaluating center activities and program planning.

**Professional Development Center**

The professional development center is a state-funded inservice training program. It focuses on skill training in five areas: using behavioral objectives, diagnosis and prescriptive instruction, lesson analysis, classroom management, and application of learning theory.

The major objectives of the center are as follows:

- to increase teacher competency in diagnosing deficiencies and prescribing instructional programs for remediation.
- to increase administrator competency in facilitating school staff professional development.

The program is structured around five cycles. Cycle A is a nine-day basic training unit for teachers and teaching assistants. Training exercises are designed to promote basic knowledge, understanding and application of effective instructional skills. Cycle B is a four-day advanced program offered to teachers who have completed cycle A. In this in-depth, intensive training, participants are asked to apply their knowledge and understanding of task analysis, of teaching to an objective, and of lesson analysis for reading and math.

One- to three-day mini-cycles for teachers, teaching assistants, principals, and instructional associates comprise cycle C. Mini-cycles are designed to provide continual support for the refinement of skills. Five mini-cycles were held this year, one for each of the skill training areas.

The center staff recognizes that the principal plays a key role in determining the quality of instructional decision-making within the
school; therefore, cycle D offers sessions to school administrators designed to help them gain increased sophistication in clinical supervision. Cycle D sessions are offered every six weeks.

Cycle E is less structured but is designed to provide on-site assistance to principals and instructional associates on an as-needed basis. Support ranges from individual conferences to on-site presentations. Thirty days per year are allocated for this consulting service.

According to the design of the program, followup is built-in. The principals and instructional associates at the school level must utilize their skills by providing ongoing instructional supervision. In essence, they become trainers as the program becomes institutionalized.

Evaluation is conducted internally. Both process and product evaluations are conducted and utilized in program planning. The degree to which participants have acquired the desired skills is assessed through observations of participants before and after training.

Project Backyard

Project backyard, one of the district's two ESAA funded projects, serves eight elementary schools and is the only district program that participants consider desegregation-related. The intent of the project is to instill in students a sense of accountability and responsibility so that they may overcome the educational disadvantage of minority group isolation. It is the project's goal to utilize community resources in their own "backyard" in order to revitalize the learning process and improve academic achievement and human relations.

Project backyard incorporates a variety of staff, student, and community activities. Staff development activities are designed to support and facilitate the overall program goals. Three areas receive primary emphasis:

(1) Multicultural education, which includes training in the "personal and cultural qualities of the ethnic groups represented" and in "the unique contributions of these ethnic groups to American culture and (the Rustow) community."
(2) Dealing with student emotions, which trains teachers to understand how their behavior influences student behavior and achievement and offers techniques to help students resolve their problems.

(3) School climate, which includes group problem-solving techniques and communication activities.

One of the five major components of project backyard contains substantial inservice emphasis. The human relations skills component has as a major goal to increase staff competency in promoting positive school and classroom human relations. The program is based upon the assumption that teachers need to become more aware of the ways that they consciously or unconsciously promote discriminatory practices toward minorities. The program trains teachers to deal with student social problems caused by racial isolation and helps them to promote a multicultural curriculum.

Training time and duration vary. Most sessions are one- to two-day workshops held on released time.

Other Programs

Two other district programs include substantial inservice components. One is a state-funded ESEA Title IVC program in which approximately 20 volunteer teachers are trained to teach writing during a 90-hour summer institute. Topics include the development of pre-writing skills, sentence combining, speaker-audience relationships, identification of different writing styles, and management and organization of student writing. The 20 summer institute graduates are each expected to train 30 other teachers in ten three-hour workshops conducted throughout the school year. Summer participants receive stipends. College credit and released time is provided during the school year.

The new careers in education program is not an inservice program per se, but its overall focus is staff affirmative action. The program is designed to recruit and train persons who have lived and/or worked in low-income communities and bilingual persons to become elementary school teachers. In conjunction with two local universities, the program provides in-class and on-the-job competency-based teacher training for selected interns.
A team leader (full-time district) employee coordinates the program and conducts the summer pre-service component. This component focuses on district orientation, reading, math and community involvement. Interns spend between 15 and 20 hours in on-the-job training in selected schools. Classroom situations vary (i.e., self-contained, team-teaching, and open space). Interns work with cooperating teachers and principals. They also participate in other district staff development programs and regular university courses.

Desegregation Vs. Non-Desegregation Related Inservice Training

Due to the manner in which desegregation has occurred in the district, the word "desegregation" is foreign to many staff. The ESAA project backyard is the only program that staff labels desegregation-related. The primary reason it is viewed as desegregation-related is that ESAA programs in general focus on problems which stem from minority group isolation. Some respondents indicated that other inservice programs have been helpful in human relations and multicultural education. One respondent believed that the staff development programs intentionally skirt cultural and/or racial issues, and that staff discrimination toward minority children goes unnoticed. All respondents felt that the same inservice programs would be offered with or without desegregation.

