

# the OAKES newsletter

An Independent Monthly Dedicated To Improving Public Education  
Helen Oakes - Author and Publisher

Vol.IV, No.1

Philadelphia, Pennsylvania

September 11, 1972

## AFTER THE CONTRACT SETTLEMENT, HOW WILL THE SCHOOLS BE KEPT OPEN?

The estimated revenue from city, state and federal sources will fall short of the amount needed to run the schools for this year by more than \$52 million causing the School District of Philadelphia to face another financial crisis. The citizens look to the President of the Board of Education, William Ross and the Mayor, Frank L. Rizzo to assume their responsibility for the survival of public education in Philadelphia. Yet, the Board of Education has not proposed a specific plan for meeting this deficit of revenue nor has the Mayor taken the steps necessary to fulfill his campaign promise to keep the schools open.

If the School Board with the Mayor's support had developed specific, realistic proposals last spring for funding the budget, and then worked to achieve them, there would have been much greater pressure on the teachers to exercise restraint in their contract demands. Had the School Board and the Mayor shouldered their responsibilities, the Board would have been in a strong position to ask the teachers' union to do the same by holding the line.

If things continue to drift and no positive action is taken, there appears to be no way to avert the exhaustion of funds which would cause the schools to shut down in March. This loss of more than one-third of the school year would solve nothing, but only serve

to enlarge the proportions of the crisis.

\*The education of the children of Philadelphia would be irreparably damaged.

\*The \$52 million deficit would be increased to at least \$68 million. Closing the schools for 60 or more of the required 180 days would result in the loss for 1973-74 of at least one-third of the \$205 million subsidy from the Commonwealth of Pennsylvania. In addition, there is a strong possibility that school employees would have to be paid even if they did not work. If a court suit resulted in such a decision, the deficit would then escalate from \$68 million to \$120 million for 1973-74.

\*Schools closing this year might jeopardize the \$74 million that comes to Philadelphia from Federal grants. \$6 million of this goes into our general fund budget and the other \$68 million supports countless beneficial programs from pre-school to vocational education. Next year's grants depend on demonstrating that the money spent this year produced results. Obviously, these would be seriously damaged by a year that is only two-thirds its usual length.

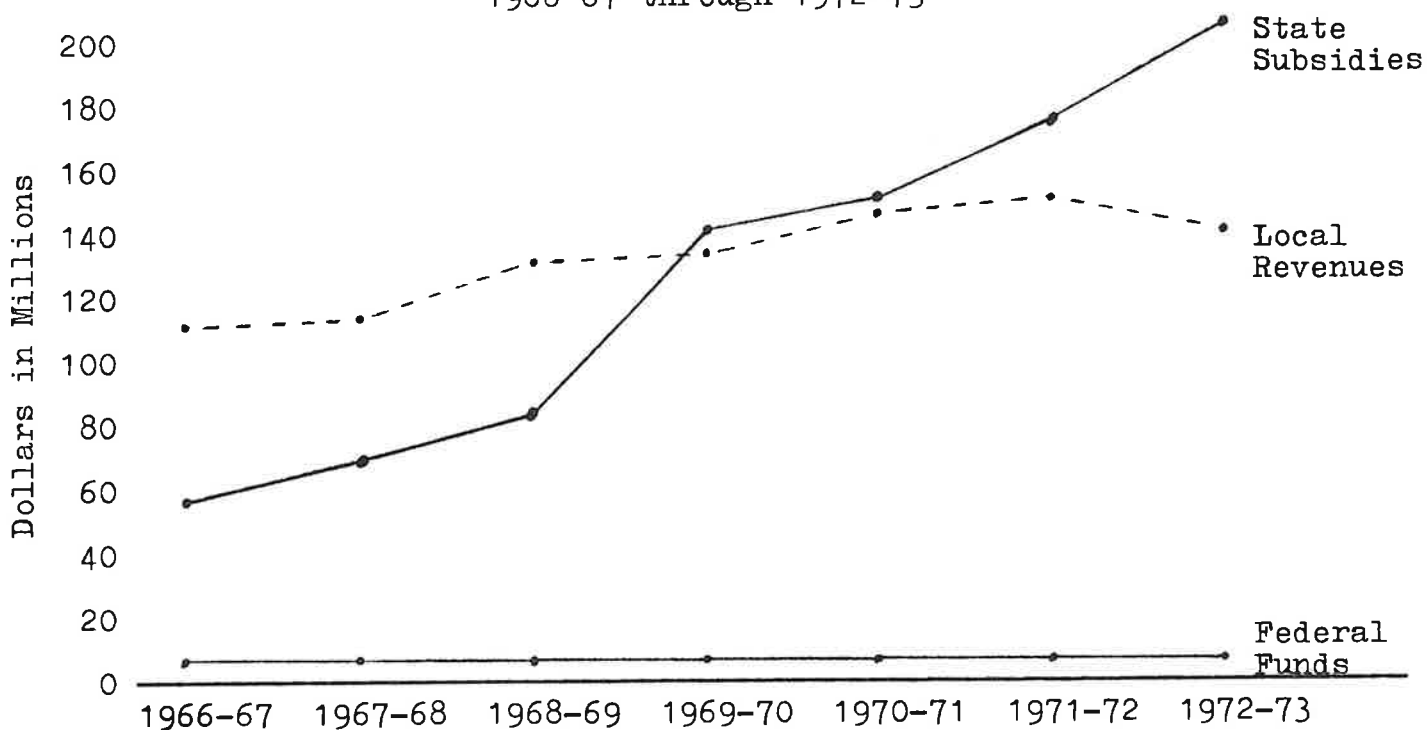
## STATE SUBSIDY VS. CITY TAXES

Many Philadelphians feel that the present fiscal dilemma should be resolved by increased State subsidies. Yet the facts show

(see graph) that the State has already increased its support of Philadelphia's schools by \$151 million in the last six years from \$54 million in 1966-67 to \$205 million in 1972-73. This represents a progressive increase in the State's share of the total support of the School District from 32% to 58%. During the same period, tax revenue coming from Philadelphia increased

only \$31 million from \$110 million in 1966-67 to \$141 million in 1972-73. This represents a decrease in the City's share of School District revenue from 65% in 1966-67 to 40% this year. The State legislators have made it clear to Philadelphia that the City must increase its support of its schools before it can return to the State for more funds.

General Fund Revenue  
City, State and Federal Contributions in Millions of Dollars  
1966-67 through 1972-73



Philadelphia's effort to support its schools does not impress legislators in Harrisburg. They are aware that:

1. In 1971, the Philadelphia schools were deprived of about \$15 million in much needed revenue by the Mayor when he vetoed a 10% tax on across-the-bar liquor sales after the State Legislature and City Council had passed the necessary legislation.

2. In June 1972, at a time of desperate financial need, the Philadelphia Board of Education permitted a previously levied local tax to be dropped, without a murmur of protest, thereby

decreasing the City's dollar support of its schools. This tax, the Corporate Net Income Tax, was first levied in July 1969 at a 3% rate. The state law enabling City Council to authorize the School District to collect this tax provided that if this tax was retained after July 1, 1972, the rate could be raised as high as 4½%, but another tax, the General Business Tax, would have to be dropped.