PLANNING AND NEEDS ASSESSMENT

Program planning and coordination is given high priority in Rustow. It has a full-time central office staff person whose sole responsibility is to oversee staff development programs. While this person does not actually serve as a trainer or project administrator for any particular program, she does hold a line relationship position over inservice project directors. Coordination between programs appears to be high. Interviewers were presented with color-coded calendars and charts which depict all staff development activities, their goals, locations, participants and trainers.

As mentioned earlier in this report, Rustow has a substantial number of categorical programs. Central office administrators appear to be very interested in seeking out federal and state funding. They seem to submit many proposals, written by various central office staff members.
Planning for categorical programs occurs as required by program guidelines. Advisory committees play a large part in the planning process, even though central office and program staff are the most influential in program planning. Needs assessment is formal. Sophisticated questionnaires are circulated to all teachers in the district requesting information on the types of inservice activities that should be continued. Needs assessment data is compiled and utilized by program planners. The needs identified by the district appear to be largely in the area of improving teacher effectiveness. As stated earlier, no particular emphasis, in operational terms, was placed on effectiveness with children of different cultures.

In general, this researcher felt coordination between and within programs was outstanding, even though central office staff felt greater coordination was needed. Planning seemed to involve the appropriate role groups.

**IMPACT/OUTCOME**

Although Rustow has been successful in achieving racial balance in most of its schools, inservice training has primarily been viewed as a means of improving teacher competencies in instruction and classroom management rather than a means of facilitating desegregation. Those interviewed believe that if teachers use "better" teaching methods all students will benefit.

The approach used in the teacher center and professional development center programs has heavily influenced the direction of all inservice programs. The majority of the inservice programs have adopted the "teacher behavior" approach, and as a result it appears that teachers, who have been exposed to inservice, use the concepts and strategies in their classrooms. Most respondents indicated that inservice programs have been very helpful in making teachers feel more competent about teaching and in making administrators feel more competent about supervising the instructional process. Most respondents also felt that improved teaching methods had led to improved student academic achievement; however, one respondent indicated that test scores had not shown an upward trend.
The district's only desegregation-related inservice program was rated as having a somewhat low impact. A few respondents expressed the feeling that ESAA was really designed to bridge the gaps not addressed by other programs. Teachers do not see a need for addressing desegregation-related issues, since they do not believe the district has any desegregation-related needs or problems.
Verdun School District
Western Region
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INTRODUCTION

Verdun is a metropolitan area of about one million residents. The city is a major regional center of commerce and industry which has experienced some economic setbacks during the past decade. Although many industries are located in Verdun, the most important employer is a large manufacturing firm. This firm was forced to make major layoffs in the early 1970s as a result of a slowdown in the economy and a loss of contracts. Although the slowdown in the economy was felt all over the country, Verdun was particularly hard hit with close to 20 percent of the workforce unemployed at some point. The economy of Verdun had recovered by 1975, but the recession made a lasting impact on the Verdun School District.

The Verdun School District currently serves 53,885 students in 120 schools—86 elementary, 6 middle, 14 junior high, and 14 senior high. The student enrollment (in 1978-79) is 63 percent white, 20 percent black, 10 percent Asian, 4 percent Hispanic and 3 percent American Indian. These enrollment figures are not at all representative of the district's recent enrollment history. Enrollment decline, differential birth rates among the various ethnic groups, increased suburbanization and differential ethnic emigration to the city have caused some dramatic changes in both the size and nature of the student population.

In 1964, approximately 99,000 students attended Verdun's public schools. The current enrollment represents a decline of nearly 50 percent in the last 15 years. White students, at that time, comprised 85 percent of the district enrollment with black students forming the largest single minority at 9 percent. By 1970 the district had lost 10 percent of its enrollment and the combined minority representation had increased to 22 percent. From that time to the present, the district has averaged a decline of 5 percent per year, and currently more than one-third of its enrollment is comprised of ethnic minorities.

The district's certificated staff currently numbers approximately
3,500 (56 percent of the total employed) of which minorities constitute roughly 20 percent (2 percent Hispanic, 9 percent black, 1 percent American Indian, and 8 percent Asian). In 1975, enrollment decline and fiscal strain forced the layoff of 1,660 certificated and 1,200 classified personnel. The teachers' association, which represents both certificated and classified personnel, forfeited a 12.5 percent increase in salaries for 1975-76 in an effort to support the rehires. An agreement was reached in which teachers were to receive a 21.5 percent increase the following year. According to the teachers' association president, however, the administration did not rehire all of the laid-off personnel and sustained a $10 million budget surplus at year's end. Moreover, another 715 certificated staff members were laid off at the close of the 1975-76 school year. As a result of these events the 1977 school year began with a strike, the focus of which was job security (including layoff and recall policies). Wages were also at issue since this was the year of the promised increase. By union accounts, the negotiations were very successful even though the wage increase was only 16 percent. While no layoffs occurred at the end of the school year, the district laid off 135 teachers and 220 classified personnel in May of 1978. A second strike occurred in August of 1978 and lasted for three weeks. The points of contention in this instance were teacher evaluation, wages, fringe benefits and job security. But this strike was "a disaster" from the union perspective. Job security will continue to be an issue in Verdun since some 49 principals are being returned to teaching next year and 274 teachers and 850 classified personnel are being laid off.

SCHOOL DESEGREGATION

School desegregation in Verdun began as early as 1963 through the inception of a voluntary racial transfer program. In 1971, specific goals were set for desegregating the middle schools of two areas of the district. But it was not until June of 1977, when the School Board formally adopted a resolution to bring all of the district's schools into racial balance, that a full-scale effort was made. The Urban League, the ACLU and the NAACP were the principal civil rights
organizations which maintained pressure on the Board by preparing to file a lawsuit.

The resolution defined a segregated school as one in which the combined minority enrollment exceeded the district minority enrollment by 20 percent or more, and stated that in no case should the enrollment of any single minority group exceed 50 percent of the school's population. By this definition some 27 schools were identified as racially imbalanced in June of 1978. The School Board directed that half this number be brought into balance in the 1978-79 school year and that the entire district be in balance by 1979-80.

A plan was devised which divided the district into attendance zones. Within each zone the elementary schools were linked in pairs and triads. In every case heavy minority enrollment schools were attached to majority dominated schools, and grade reorganizations became the basis for reassignments. For example, the typical situation in a paired school would consist of one building serving grades 1 through 3 and the other 4 through 6. Kindergarten students were exempted from the plan and allowed to attend their neighborhood schools.

At the secondary level, new school assignment and feeder patterns were established. Elementary schools were assigned as feeders to middle schools which were assigned to junior highs which, in turn, were assigned to the senior high schools. Since this plan results in a continual pooling of the racial balances achieved in the pairs and triads, the elementary school pairings are the critical link in the chain.

In addition to the mandatory aspects of the plan, provision is made for voluntary student transfers in conjunction with four different types of educational options: magnet programs transfers, alternative programs transfers, individual opportunity transfers (for elementary, middle and junior high children seeking educational opportunities other than those offered in the above two options and not available at the assigned school), and voluntary racial transfers. In each case, these transfers are subject to the provision that they not contribute to creating racial imbalance in the sending or
receiving schools. The school district describes these plans as voluntary with a mandatory back-up. By the end of the 1977-78 school year, 3,800 children, about 7 percent of the district's enrollment, had been relocated through transfer programs to reduce racial imbalance. Voluntary transfers accounted for two-thirds of these relocations.

By most accounts desegregation was introduced in the Verdun School District without incident. The relative calm which characterized the issue was a function of much concerted effort. The superintendent, for example, secured the cooperation of the media extracting their pledge not to inflame the issue by giving extended coverage to dissident groups. His leadership was acclaimed by many respondents as largely responsible for the success of the desegregation effort. Some felt he had engineered the teacher strike in 1978 as a means of diverting public attention from the desegregation issue.

Perhaps just as important as the superintendent's adeptness was the support of the city's major civic institutions. The mayor in conjunction with the Chamber of Commerce, the Urban League, the County Municipal League, the Church Council and the NAACP worked closely with the superintendent's appointed advisory commission on desegregation to assure a smooth transition.

Notable among groups opposed to desegregation were the Committee Against Mandatory Busing (CAMB) and the Citizens for Voluntary Integration (CVI). The former group was organized in 1970 to oppose the mandatory middle school desegregation program and filed a suit in the County Superior Court in an attempt to block the program's implementation. In August of 1971 a restraining order was issued; but it was reversed by the State Supreme Court in April of 1972, and middle school desegregation proceeded in September. Having failed at that, CAMB organized a recall campaign against the Board members who supported the middle school program. The election was held in February of 1973. The recall effort failed and CAMB dissolved by the end of that spring.

CVI, on the other hand, was formed in December 1977 by a group of about 60 parents. Unlike CAMB which was local in its influence, CVI quickly established a state-wide base and by February of 1978
unveiled a measure to ban forced busing. In November 1978, voters approved the measure by a 2 to 1 margin. The Verdun School District brought a suit against the new law, and in December 1978 the U.S. District Court stopped the law from taking effect. In June 1979 the court declared the law unconstitutional and thus dissipated the last major challenge to the desegregation of the Verdun public schools.

The teachers union, while lending its support to the desegregation effort, extracted a concession from the administration as part of the settlement of the 1978 strike. Elementary school teachers were granted the option to stay in their previously assigned buildings as long as they were willing to accept a teaching assignment to whatever grades were to be accommodated in that building. Because the union supported it, individual teachers did not express opposition to desegregation; but some observers reported that many were apprehensive in the beginning. One of the major concerns voiced by teachers was the problem of teaching to a wider variance in student achievement levels in the classroom.

Respondents felt that parental fears were dissipated when it became obvious that violence was not going to erupt in the schools. Further, because the desegregated schools in this first year of the plan employed additional staff, many white parents believed their children to be getting a better education.