The School District's budget document released in late March indicated that it chose to relinquish the General Business Tax with its \$12.7 million yield, because it brought in about \$2

million less revenue than the Corporate Net Income Tax. Yet a few months later this decision had been reversed without benefit of public discussion and the Corporate Net Income Tax was dropped. Thus the tax projected to bring in the greatest amount of income to the School District, with a potential for producing  $1\frac{1}{2}$  times as much, was dropped in favor of a lesser producing tax. Whatever the merits or faults of these two taxes in relation to the City's overall tax structure, under the circumstances, a strong case should have been made to retain both taxes for at least one more year or to substitute another tax for the one being dropped.

#### THE NEED FOR CASH

Another complicating aspect of the School District's financial distress is that it does not have enough cash on hand to meet its payroll for all of even the first month of school. The ten banks that have loaned the School District money in prior years have said that they will not grant loans this year. The School District, therefore, has no way of getting the \$135 million in cash needed to carry it until the bulk of its tax revenues and state subsidies are received early in 1973. The banks seem to be adamant in their resolve not to lend the School District money until it has a reasonable expectation for a balanced budget.

Their decision to force the School District to face the crisis now and not let it drift until March is undoubtedly in keeping with sound banking practices and the best interests of the banks. But it also serves the schools because a solution should be evolved and implemented immediately. Taxes levied now will bring in more, much needed revenue sooner than taxes levied at a later date. The money is needed in this fiscal year. Should further budget cuts be

forced upon the system, they must be put into effect at the beginning of the year before the money is spent. State aid takes time to secure and we are already two months into this fiscal year. Financial rescue, whatever form it may take, must get started now.

The lack of public protest in reaction to the possibility of a shortened school year or running out of cash in September has been interpreted as apathy. It is more likely that people believe that, as has happened every year under what seem to most to be similar circumstances, some way will be found at the last moment to keep schools going. But all the rabbits have already been pulled out of the hat. Budget cutting has already removed any fat that existed and is now destroying the bone and muscle of the system. Selling bonds to finance the operating budget was resorted to in 1970, contributed to damaging the School District's credit rating and cannot be repeated. Deficits have been carried over and paid out of the next year's funds, but this is not possible when the deficit reaches the proportions of the present one.

The financial problems of Philadelphia's schools mirror those of other large cities in the nation. Long range solutions involving changed roles for local, state and federal governments will be forthcoming, but not in time to solve Philadelphia's present problems. There is an urgent need for the Board of Education and the Mayor to provide leadership now in finding increased City tax revenue for the schools so that the School Board may return to Harrisburg for additional assistance. City Council, the citizens and the business community must also register their support for adequate funding of public education. Only if the school system can secure more City and State support will it be able to get through another year.

9/6/72

## A Note to New and Old Readers:

The goal of The Oakes Newsletter is to contribute to restoring the Philadelphia public school system to financial health and to changing the system so that it will better serve the educational aspirations and needs of the students.

An independent publication which first appeared in April 1970, the Newsletter is not affiliated with any organization or agency and has been sustained to date by subscriptions, contributions and foundation grants. However, more subscribers and contributors are needed if the future of the Newsletter is to be assured. Since the beginning, the one-year subscription rate (10 issues) has remained at \$3.00 so that as few people as possible would be precluded from subscribing. However, this \$3.00 rate provides only bare subsistence. It would take an average of \$5.00 per copy to make the Newsletter financially viable. Immediate goals are to receive subscriptions from those who have received the Newsletter on a complimentary basis and to introduce it to a maximum number of new readers.

You can assist by: subscribing if you have not already done so, renewing your subscription if it has expired, making a contribution which is tax deductible and suggesting potential readers to whom a free sample copy will be sent. Please fill out the coupon below.

Thank you.

*Helen Oakes*

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# the OAKES newsletter

An Independent Monthly Dedicated To Improving Public Education  
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Vol.IV, No.2

Philadelphia, Pennsylvania

September 25, 1972

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## SPECIAL ISSUE

### WHY ARE THE PHILADELPHIA PUBLIC SCHOOLS CLOSED?

Monday, September 25, 1972 marks the twelfth day of classes missed by 281,000 Philadelphia public school students whose schools have been closed by a strike of the Philadelphia Federation of Teachers. The repercussions of the school system shutdown grow more serious as each day passes. Crippled children who attend the Widener School are being denied the physical therapy and exercise that they need to prevent the worsening of their condition. Students are being given the impression that their education is of little importance to the Philadelphia community and this diminishes their respect for education and negatively influences their attitude toward it. Students are losing more educational ground than usually results from summer vacation as the time out of school lengthens. Students who are college bound are not receiving the course work they need to prepare them for entrance examinations nor the counseling to help them select the institution that they wish to attend. Athletes, such as football players and cross-country runners, are being hurt because their opportunities for college recruitment and receipt of athletic scholarships are being lessened. School personnel, experiencing payless paydays right after the summer vacation period, are suffering economic consequences which for some will be devastating. Students of all ages, abilities and interests are wasting valuable time that they should be spending in school and this is a tragedy that is causing increased frustration and anger throughout the City.

Contract negotiations between the Philadelphia Federation of Teachers and the Philadelphia Board of Education began almost a year ago. The Board had its own labor negotiator until July when he was replaced by Jack Soloff, chief labor negotiator for the City of Philadelphia, now on loan to the Board of Education. On July 27th, shortly after Mr. Soloff came into the picture, the Board of Education presented six proposals to the Union, most of which turned back the clock two or more years on contract provisions that the Union had previously won. On the day that the proposals were put forth, the Superintendent of Schools made a statement characterizing them as a design "in the face of a mounting financial crisis...to cut costs by approximately \$14 million." But apparently this was just camouflage because they are now being described as an effort to effect management reforms and generate \$14 million to be used for teachers' salaries or new programs.

The Philadelphia Federation of Teachers is a labor union, and a fact of life in labor negotiations is that unions do not give up contract provisions that they have obtained in the past—certainly not without getting something significant in return. Yet all of the Board of Education's proposals chopped away at contract demands previously won

and offered no quid pro quo. Fourteen days into the strike, the Board's offer remains essentially the same. This raises the question: Was the City's labor negotiator purposely sent in to get a strike?

#### WHAT WERE THE MAJOR CONTRACT PROPOSALS OFFERED JULY 27, 1972?

Increased Class Size - 485 teaching positions in the secondary schools (8% of the total) were eliminated resulting in an increase in class size. This proposal was announced as a "change in the basis of allocating teachers in secondary schools to reflect the attendance factor." News stories and editorials have since been filled with phrases such as "485 unneeded teachers" and "class sizes based on actual attendance rather than listed enrollment." Thus the School District created a false impression which conveniently led to the portrayal of the Teachers' Union as being unreasonable by insisting on having teachers in classrooms where the rolls were long but, because of absences, the list of students present each day was short.