STAFF DEVELOPMENT PROGRAMS

Verdun School District, through its staff development office, offers a variety of programs for the continuing education of its staff. Participants may receive professional credit (district recognition and salary advancement) or college credit (with salary advancement), but not both. There are performance and attendance requirements for professional credit, and activities for which a staff member receives compensation are not eligible. There are several areas in which professional credit may be earned: 1) professional classes and workshops offered throughout the school year, 2) certain types of curriculum committee work, 3) undergraduate college courses, 4) adult and vocational classes designed to upgrade teaching skills,
and 5) special institutes and study conferences. Many university extension courses are coordinated by the district's staff development director for which college credit may be earned. According to a district publication, each of the inservice classes offered through the staff development office includes multiethnic/multicultural content and materials, and each promotes sexual equity.

Not all of the inservice activities fall under the auspices of the staff development office. Several of these are desegregation-related and will be described individually below: the human relations workshops, the multicultural activities programs, the building climate assessments, and the pairs and triads meetings. An effort is being made to centralize the administration of programs under one office while at the same time to disaggregate inservice offerings from the current district-wide to a building-level focus. Given the district's budgetary difficulties, it is uncertain whether the changes occurring in the administration and staffing of the various programs are due to financial necessity or to program efficiency.

The Human Relations Program

The human relations program, which began in 1972, is partially funded by ESAA and is offered to all district employees and community persons. During the first three years more than thirty 40-hour workshops, mini-sessions, and followup sessions were attended by approximately 1,800. The program currently runs for 32 hours on four consecutive days and teachers receive released time to attend. While the program is stated to be voluntary, all teachers in the district are expected to participate or to exempt themselves with either a similar human relations 3-unit course or two years service in a racially-impacted school.

The workshop sessions are organized around three themes: understanding the dynamics of racism, multiethnic appreciation, and staff interpersonal relations. The format includes information sessions, awareness sessions and a plan of action session. A team of nine district employees representing a variety of ethnic backgrounds provides the training. Evaluation is done by a questionnaire administered
to program participants, and results are used to modify the program. The current program has no follow-up.

The Multicultural Activities Program

Another large desegregation-related inservice program which has achieved national acclaim, the multicultural activities program, was formed independently of the district administration with ESAA special project funds. This year the program was brought under district auspices, but under the multicultural department rather than the staff development office. Part of the operation remains a separate non-profit entity which does training on weekends for other school districts. District personnel speculate that this arrangement is temporary and that the staff development office will be controlling the program in 1979-80.

The creator of the multicultural activities program felt that the human relations program failed to provide practical classroom activities which promote better intercultural relations in the classroom, and formed this program to fill that void. The program is building oriented; and, though its primary thrust is staff inservice, it also provides classroom demonstrations which involve students.

The program approaches teachers through the use of concrete materials, games, and lesson plans rather than focusing on teacher attitude change. During three 2-hour sessions, the trainers focus on the use of the multicultural materials in the classroom setting. Materials from this program have been disseminated nationally. Trainers have feedback evaluation forms which they use to modify the program. An on-call followup component was begun this year.

Building Climate Assessments

The building climate assessments of the conflict prevention program employs the training staff of the human relations program to assess the human relations/racial environments of school buildings. Teams of two to four trainers with an administrator from anywhere in the district enter the school. The team begins its assessment by providing an orientation for the principal and entire staff.
Afterwards, the team spends two days in the building interviewing and observing. On completion of the assessment, the team prepares a report which is circulated to all building staff. The leader of the project discusses the report with the respective zone administrator and appropriate action is taken.

Pairs and Triads Meetings

The pairs and triads meetings, funded by the local Desegregation Assistance Center (DAC), are geared to teachers. Four influential teachers from each school are selected by the principal to attend an all-day session with a DAC facilitator to discuss staff apprehensions and the differences in textbooks and methodologies utilized in the clustered schools. The four representatives then act as group leaders in discussions at their home schools. DAC funds are used to provide substitutes.

Desegregation-Related Vs General Inservice

Views on the question of what constitutes desegregation-related inservice vary widely but two dominant opinions are equally shared:

- Desegregation related inservice is any inservice which attempts to sensitize staff to human differences and/or differences in the "human condition."
- Since the desegregation issue is at base a concern for equal educational opportunity, any program which offers the potential for achieving this goal is desegregation related.

The first view seems to limit itself to programs dealing with human relations or multicultural education, while the latter view is much broader and would subsume the former.

PLANNING THE STAFF DEVELOPMENT ACTIVITIES

The human relations program was originally planned by central office personnel several years ago. It was designed in response to increased racial tensions in some of the schools. In 1974, after more than 30 workshops had been conducted, the program was evaluated
by the district's department of planning, research, and evaluation. After this analysis the human relations program was modified by the human relations staff. The sessions were shortened from five days to four; and the program was expanded beyond its original focus on racism to include bias based on age, sex, or physical or mental handicaps. The technique of emotional confrontation was de-emphasized. It was this aspect of the earlier version of the program that was frequently mentioned negatively by participants. Planning for this program is considered to be on-going. The program is adapted by the trainers in response to feedback from participants, which is provided by questionnaires. The Board initially identified the need for human relations training as an essential component of an effective desegregation effort.