Secondary school teacher allotments were and are based on several different factors. For the senior high school, the formula incorporates four factors:

##### 1. Estimated Enrollment

Basis of allocation prior to July 27: For the first 2000 pupils-1 teacher/27 pupils; beyond 2000 pupils-1 teacher/28 pupils.

Basis of allocation resulting from new proposal: For the first 1400 pupils-1 teacher/28 pupils; beyond 1400 pupils-1 teacher/32 pupils.

Example: Based on estimated enrollment alone, a high school with an estimated enrollment of 4000 would have been provided with 146 teachers prior to July 27th and only 131 on the basis of the new allocation. This would increase class size significantly.

##### 2. Average Daily Attendance

This factor came back into the formula last year after an absence of many years. It reduces the teacher allocation by a given percentage depending on the average rate of attendance of the pupils.

Teacher Allocation Reduction Prior to July 27		Teacher Allocation Reduction Resulting From New Proposal	
Average Daily Attendance	% Teacher Reduction	Average Daily Attendance	% Teacher Reduction
100% - 88%	0	100% - 95%	0
		94% - 88%	3
87% - 83%	4	87% - 83%	5
82% - 78%	5	82% - 78%	6
77% - 73%	6	77% - 73%	8
72% or less	7	72% or less	9

As can be plainly seen, the change in the percentage of teacher reduction was small. Therefore, of the 485 teachers cut from the secondary schools, this factor accounted for only 70 teachers or 14% of the total number cut.

##### 3. Achievement Adjustment - This factor was not changed.

##### 4. Supplementary Allowance - This factor remained unchanged.

Clearly the July 27th proposal calling for a reduction in teacher allotment for all secondary schools was almost totally unrelated to student absenteeism. These cuts, like those made last year, are going to hurt. Our secondary schools are already big, impersonal institutions where students feel like no more than a number with no one to care whether they succeed or fail. Each cut in personnel makes it more difficult for junior

and senior high schools to work on this very serious problem.

Longer Workday For High School Teachers - The Board of Education is proposing that high school teachers work forty minutes longer each day, without additional compensation, so that the length of the high school day for teachers will equal that required by the State for students. This would mean that the Board would cease paying teachers overtime to provide the required time for students.

On the face of it, this seems like a reasonable request, because Philadelphia's high school teachers are out of step with all others in the State. But, Philadelphia high school hours have been 8:45 to 2:30 for at least the last forty years. The length of the high school day was not changed through contract negotiations. It has been the length it is now for as long as anyone can remember and these are the hours that high school teachers have always worked.

Solution of this problem is complex and difficult, but there is merit to both sides of the argument and a fair compromise must be sought and found.

Return Of Non-Teaching Duties to Secondary School Teachers - The Board of Education is asking secondary school teachers to assume supervisory duties such as hall patrol, lunchroom, locker room, lavatory etc. previously performed by 197 non-teaching assistants who were laid off their jobs in August. Each teacher would be required to spend two periods a week, previously set aside for preparation, performing these duties. This is another example of a proposal which would reverse the progress that teachers had made through the negotiating process.

\* \* \* \* \*

The School Board must have known when it made its July 27th proposal that the Union could not accept it. Why then did the Board make the proposal and why has it stuck to it, almost in total, ever since? Two of the theories are:

1. The School Board wanted a strike so that the teachers could be blamed for closing the schools and the Board could avoid the public wrath if the schools were forced to close because the School District ran out of funds.
2. The School Board wanted to weaken the Union by causing dissension within it. The proposals for changes in working conditions affect secondary school teachers only. Therefore, the elementary school teachers have nothing at stake in the contract dispute, but are suffering the effects of the strike. The School Board hoped that this would cause strife and divisions within the Union, thus diminishing its strength at the negotiating table.

It is important to understand that the Board of Education cut 485 teachers and 197 non-teaching assistants from its staff in August and then required all secondary schools to roster students and teachers on the basis of these cuts. This action violated what is virtually a matter of labor law—that is an employer can't change the terms of a previous contract while negotiating a new one. Now, when the Board demands that the teachers go back to work while negotiations continue, they are demanding that the secondary school teachers go back to work under the very conditions that are causing them to strike. Can this posture of the Board lead to anything but a prolonged strike?

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November 9, 1972

## PREPARING STUDENTS FOR THE WORLD OF WORK - THE SCHOOLS' ROLE

One of the most important decisions that a young person has to make is what he or she wants to do to earn a living. Does he want to be a cartographer, baker, iron worker, zoologist, plasterer or mechanic? This decision affects an individual's life in many significant ways - where he works and lives, with whom he associates, his standard of living, whether he derives satisfaction and fulfillment on the job. Since the decision is so important and so central to a student's future, it should be wisely made, but most often it is not because students have never been taught what to consider in making this most crucial decision or how to go about making any decision.

The evidence that students need to be prepared for the world of work is very great. The teenage unemployment rate in the United States ranges from 15% to 20% and for black teen-agers runs as high as 33%. Looking at people of all ages, working in all kinds of jobs at every financial level, it is obvious that many are unhappy and dissatisfied with what they are doing. This is not surprising considering that it is very often chance or circumstance that determines the jobs that they fill. In Philadelphia, as in cities across the nation, thousands of students, dropouts and graduates alike, leave schools each year having almost no knowledge of the multitude of existing job opportunities and little un-

derstanding of their own aptitudes. Most are inadequately prepared to enter a job and many lack any marketable skill whatever.

In the Philadelphia public schools, new status and significance are being given to preparing students for the job world. For the first time, the various offices sharing this responsibility have been brought together, under a director, to form the Division of Career Education. The Superintendent of Schools has shown, in an additional way, the importance he places on the work of this division by adding the director to his cabinet where he participates in developing all major School District plans and policies and is therefore in a position to work effectively in the interests of career education.

Clearly, the schools have an important role to play in providing a sound career education program that prepares students for work. This role can be divided into two parts though they are interrelated and interdependent. One part is the teaching of salable skills needed for the job world which will be the subject of the December newsletter. The other is career development which has received little attention until recently.

### CAREER DEVELOPMENT

Career development can be defined as a systematic attempt by the schools to increase each stu-

dent's view of the career options open to him and to help him develop his ability to plan and prepare rationally for his career. A valid career development program must strive to give students:

1. The concept that there are a vast number of careers to know about and from which to choose.

2. Specific information (e.g. educational qualifications, skills needed, income prospects) about different occupations and equally important the skill to do their own occupational research.

3. An understanding of themselves (e.g. do they prefer to lead or follow, work with people or by themselves, deal with ideas or objects), their aspirations and goals in life and insight into how to get along with people.

4. The capacity to plan, to make decisions and to take purposeful action.

For a career development program to succeed in Philadelphia, the watered down English, mathematics, history and science courses given to so many students today must be abolished. These low content courses do not prepare students for anything. Heightened career aspirations and sound career planning must be accompanied by high content courses that give students the basic skills they need to succeed in their chosen career.

#### EXISTING CAREER PROGRAMS

Some work in career development is going on in Philadelphia schools today. In about one-third of the elementary schools, in grades 5 and 6, there is a program called Room To Grow. As part of Room To Grow, a series of outside speakers are brought into the school to talk about themselves, how they got into their jobs and what they do. They are asked to come in uniform if they wear one and to bring some of the tools they use on the job. Teachers dis-

cuss with children the dignity of work and the satisfactions to be derived from doing a job well. They help their pupils to look forward to a career as something they really want to do. Students from well-rounded backgrounds as well as circumscribed ones share a need for this introduction to the diversity of possible careers and the beginnings of ways to think about and analyze who they are and what they want to become.

About one-third of the middle and junior high schools have recently formed career development committees for the purpose of making career development an integral part of each school's program. This includes incorporating and integrating career development into each subject taught. For example, a home economics teacher might take her students on a trip to a hospital kitchen with a view to determining all the different jobs involved in planning, preparing and serving meals in this setting as well as analyzing for each job the needed aptitudes, required education and beginning salary.

At the high school level, the effort has concentrated on improving guidance and counseling services for job bound students. With federal funds, one counselor in each of 16 schools has been released for one year for this purpose. In addition, all high schools have computer terminals at which students may investigate approximately 400 different occupations and get information based on the local situation in Philadelphia.

In one high school, the importance of career and vocational counseling was recognized some time ago. A counselor there is in his fourth year of devoting full time to increasing opportunities for students to get and utilize career information. He arranges, each year, for a series of career fairs at which representatives of many jobs in one occupational

area, such as health, come for a day and meet on an informal basis with students. He has established a career and college information center that houses the latest information (handbooks, pamphlets, etc.) on careers, the computer terminals, college catalogues, films and film strips. He has been instrumental in getting reading classes to utilize job descriptions for their reading material and English classes to teach students how to write resumes. Much has been accomplished at this school, but more counselors are needed to properly serve the career development and job counseling needs of an entire high school.

While the above provides only an outline of the existing career development program in the Philadelphia public schools, it is clear that the program at present reaches only a very small proportion of the students, is fragmented and uncoordinated. Yet the need to prepare students for the world of work is very great indeed and requires a comprehensive, overall program.

#### MUCH TO BE DONE

To meet Philadelphia's career development needs, the program should be broadly expanded:

1. The Superintendent should make clear to all those working on the career development program that he has placed overall responsibility for it in the hands of one person. This is already down on paper, but a destructive vying for leadership by different offices continues. Guidelines should be worked out so that different offices see their roles clearly and can begin to work together cooperatively.

2. Career development should be introduced into all schools for all students with the greatest efforts coming first at the elementary and junior high school levels, because:

- A. Students should begin to think very early in their lives, while their minds are receptive, about the broad spectrum of careers open to them.

- B. If students, early in their school lives, look ahead to their future careers, they are more likely to see the relevance of acquiring basic educational skills and be more highly motivated.

- C. Students have to make choices in 8th grade of what they are going to study the next year and they can make wise decisions only if they have given thought to their career plans and been helped to see the relationship of their high school education to their future.

3. All secondary school teachers should relate their subject area to the world of work thus providing greater focus and direction for their students. For example, English teachers should help students to see that proficiency in English is mandatory for almost any career, from the technician, who must be able to read and understand manuals, to a reporter or advertising copy writer.

4. Every high school should have adequate staff, qualified and equipped to help students secure career information and use it wisely.

Our schools must develop the capacity to give students what they need to make decisions at the proper time about what they want to be, what subjects to study, whether to continue their education after high school and what occupation to pursue. A well-planned, comprehensive kindergarten through twelfth grade career development program is essential. It will benefit students and employers too, but it will also improve the economic and social health of the City.

TO KEEP THE SCHOOLS OPEN THROUGH THIS SCHOOL YEAR, THERE MUST BE:

- \*\* A new contract between the Philadelphia Board of Education and the Philadelphia Federation of Teachers. The Memorandum of Understanding under which the schools were opened three weeks late expires December 31. A fact finding process which is not binding has now been initiated which could run through most of December.
- \*\* A fiscally sound solution to the financial crisis facing the Philadelphia School District. The projected deficit for this year's operating budget still stands at \$52 million, so that the threat remains that the schools will close March 30 when the funds are exhausted. Against that is a \$12 million promise from Mayor Rizzo and possibly \$16 million from the State. The Board of Education, the Mayor and City Council still have not faced up to their responsibility to increase tax revenues for the schools. The need continues, therefore, for the public to urge them to do so.

A Note to Readers -

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December 15, 1972

## THE SKILLS CENTERS

It is estimated that by 1975 less than 5% of the total jobs in the United States will be available to unskilled workers. The decreasing number of such jobs means that most high school students who drop out -or graduate- with no saleable skill will join the ranks of the unemployed. At the same time, employers in business, industry and human services cannot find the skilled people that they require to function safely and efficiently. Consumers, be they hospital patients or airline passengers, share a dependence for their lives and well-being on people who are designing, building, maintaining, repairing, and operating machines and equipment of increasing complexity. Therefore, whether the problem is looked at from the point of view of the employee, the employer or the public, the necessity for producing trained people is very clear. Schools must stop turning out unskilled people and start producing individuals able to fill the manpower needs of the 1970's and '80's.

At present, Philadelphia schools are able to provide vocational education to less than one-third of Philadelphia's high school age young people. Obviously, there is a compelling need to expand the capacity of the schools to prepare students for the world of work.

Currently, five "Skills Centers", devoted to career development and the teaching of skills

needed for employment, are on the drawing boards and the funds to build them were approved by the voters in November. Each Center will be able to provide vocational education to 3200 students. Jobs in business and industry will be prepared for in settings similar to those that might be found in a local plant or office.

Students will attend the Center two days a week and continue to receive their academic instruction at their home high school the other three days. A student may attend a Center and also take three or four college preparatory subjects yearly at his home school which will provide him with the academic subjects required for college entrance. This setup will make it possible for students to keep their options open - preparing for the working world and post high school education at the same time.

To determine what kinds of job training the Skills Centers should offer, a labor market analysis was made projecting local manpower demands to 1980. As a result, students will prepare for careers that are expected to provide present and future employment opportunities.

The Centers will be organized around thirteen occupational "clusters" (e.g. health services, communications, bookkeeping-data processing) and will provide training for related jobs within these particular fields.

The cluster concept has many advantages. First, a student can defer choosing a narrow career goal for some time while he begins learning skills that could prepare him for several different related jobs. For example, a student interested in drafting could postpone a decision about whether he wants to go into architectural drafting, industrial drafting or map making while he learns how to use instruments, draw different views, etc. Second, learning the basic work applicable to several occupations helps an individual to be prepared for the job changes that technological progress will force on most people during their lifetimes. An architectural draftsman, unable to find a job in his field would have the basic knowledge needed to transfer over to industry where he might draw machines, electrical circuits or pipe layouts. Third, because all students in a cluster are working side by side, each gains some familiarity with the other jobs in his field of interest which could either heighten his aspirations or just add to his general information.