The multicultural activities program was initiated by an individual district employee about five years ago. She had some assistance from parents, teachers, students, and community volunteers in devising and compiling appropriate multicultural activities. Central and regional office curriculum coordinators were involved in developing materials for use in this program. Teachers' requests for more information and material relating to the diverse cultural and ethnic groups that are represented in the school population inspired this program.

The climate assessments were planned by the desegregation planning office in February 1977. At this time, staff members in this office felt that efforts to deal with school desegregation problems were too piecemeal. The assessment procedure has been revised, but not drastically. Changes are made continually in response to team members' observations and analysis of needs. The procedure has been expanded to include interviews with more people in each building.

Pairs and triads meetings involve staff from the schools that have been clustered and community people from the neighborhoods surrounding the schools. The district's public information office, the DAC, and the human relations staff were all involved in planning the parent awareness training component of the preparation for student reassignment. Planning took place over a two-month period early in 1979. The pairs and triads meetings for school employees are planned
by the participants to address the particular concerns of their schools.

**IMPACTS/OUTCOMES OF STAFF DEVELOPMENT PROGRAMS**

Specific outcomes of individual programs were difficult to assess. The human relations program was reported by several teachers as resulting in staff attitude change but, also, in some hostility because of early confrontations. In the eight years since its inception, close to 80 percent of the certificated staff have attended the program (or an acceptable alternate).

The multicultural activities program has universally been described by participants as helpful for classroom practice. Many schools follow the district's commitment to multiculturalism; and, in some, there is a poster campaign each spring in which students depict the themes presented in the multicultural program. The only criticism of the program was that it was too limited; teachers wanted more materials and classroom activities in order to avoid repetition. This year a followup was designed to help supply the requested variety.

Some district staff voiced the fear that the district was planning to discontinue the multicultural activities program because it was seen as a competitor to the human relations program and was created by a dynamic, minority female who maintained too much autonomy from district management. At the present time, the district's multicultural director has been given responsibility for the program; and the program's author has become a principal in one of the district's schools. Simultaneously, there was a cut in the program staff from 20 to 9 persons. These changes in program leadership and staffing have contributed to the atmosphere of uncertainty about the future of the program.

Pairs and triads meetings were considered by respondents to have been essential to the desegregation process. Textbooks and teaching methods were harmonized, if not unitized; and community fears were allayed through information, awareness, and involvement in the process. The building climate assessments were reported to be effective in providing an on-going self-examination and improvement of the atmosphere for learning and sharing in a multicultural environment.
The district's department of research and evaluation surveyed principals and teachers who had been involved in desegregation-related inservice programs between 1977 and 1979. Fifty-five administrators and 635 teachers who reported having taken the human relations training rated the program as follows:

- Very Helpful -- 19 administrators, 159 teachers
- Helpful -- 26 administrators, 349 teachers
- Not Helpful -- 10 administrators, 127 teachers

Surveyed teachers were also asked to rank various staff development activities for their importance and effectiveness relative to desegregation implementation in 1978-79. Each sex and ethnic group rated the programs in the same order: human relations training (including its multiethnic component) was ranked as most important. The multicultural activities program and the pairs and triads meetings were tied, but clearly below the human relations program. Magnet curriculum writing and training were rated least important.

Because the human relations program was rated as most effective, yet was considered not helpful or not very helpful by a number of staff, the recommendation was made to conduct a further evaluation of the process and outcomes with particular focus on differential effects for different sex and ethnic groups. The survey responses gave indication that the relative importance attached to racism differs between minority and majority persons leading to differences between them on the perceived helpfulness of training focused on this issue.

The findings of this survey, as noted above, related inservice effectiveness to desegregation implementation. When questioned about what would make training of any type more effective, some respondents said that more money was needed to engage outside trainers from universities and from private firms. Several mentioned the need to draw more community persons, especially minority parents, into some form of training (e.g., the human relations program). Inservice programs directed towards changing attitudes were generally regarded as less effective for teachers than those whose focus was on teaching
techniques and curriculum content. Building-based programs were preferred by most respondents to district-wide programs.

The overriding concerns among district administrators are funding and the continuing decline in enrollment. The move to consolidate most training under a staff development coordinator while simultaneously decentralizing some aspects of training (through building-based planning and implementation) should serve to streamline the larger programs and make them more responsive to local needs. At the same time, the lack of funding for staff development may put the district in the position of having to phase-out some programs or reduce administrative commitment to them.
INTRODUCTION

The city of Winslow has a population of 30,000 and its suburbs contain nearly 200,000. Approximately 8% of the population are minority. Winslow is a major defense depot with much of its revenue coming from military installations.

The school district presently enrolls approximately 11,780 students, a drop from its 1972 enrollment of 15,053. Its minority student breakdown is as follows: 14% Hispanic, 5% black, .7% Asian, and .45% Native American. In contrast to the overall drop in enrollment, the minority (especially Hispanic) student population has steadily increased since 1972.

Two high schools, five junior highs, and 18 elementary schools house the district's students. Several of these buildings have been newly constructed. This construction has played a major part in the desegregation process.

DESEGREGATION BACKGROUND

Desegregation in Winslow School District has been primarily voluntary. The first desegregation efforts occurred in 1970 with the consolidation of five inner city elementary schools. The altering of boundaries to accommodate the consolidation also had the effect of changing the ratio of minority to majority students in these schools. In total, 2,209 students were affected by the consolidation. This massive reassignment of students brought many school employees, who had previously worked in predominately white schools, into direct contact with minority students and minority parents.

Although Winslow School District desegregated without court order, desegregation efforts were not totally free of federal intervention. As early as 1969, a team from the Office of Civil Rights (OCR), DHEW, spent approximately three weeks investigating the schools. As a result of their investigation, in August of 1970, the district
received a letter from OCR indicating that one of the district's elementary schools was racially identifiable, and requesting administrative action.

In response, the district argued that boundary changes for reassignment would necessitate transporting students by bus either into or out of the school. OCR agreed to investigate further and sent another team to Winslow in November 1970. A third and final OCR team arrived in October 1973. Although none of the OCR investigations proved to be conclusive, in June 1975, the Board of Education voted to close the school and to transport the students to 3 other elementary schools.

Under a Title IV grant the district contracted with a research institute to provide computerized options for the objective economic reassignment of the students. The option the Board selected provided that students would be assigned so that (1) no school would exceed its total capacity; (2) no school would have a minority population of more than 25%; and (3) contiguous black areas would be reassigned together, allowing family members to attend the same school.

Community sentiment at the time of the school's closing was non-supportive. Even though the burden of reassignment fell largely on minority students, white parents were outwardly against the reassignment of minority students to previously all white schools. In 1968-69 there were many student racial conflicts and acts of vandalism directed towards white teachers. "White flight" has also been considerable.

The Winslow Education Association is supported by 98% of the district's teachers. It is the official bargaining organization for teacher contract negotiations. Although the association has never taken an official stance on the issue of "desegregation," it was very supportive of the school closure for self-serving reasons. Since school closings eliminate building operating costs, school closures mean free money which would be used for salaries, benefits and other programs. The association uses this availability of additional money to its advantage during contract negotiations.

Since the closing of the elementary school, no further desegregation actions have been taken. This year, however, the Board has
considered closing a junior high which has a student composition of 44% Hispanic, 36% black, 17% white and 3% Asian and Native American. Public meetings are presently being held, but no substantial opposition is anticipated. At present, attitudes towards desegregation are somewhat apathetic. The potential closing of the junior high seems to be of little community concern.

OVERVIEW OF STAFF DEVELOPMENT PROGRAMS

Three desegregation goals support the district's inservice efforts:
1. To make certain that all minority students get a quality education.
2. To increase teacher expectations of minority students' academic ability.
3. To provide an opportunity for white students to mix with minority students.

In general, the district has placed substantial emphasis on inservice training. The variety and frequency of programs that are offered makes inservice training easily available to all staff. A close affiliation has been established with the local universities. Most inservice programs offer college credit through one of these colleges, and professors usually serve as trainers. Most of the inservice programs are federally funded, a few are state funded, and only one receives its funding primarily from the district.

The teachers' association poses no special problems for inservice training. The teachers' contract, however, does limit release time for inservice purposes to 3 days per year and limits additional daily time to 1/2 hour before and after school.

SPECIFIC PROGRAMS

Desegregation Assistance Center (DAC) Cultural Awareness Program

The cultural awareness program was initiated in 1974 with a Title IV Grant to facilitate desegregation efforts. The overall goals of the program were to promote positive staff behavior towards minority students and to increase staff awareness of the positive contributions
of minorities to the historical development of the United States.

In its first year, the program provided 120 contact training hours after school and on weekends. In recent years, the program has been decreased to its present duration of 40 contact hours. No followup is provided. Topics covered during the seminars include culture, myths, stereotypes, self-concept, poverty, institutional racism, and religion.

Participation in the program is voluntary. Stipends and college credit are offered as incentives, and trainers believe participation would not occur without these incentives. Participants have included administrators, teachers, aides, and community persons. Each session contains between 40 and 60 participants, and the program is repeated 3 or 4 times each year. To date, between 50 and 70% of the district's teachers have participated in the program. The objective is to have all staff attend.

The program is cooperatively funded by a Title IV Desegregation Assistance Center (DAC) and the district's ESAA program. Two trainers selected from the DAC lead each session.

A Cultural Awareness Seminar Handbook was developed by the DAC and is provided to each participant. Most of the other materials were also developed by the trainers; however, a few commercially produced cultural simulation games are used.

Evaluations are internally conducted to satisfy contractual requirements. Participants are asked to complete evaluation questionnaires, and the results are tabulated. Respondents indicated, however, that the evaluations are not actually utilized in the program planning.

Categorical Program Inservice Training

Winslow School District presently conducts seven categorical, government-funded programs: ESAA, ESEA Title VII Bilingual, ESEA Title I, State Compensatory Education, ESEA Title I Migrant Education, Indo-Chinese Refugee, and Title IX. Inservice training programs which are designed to meet the needs of each category are conducted after school and on weekends. Although the specific content of each program differs, the overall focus is the development of skills to meet the needs of culturally and linguistically different children.
Sessions are open to all staff. Since participation is voluntary, stipends, college credit and recertification credit are offered as incentives whenever the budget allows.