Present plans call for students to visit the Skills Centers while they are in elementary school to help them understand the many career options open to them and give them more information about careers. During the junior high school years they will visit and work in three or four different clusters in an attempt to determine which appeals to them. In the 10th grade, they will narrow it down to two, and in grades 11 and 12 to one. They will then determine with their teacher what their job goal is and the teacher will lay out a program with that job as the objective.

#### SELF-INSTRUCTION

Learning in the Centers will be primarily through self-instruction with the aid of audio-visual materials which will show, and

often tell, the student step-by-step how to perform a certain task.

Curriculum writers preparing materials for the Skills Centers have taken each job and determined what tasks an individual must be able to perform to do that job. For example, to repair a tire an individual must know that there are several different things that can be wrong with it, such as, it may be punctured or out-of-balance or the valve may need repair. A student will work on tires and be taught with slides, tapes or films the different defects to look for and how to deal with each of them. When he has practiced sufficiently and passed a proficiency test, he will be able to fix a tire whatever is wrong with it.

The teacher's role in a setup of this kind while different from his traditional one, is at least as challenging. He has to know how each student is progressing and always have the materials ready that he is going to need next. He has to encourage, explain and motivate at the right time and place.

Instead of grades for work done in the Skills Centers, plans call for a listing of attained proficiencies. Students will receive a certificate at graduation, in addition to a diploma, listing the various skills they can perform. Thus, employers will be able to ascertain at a glance that a prospective employee can type fifty words a minute, or troubleshoot a problem in a third generation computer, or operate an eight foot brake on 16 gauge metal.

Because of the individualized program, students will not be locked into a course. If they find that their program of study is not what they anticipated or want, they may change without penalty. In a traditional high school or vocational school, this is not possible after a certain time, because the courses are too far along and there is no way for the

student to catch up with the rest of the class. Thus, unwilling to loose a year, students stay reluctantly with something that they don't like or drop out of school. In a Skills Center, this would not happen because the self-instruction system permits changes at any time.

## ADVANTAGES

On the whole, the plans for the Skills Centers sound excellent. Students will be preparing for jobs that exist in a way that will be meaningful to them and that can provide them with motivation to work hard on both the academic and the skills part of their program. The self-instruction method of learning will make it possible for students with different aspirations, abilities and motivation to work together in each cluster, each progressing at his own rate, in an atmosphere conducive to developing mutual understanding and respect. The Centers will strive to produce teen-agers who have healthy attitudes toward work, take pride in it, and know how to do something that makes them valuable to an employer. If the Skills Centers are funded so as to achieve their potential, they will be open long hours to accomodate young people and adults who wish to upgrade their skills or learn new ones.

However, enthusiasm for the Skills Centers should be tempered with the knowledge that:

1. While the Skills Centers provide the opportunity to every student to progress at his own speed as far as he wishes to go, this is an empty promise to students whose basic skills are weak. Both the Skills Centers and the home schools must develop strong programs to help such students master the reading, writing and computational skills which they will need on the job to move up from the bottom rung of the ladder.

2. A recognition of the in-

terdependence of academic subjects and job skills seems to be missing. In preparing for a job many young people see for the first time that academic subjects are useful and important to them if they are to attain their goals. The unmotivated, drifting teen-ager who starts working in the communications cluster in radio and television repair may suddenly see the usefulness of courses in science and mathematics. Counselors and teachers in the home school and the Skills Center, working together, must capitalize on such new potential impetus by stepping in to inform the student of the course work at his home school which will advance his preparation for a job and his chance for promotion on the job later. Such staff cooperation must be provided for in the plans.

3. Before the first Center opens, the staff must go through extensive training which is not now guaranteed by earmarked funds. For a teacher to go from his traditional role as the center of attention and the primary source of information to being a manager of students' learning experiences is a drastic change that requires the learning of new skills as well as a change in attitude. Because the time of the opening of the first Skills Center is not now known, the staff development cannot begin, and yet it must be provided for at the proper time. If the staff of a Skills Center is not adequately trained, the promise of this program cannot be fulfilled.

4. The opening of the five Skills Centers will be delayed if the School District's financial plight makes it impossible to sell the bonds needed to finance the construction of the Centers.

The Skills Centers, as proposed, will teach saleable skills to a cross-section of all young people. They are, therefore, important to the economic and social



welfare of the City. They are the instrument for producing young people who have career interests and skills that make them employable, tax-paying citizens as well as members of a pool of trained people needed by business if it is to prosper.

Whether young people of the future, having attended a Skills

Center go directly to work or continue their education first in a technical school, business school, college or university, they will be better prepared to get a job and perform it well. The vital role of the Skills Centers entitles them to status, prestige and strong support from business, industry, health and welfare institutions and the community at large.

THE THREATS TO A FULL SCHOOL YEAR WITHOUT INTERRUPTION CONTINUE —

- \*\* The Board of Education and the Federation of Teachers have not reached agreement on a new contract. The Fact Finder's report will be delivered to both parties during the third week of December and made public ten days later. While it is not binding, it will hopefully provide an equitable basis for settlement that will be accepted by both parties prior to December 31.
- \*\* There is a gap of \$52 million between expected revenue and expenditures for this year so that the School District may have to close down in April. A fiscally sound solution to this crisis depends on a recognition by the Board of Education, the Mayor and City Council that the City must increase its tax support of the schools.

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## THE OAKES NEWSLETTER

An Independent Monthly Dedicated To Improving Public Education  
Helen Oakes - Author and Publisher

Vol.IV, No.5

Philadelphia, Pennsylvania

January 5, 1973

### The Fact Finder's Report - A Basis For Settlement

Since October, 1971, the Philadelphia Board of Education and the Philadelphia Federation of Teachers have been in the process of negotiating a contract which was to have taken effect September 1, 1972. For fifteen months they have been unable to agree. The students of Philadelphia have already suffered through a 3-week teachers' strike caused by the Board's announced intention on August 8, 1972 to turn back the clock on contract provisions previously won by the Union. A Memorandum of Understanding signed September 27 got the teachers back into the classroom under an extension of last year's contract. That agreement, extended for a week, expires January 7.

Last October, at the request of the Union, the Pennsylvania Labor Relations Board appointed a fact finder. Mr. Arnold Zack, designated on October 25, held formal hearings, analyzed the 1609 pages of testimony presented on 86 complex issues and submitted his 114 page report on December 18.

On the key issues, the issues that have been the cause of contention for years, Mr. Zack found for the Union. He concurred with many of the Union's arguments and their proposals. Unfortunately, he saw no way to fund these proposals immediately. In order to get what the fact finder agrees they are entitled to, in most cases teachers would have to wait until September 1973 or September 1974.

There is no way to separate Mr. Zack's findings from the fact that public education in Philadelphia is not adequately funded. Clearly, the lack of funds had a tremendous impact on his recommendations. He does take the position that the School District must raise, and has time to raise, the revenue to fund the expenditures that he recommends for Years 2 and 3 of the contract.