The inservice programs vary in duration, but most average 50 hours with approximately 15 hours of followup per participant. Most of the sessions are conducted by the district's central office administrator who is responsible for the programs; however, nearby university professors and categorical program staff are also used. Evaluations are internally conducted on each categorical program. No separate evaluation is done on inservice training.

The most structured of these programs is the inservice training provided for the Title I Compensatory Education Program. Its content focuses exclusively on reading instruction. The method is a sophisticated combination of diagnosis, prescription and teaching of oral language skills. The training is divided into (1) an initial five day seminar, (2) an advanced seminar of the same duration, and (3) individualized followup sessions of 1 or 2 days per month per participant. The program requires that teachers utilize specific teaching behaviors. Demonstrations of the learned behaviors are included in the seminars. The district's Title I reading specialist visits the participant's classrooms and assists with program implementation. District staff indicated that the program is not specifically designed as a desegregation-related program; however, they do believe that the program works exceptionally well for students with reading disabilities.

Bilingual Center

The state university operates a bilingual training and dissemination center under a special federal bilingual grant (ESEA Title VII). The bilingual center is responsible for disseminating bilingual materials and providing bilingual training to school districts throughout the state. This school year, the center contracted with the university's continuing education division to conduct the training aspects of the program for the staff of the Winslow Schools.

Six different courses are held on Wednesday and Thursdays from
4:00 to 7:00 p.m. and on Saturdays from 9:00 a.m. to 1:00 p.m. Each course runs 30 hours and offers 3 hours college credit. All courses are offered three times each school year, and enrollment is limited to 15 participants. Although the courses are open to all district staff, those employed in the bilingual programs are given priority.

Course titles include the following: Bilingual/Bicultural Education, Language Development for Multicultural Curricula, Utilizing Music to Reinforce Basic Concepts in a Bilingual Classroom, and Introduction to Evaluation in Bilingual Education. Trainers are university professors.

Other Programs

Three other inservice programs receive substantial emphasis. The catalyst program is a Title IV validated exemplary program which was adopted several years ago from another district. The primary purpose of the program is to advance the concept that school management is the entire staff's responsibility. This state-sponsored program offers periodic one-day training programs to participating school principals throughout the state. The principals in turn train their staff. No special incentives are offered in this program.

Because of the state mandate that metrics and economics be taught in the elementary schools by 1980, the district offers two other inservice programs designed to facilitate the teaching of these courses. The metric education inservice training program is offered to elementary teachers on a voluntary basis to aid in the teaching of metrics. The program is state funded and is offered during the summer. Stipends, college credit and recertification credit are offered as incentives.

The economics inservice training program is similar in structure to the metric education program; however, stipends are not offered as incentives. The program focuses on consumer skills, inflation and other aspects of economics that affect the mass of people in this country. Sessions take place after school and on weekends. Extensive followup is provided at the classroom level.
Desegregation-Related vs. Non-Desegregation-Related Training

The district believes the primary problem of desegregation to be one of helping their Anglo staff members understand the needs, culture, and historical development of minorities and linguistically different students. Therefore, desegregation-related training is seen as programs which focus on this need. The cultural awareness program, the bilingual training center courses and most of the categorically funded programs are examples of desegregation-related training. In contrast non-desegregation-related training does not focus on culture or bilingualism. Rather these programs center around basic skills, curriculum revisions, and management. Examples of these programs include the catalyst, metric education, and economics education.

PLANNING THE STAFF DEVELOPMENT PROGRAM

The Cultural Awareness Program

The cultural awareness program is provided by the dean of continuing education at a local state college and his staff. Late in the summer of each year they outline a tentative agenda for the program taking into consideration the results from the previous year's evaluations, staff availability and the availability of new and/or different materials which might be utilized. In early fall the dean and his staff hold a two hour meeting with the inservice coordinator, the assistant superintendent and selected district teachers, who have participated in the program, to finalize the agenda for the program's three sessions. This group averages about 10 persons.

From all accounts given this meeting is run like a briefing. District administrators tend to defer to the dean and his staff on the grounds that they have more expertise in these areas. Consequently, provided there are no strong objections to any of the items, the tentative agenda is usually adopted. No formal needs assessment is performed. The dean effectively runs the program and is given a great deal of autonomy in its conduct and management.

In addition to this overall planning meeting, this same group reconvenes prior to each of the program's 3 offerings to consider
marginal changes and adaptations of the program. For instance, data is gathered on the staff members who have signed up to participate in each of the sessions and information on their ethnicities, their ages, their tenure in the district, and their school assignments are often used to make adjustments in program foci. These meetings are also used to evaluate the performance of trainers and speakers used for the first time and to correct any aspects of the program which may have caused adverse reactions.