### KEY ISSUES

#### Longer School Day

The Board of Education has been driving to extend the high school teacher's work day by 30 minutes for some years now. This is the issue upon which settlements have floundered so often in the past. This longer school day would give the students the 990 hours of instruction per year required by state law. The Board wanted high school teachers to work the extra thirty minutes without additional compensation. The Union's plan was to institute two shifts of teachers, one to work from 8:45 A.M. until 2:30 P.M. and the other to work from 9:30 A.M. to 3:15 P.M. Under the Union's plan, the students would have the longer high school day required by the State, but teachers would continue to work the number of hours that they are working now. This, however, would require the hiring of additional teachers.

The fact finder considered the "Federation's proposal to be a

rational method of resolving the 990 hour school year problem..." though he was "barred by the high cost of this program from recommending it for immediate introduction..." He recommended beginning it in the third year of the contract and called for instituting the Board's proposal during the first two years. Since the Board would cease to pay extra for the longer school day, savings would accrue which would be paid out to teachers in the form of additional compensation through the 1973-74 school year.

This was an important victory for the Union since the fact finder adopted their proposal, without modification, as the proper solution as soon as it was feasible to fund it.

#### Preparation Periods For Elementary School Teachers

The Union proposed a one-hour preparation period per day, a total of five one-hour preparation periods per week. The Board was opposed to this because of the cost involved. The fact finder recommended that "Effective, September 1973, sufficient non-teaching personnel should be supplied to elementary schools for supervision of students at lunch periods, recess and specialized courses, to provide elementary teachers with two hours and thirty minutes per week preparation time... By September, 1974, this time should be increased to three hours and forty-five minutes." The fact finder supported the Union's contention that elementary school teachers need preparation periods and he provided for 3/4 of an hour per day in the third year — another clear victory for the Union.

#### Non-Teaching Duties

The Board of Education wanted to impose non-teaching duties, such as hall patrol, lunchroom, locker-room, etc., on teachers in secondary schools. The Federation opposed this proposal and the fact finder agreed with the Union. No new non-teaching duties will be imposed on teachers. The non-teaching assistants currently doing this work will continue to do so.

#### Class Size

Under the present contract the maximum number of students in elementary and secondary schools that may be assigned to one class is 35. The report proposes that in secondary schools, in Years 1 and 2 of the contract, the average class size by department be 35, allowing some classes to be well over 35. In Year 3, class size would revert to 35 being the maximum permissible.

Increasing class size in this manner this year would mean new student rosters in secondary schools and extensive reorganization which is unthinkable. Dr. Costanzo, Superintendent of Schools, has stated that the Board would not pick up this option because students have already been subjected to enough change and disruption. However, in the second year of the contract, class size would be increased for a saving of about \$3.8 million. This increase in class size, resulting in 385 fewer secondary teachers, will have a noticeable impact in the classroom and certainly is not in the best interests of the students or the teachers. It is simply part of the price we must pay for past financial neglect of public education.

#### Salaries

Essentially, the fact finder provided only cost of living in-

creases for teachers over the three year period, but not beginning until the second year. This was again a reflection of the fact finder's legitimate concern with funding his recommendations, as follows:

Year 1        \*Usual annual increment which averages about \$600 for all  
1973-73        teachers not on the top step of the salary schedule.

Year 2        \*No annual increment.  
1973-74        \*Money saved by the Board from the new average class size  
                 and from the extension of the high school day shall be  
                 paid to employees as a percentage increase in their  
                 salaries as soon as these savings begin.  
                 \*3% increase in salary as soon as such funds become  
                 available.  
                 \*Increase equal to the percentage increase in the  
                 Consumer Price Index figures of April, 1973.

Year 3        \*Usual annual increment.  
1974-75        \*The two cost of living increases from 1973-74.  
                 \*Cost of living increase based on Consumer Price Index  
                 figures of April, 1974.

To convert this into dollars, take for example a teacher with a BA degree who began teaching in September, 1969.

Year 1        \$ 10,600        (\$10,070 salary from 1971-72 plus \$530 increment)

Year 2	\$ 10,600	Salary from Year 1
	310	Class size and high school day saving
	320	3% cost of living increase
	320	Cost of living increase (3% chosen for purpose of example.)
	<hr/>	
	\$ 11,550	

Year 3	\$ 10,600	Salary from Year 1
	530	Increment
	640	Cost of living increase from Year 2
	320	Cost of living increase (3% chosen for purpose of example.)
	<hr/>	
	\$ 12,090	

The leadership of the Union has argued for some years that funds can be found to cover the increases in a new contract. For a time it seemed to be true that the required dollars could be raised. Then the squeeze and the cuts began — we lost summer school, night school, and a host of other services and needed materials and supplies. The time had come when increasing salary schedules meant fewer employees and a lesser quality of education for the students.

The three year contract recommended by the fact finder involves no cost for the School District the first year, \$10 million the second and \$25 million the third. These figures can not be looked at in isolation. They must be viewed within the context of the current financial situation, an existing \$24 million deficit even if all of Mr. Rizzo's promised \$12 million materializes, and a large gap between anticipated revenue and expenditures this year with an even larger one

next year.

	<u>Millions</u>
1972-73 School District Budget	\$ 369
Increases for 1973-74:	
PARC Case mandating the education of retarded children	4
State ordered busing of non-public school children	5
Increases in debt service on building program, inflation, and social security and Blue Cross rate increases	6
Costs of fact finder's recommendations in second year	10
Increases for other employees related to report	<u>4</u>
Estimated Budget for 1973-74	\$ 398
Revenue Estimate for 1973-74	<u>352</u>
Additional Revenue Needed to Fund 1973-74 Budget	\$ 46

As indicated, \$46 million in new money must be raised to fund next year's budget in addition to finding some way to decrease or eliminate this year's \$24 million deficit. The costs of implimenting the fact finder's report alone in the third year would be an additional \$15 million which would have to be raised in taxes.

Teachers are going to have to face the fiscal facts. There is no way that this city can fund decreased class size, two shifts of high school teachers, salary increases, elementary school preparation periods, adequate amounts of supplies, equipment and materials in Years 1 and 2 of a new contract. Hopefully, in the near future, public education will become a priority and new ways will be found to finance it at a level which will adequately serve the needs of the students and at the same time provide fair and equitable salary and working conditions for teachers and other School District employees.

\* \* \* \* \*

The failure to reach a contract settlement can be blamed on both sides. Their intransigence and unwillingness to settle has been amply demonstrated over this long period of time. A strike by teachers now will grievously hurt the children and it is hard to see how it can possibly secure for teachers any of the things they feel they must have. The fact finder's report, while it may contain provisions unpalatable to parents, the Union or the School Board provides the only basis on which the public can demand that the parties settle. If the public gets behind the fact finder's report, which makes important concessions to the Union while taking cognizance of the financial constraints of the School District, then there is a hope that it can serve as the basis for agreement.

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THE OAKES NEWSLETTER  
6400 Drexel Road  
Philadelphia, Pa. 19151

A Note To Readers:

In the interest of speed, this newsletter is reproduced in this way. The printed format will be resumed next month.

# the OAKES newsletter

An Independent Monthly Dedicated To Improving Public Education  
Helen Oakes - Author and Publisher

Vol.IV, No.6

Philadelphia, Pennsylvania

February 22, 1973

## A LAYMAN'S GUIDE TO THE SCHOOLS' FINANCIAL CRISIS

When school opened in September 1972, the financial situation was as follows:

1972-73	millions
Expected Expenditure (Money to be spent during this year by the School District)	\$ 369
Expected Revenue (All income from city, state and federal sources for the operating budget)	<u>-352</u>
Deficit (Amount by which revenue is insufficient)	\$ 17
Accumulated Deficit (Sum of amounts that income fell short of outlay from 1969 on)	<u>+35</u>
Total 1972-73 Deficit	\$ 52

The \$17 million deficit will recur each year, because the School District's income is not in balance with what it must spend. If the level of expenditure is forced upwards further, and the revenue does not rise with it, the amount of the annual deficit will increase.

The \$35 million in accumulated deficit was partially paid off by the \$16 million in current reimbursement for special education from the State and it will be further reduced, when and if, \$12 million promised by Mayor Rizzo materializes. This \$28 million left a balance of \$24 million needed to complete the 1972-73 school year. Because of this substantial deficit, it seemed likely that the schools would run out of money and be forced to close down in May. However, the impasse over a new contract resulted in the teachers' strike and has closed the schools in January and February instead. The School District

has not paid out \$3 million per week on teachers' salaries and in six weeks the \$24 million deficit has been reduced to \$6 million. The threat of a May closing gave impetus to finding new revenue for this year. This mid-winter closing which masks the fiscal crisis, may well delay finding a fiscal solution and thus compound the problem for next year.

The School Board's claim that the schools are open acts as a mask too, in this case for the educational crisis. They claim that 237 schools out of 285 are open, however only about 40% of the students are entering their doors and they are being taught by a combination of teachers, administrators and substitutes who number only 33% of the full complement. Therefore, the reality is that for at least 2/3 of Philadelphia's public school students, the school system may as well be shut down.

In addition to the strike's

grave educational consequences for students, there is the possibility of its having an equally serious effect on the financial health of the School District next year. The state subsidy for next year (payable in the 1973-74 school year) is based on this year's statistics. The strike could modify next year's subsidy in one of three ways: 1) Philadelphia could loose the total amount of subsidy due for the period of the strike. 2) It could get the full amount, disregarding the strike. 3) It could get a portion of the subsidy, approximately 1/3, in reimbursement for the proportion of students receiving an educational experience

meeting the quality standards set by the State. The State's Secretary of Education has discretion in this matter and he has not rendered a decision to date.

In trying to estimate the dimensions of the financial problem facing us next year, we must, at least, anticipate the possible loss of the State subsidy proportional to the amount not being spent on teachers' salaries during the strike period. This would represent, for a six week period, a loss of state subsidy payments next year of \$22 million.

When schools open in September 1973, the situation will be as follows:

1973-74	millions
Expected Expenditure:	
1972-73 Revised Budget	\$ 373
New or Increased Expenses for 1973-74 (See p.4, Jan.5,1973 <u>The Oakes Newsletter</u> )	+15
Lowest Possible Contract Settlement Plus Corresponding Increases for Other Employees - Years 1 and 2	+14
Total Expenditures	\$ 402
Expected Revenue	-360
Minimum Amount Needed in New Local Revenue	\$ 42
If Partial Loss of Subsidy Occurs (Based on 6 weeks)	+22
	\$ 64
Balance of Cost of Contract Settlement for Years 1 & 2	?
Total New Revenue Needed	\$ ?

There is much about the financial picture for next year that is uncertain now. We don't know what deficit, if any, will be carried over from this year, what the contract settlement will be or whether there will be a subsidy loss. We do know, that unless new revenue sources are found this year, that the most optimistic estimate of the amount needed for next year is \$42 million. The actual amount is likely to be higher by \$10 to \$40 million.

The State is providing 58% of

the School District's operating budget this year, a dramatic escalation in state subsidy support since 1966. Over the same period, the City has dropped its level of support from 65% to 40%. (See The Oakes Newsletter, Sept.11, 1972) We must, therefore, look to City taxes now to provide the essential increase in funds. I don't believe we will get a block grant or any other form of State aid until there is increased local support.

The budget crisis can only be resolved by finding new sources of



revenue. Locating a bank that will loan the School District more money simply increases the size of the debt and the costs of carrying it. Another loan represents another problem, not a solution.

## TAXES

In a Washington, D.C. study of major state and local tax burdens for a family of four residing in the 25 largest cities in the nation, Philadelphia ranked sixth when comparing the heaviest tax burden on income levels up through \$15,000. It ranked among the lowest for the burden of the real estate tax alone and the highest for the wage tax.

There have been arguments for and against increasing the real estate tax. The argument against is that an increase in this tax would fall most heavily on those least able to pay and would overburden them. Supporters of an increase in millage for schools reason that the real estate tax rate has not been increased since 1966. Almost everyone, including the elderly on social security, have received increases since then. The real estate tax divides the burden between individuals and business since business pays 44% of the amount collected. The real estate tax can be raised without injuring the competitive position of the City, because Philadelphia's effective real estate tax rate is lower than most, if not all, nearby suburban communities.

Each one mill real estate tax increase brings in \$4.7 million. An increase of 5 mills would bring in \$23.5 million and cost the owner of a \$10,000 home about \$33 more per year. There is currently a real estate tax rebate provided by the State to those over 65 (widows over 50) and the permanently disabled who make less than \$7500 per year which varies from 10% to 100%, depending on income.

The State Constitution also permits extension of the rebate to the poor, irrespective of age, and this rebate could accompany a real estate tax increase.

There has been a proposal to reinstate the Corporate Net Income Tax which was levied by the School District on corporate net profits at a rate of 3% for the three year period prior to last July 1, 1972. When this tax was authorized by the State Legislature in 1969, the State Corporate Net Income Tax was 7%. Seven months later, the State tax jumped to 12% and became the highest such tax in the nation. Corporations in Philadelphia who had been paying 7% suddenly found their tax more than doubled. It's a very large question whether it would be equitable to corporations, or wise for the City, to put the 3% School District tax back on. Some corporations can relocate by just moving their offices across City Line or the river. If they go, the City loses jobs and all the tax revenue that jobs and corporations generate.

There are many things to be considered in looking for the least painful way to increase local tax support for the schools. New taxes or tax increases should be equitable and based on ability to pay, provide a balance between taxes on individuals and those on business, enable business to be competitive and hinder its prosperity as little as possible, provide a meaningful yield and be easy to collect.

The supplement, "Major Taxes Paid By Individuals and Businesses" (enclosed), lists and explains the taxes now being paid by individuals and businesses. It will help you to judge the present burden carried by each, the balance between them and the impact and fairness of new or increased taxes that are proposed.