**Categorical Program Inservice**

Inservice training for the categorical programs is planned and outlined in the annual proposals for program funds. As such the principal actor in the design of inservice is the director of federal programs. For each of Winslow's 7 categorical programs the director holds a planning session which, on average, involves about 7 people. Among these are staff members employed by the program, an occasional building principal from the facility housing the program, the director of elementary education and the reading specialist. The purpose of the meeting is to discuss all elements of the coming year's program and to outline the proposal. Inservice offerings are among the topics addressed. Each of the 7 programs also has an advisory group comprised of from 6 to 8 district employees and community people. Their task is to approve rather than plan program activities.

In addition to the proposal meetings, the federal projects director holds monthly meetings with the various program staffs. These meetings often include informal evaluations of previous inservice offerings and the identification of needs for future staff training. No formal procedures are used for evaluation or needs assessment.

**Bilingual Center**

The state university bilingual center offers inservice training by request. Programs are requested for single school buildings as well as for entire districts. The center also provides a staff member to help the requestor with needs assessments. Requests for particular kinds of inservice training are routed to the center's
director who formulates a tentative outline of options for meeting the described need. A meeting of the center staff is called to review the tentative outline and pool ideas on the program's overall focus, alternative courses and/or activities appropriate to the focus, and specific staff available for the program. Once the program outlined has been firmed up, it must be approved by the division of continuing education. The division's concern is that the content of the plan meet university standards and be deserving of the course credit that will be offered through the division. As such its role is quality control more than actual planning. The requesting building or district enters late in the planning process in that it comments on the plan submitted by the center. Requestors generally approve the plans in total or make only marginal changes. When the plan has been approved, the center finalizes all necessary arrangements and the district merely schedules the time and provides space.

Other Programs

Planning for the catalyst program occurs in monthly meetings of a multidistrict consortium of participating catalyst principals. Principals and, on occasion, selected teachers from Winslow's six catalyst schools attend. These meetings usually focus on issues related to building management, school community relations, staff relations and various building problems. Because catalyst is a building-based program ideas emanating from these sessions are usually not applicable to all consortium schools and as such are usually not universally adopted. Catalyst activities can differ a great deal from school to school. The individual building principals have a great deal of autonomy in determining program directions.

The $15,000 used by Winslow for inservice training in economics was granted by the state on the strength of a proposal written by a university professor. The district gave him complete autonomy to construct a program to provide practicable instruction and materials for elementary school classrooms. The program was designed as three sequential 30-hour courses offering a total of 11 college credits with 20 participants as the optimal class size. The plan included a
fall course in microeconomics designed to provide teachers with a basic understanding of economic concepts, a winter course which applied those concepts to contemporary issues, and a spring course dealing with classroom implementation.

Planning for the metrics inservice program was done primarily by the State Department of Education. Its curriculum division assembled a package of approved materials to be used, established the format as a single 30-hour, ten-week course and set an incentive of three inservice credits. The district's only planning responsibility was that of hiring an instructor and providing space. Initially, the district attempted to establish a goal of having two teachers per elementary school participate as a means of evenly dispersing the program's exposure; but this goal was soon abandoned because the voluntary subscription to the program was too uneven.

**IMPACT/OUTCOME OF STAFF DEVELOPMENT PROGRAMS**

Overall, respondents felt that the primary outcome of desegregation-related inservice in Winslow was to diffuse racial tensions. Prior to the 1978 school year, one high school was reportedly a racial battleground. Incidents of violence were quite frequent--some involving as many as 100 or more students. The effects of these incidents spilled over into other buildings raising the level of racial tension throughout the district. Desegregation-related inservice programs are given part of the credit for diffusing these tensions. Respondents believed that the inservicing of teachers may have created better sensitivities to these tensions as manifested in the classroom and, as such, may have formed the district's first line defense against future eruptions.

Respondents generally felt that the cultural awareness program was very effective in helping teachers to reach the minority students, for whom they usually held very low expectations, and to better understand the links between students' environments and cultures and their behaviors. But while most felt these impacts to be positive, some few persons viewed these programs as potentially harmful, feeling that they tended to place more emphasis on social work concerns than on academic matters.
Inservice training for the categorical programs was described as having contributed to the vast improvement in the academic achievements of minority students. According to many district officials minority students have caught up to majority students in reading and most other academic areas in just two years. The one area in which a difference still exists is math, and it was widely felt that more training was necessary here.

Programs offered through the bilingual center are given a large part of the credit for the academic achievement advances by the Hispanic student population—a sizable portion of which comes from primarily Spanish-speaking homes.

Principals participating in the catalyst program see its primary impact to be the bolstering of community and staff interest in school operation and management. Faculty meetings are drawing as much as 95 percent attendance of teachers in catalyst schools. Staff members are participating more in these and other school meetings and community meetings are better attended.

The impacts of the economics and metrics inservices were reported to be the improvement of teacher competence in these areas. There is no data showing the effect of the teacher training on students.

Suggestions for the improvement of these individual inservices were often contradictory but some few suggestions appeared consistent both within and across all programs as follows:

- Inservice programs should have more followup or provide some method for "renewal."
- Inservice should be done in smaller groups to allow more intimate give and take between trainers and trainees.
- Inservice programs should be geared to providing materials and activities transferrable directly into the classroom.