## THE PROCEDURE FOR RAISING CITY TAXES TO SUPPORT PUBLIC EDUCATION

For 1972-73 School Year:

1) City Council members must determine what taxes they will support so the Board of Education can draw up bills for submission to the State Legislature. Any interim taxes, taxes passed after June 30, require enabling legislation from the State Legislature. Legislators would pass such bills, I believe, only if City Council had Mayor Rizzo's support, or 12 votes - the number needed to override his veto.

2) State House and Senate must pass enabling legislation.

3) City Council must pass the legislation enabling the School District to levy the taxes and be prepared to override a veto by the Mayor.

4) School Board must levy the taxes.

For 1973-74 School Year:

1) By the end of March, the Board of Education must adopt and submit to the Mayor and City Council a lump sum budget for 1973-74 and a request for authorization to levy taxes to balance the budget.

2) In the ensuing two months the public must be sure that Council assumes its responsibility, determines what taxes should be levied, holds hearings, gets legislative

authority from Harrisburg if necessary and authorizes the Board to levy taxes to balance the budget.

3) By the end of May, the Board of Education must adopt an operating budget, balanced as to anticipated revenue and expenditures, and levy the taxes to fund it.

\* \* \* \* \*

A sound, long range solution to funding public education must be found, but in the meantime Philadelphia's schools must find a way to keep going.

We have come to the point in time when the survival of public education in Philadelphia depends on increasing local support. It would probably be best to raise the needed, substantially increased school revenue through a package including a transfer of City funds representing new City priorities and a combination of taxes which might be drawn from: the 10% across-the-bar liquor tax (yield \$15 million), substitution of a 4 mill Personal Property Tax for the presently collected 2% Unearned Income Tax (increased yield \$3 million), a net income tax on banks which changes in federal law now permit and a moderate increase in real estate millage. Whatever economic consequences this may have, they can not be as serious as those that accompany the constant fear and now the reality of schools closing.

2/18/73

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THE OAKES NEWSLETTER  
Supplement - 2/22/73

Major Taxes Paid By Individuals and Businesses Other  
Than Federal, Payroll and 6% State Sales Tax

An Individual Pays Taxes On Whatever Of The Following That He Has:

1) Home or other real estate

44.75 mill Real Estate Tax. This is 44.75 mills per \$1 of assessed value or \$4.47½ per \$100 of assessed value. \$2.37½ goes to the City, \$2.10 to School District. (Example: \$10,000 home assessed at \$6,500 would owe \$154.38 to City, \$136.50 to School District for a total of \$290.88.) [Yields City - \$112 million, School District - \$99 million]

2) Wages

A) 3 5/16% Income Tax to City of Philadelphia. This is 3 5/16% of total wages or \$3.31 per \$100. [\$240 million]

B) 2.3% Income Tax to State of Pennsylvania. This is 2.3% of total wages or \$2.30 per \$100.

3) Intangible personal property such as stocks and bonds

A) 4 mill Personal Property Tax to City of Philadelphia. 40¢ per \$100 worth of current value of such property. [\$6 million]

B) 2% Unearned Income Tax to School District. 2% tax on income such as dividends. [\$3 million]

C) 2.3% State Income Tax - 2.3% Tax on income such as dividends.

All Businesses Are Subject To The Following Taxes:

1) 44.75 Real Estate Tax (See above) [In total above]

2) Business Use and Occupancy Tax to School District - Tax imposed on use of real estate for business purposes. Tax rate is \$1.25 per \$100 of assessed value. (Equivalent to 12.5 mill real estate tax) [\$14 million]

3) 3 mill Mercantile License Tax to City. 3 mill tax on total receipts. (.003% of total receipts) [\$25 million]

4) General Business Tax to School District. A business pays 2 mills on total receipts or 2% of net profits, whichever is least. [\$12 million]

In addition -

Businesses that are not corporations pay taxes on their net profits (the amount of profit left after all proper deductions from total receipts have been made.)

A) 3 5/16% Net Profits Tax to City of Philadelphia [\$17 million]

B) 2.3% State Income Tax on net profits

Corporations pay on their net profits:

A) 11% Corporate Net Income Tax to State (Lowered from 12% 7/72)

B) 10 mill Capital Stock/Franchise Tax to State based on value of stock holder equity.

# the OAKES newsletter

An Independent Monthly Dedicated To Improving Public Education  
Helen Oakes - Author and Publisher

Vol.IV, No.7

Philadelphia, Pennsylvania

March 22, 1973

## OUTCOMES OF THE STRIKE

The 1973 eight weeks teachers' strike in Philadelphia dealt a crippling blow to the educational progress of Philadelphia's public school students and diminished the City's national image. It seems important, therefore, to examine its effects, particularly the settlement, so that we know how the major issues were resolved, what was won and what was lost.

The most significant result of the strike that began January 8, 1973 and lasted until March 1 was that most students lost 39 school days out of 187, or 21% of the school year. The School District has an obligation to provide 990 hours of instruction annually. An effort is being made to give students a chance to make up this lost time. The Parents Union of Philadelphia, a city wide organization representing the interests of parents, is spearheading a drive to open the schools this summer on an optional basis to all students. Such a summer school program, while a problem for the School Board and City Council to finance, offers the only opportunity for students to make up the precious lost time.

Another serious consequence of the strike is the animosity it generated between various members of the school family - teachers and teachers, teachers and principals, teachers and parents. Under the circumstances of this long and bitter strike, it is going to be difficult to develop harmonious relationships once again, but all

of us have an obligation to do so. Parents must try to overcome their frustration and anger at the educational injuries sustained by their children. The Board of Education, administrators and all staff members, in their contacts with one another, should refrain from recriminations and initiate cordial working relationships. Only more damage will be inflicted upon the students unless faculties can work together to improve their educational offerings and parents can work without friction with those faculties.

A third result of the teachers' strike is a new four year contract. This contract, running twice as long as any previously negotiated, offers four years of labor peace and an opportunity to plan in an orderly fashion to meet its costs. Following is a summary of some of the major contract provisions compared with the fact finder's recommendations for a three year agreement.

### HIGH SCHOOL DAY

At present in senior high schools, teachers and students arrive at 8:45 and classes are supposed to start at that time. In September 1973, as an improvement, the new contract provides for teachers to report at 8:40, five minutes before students arrive and classes begin.

The day will end at 2:30 which means that students will again be short by about eighty of the 990 hours required by state law. The

contract does stipulate, however, that if the State rules this school day length to be invalid or illegal, or if Philadelphia will lose a portion of its State subsidy because of it, then the Board of Education must turn to one of two options. The Board must lengthen the high school day by (1) reinstating the two extracurricular periods of instruction per week for students instituted two years ago to meet state requirements and pay the teachers involved extra to cover them, or (2) adopting the Union's plan for two shifts of teachers in each high school, one shift to teach from 8:45 to 2:30 and the other from 9:30 to 3:15 to provide an 8:45 to 3:15 day for students.

The fact finder, conforming to state requirements for the high school student's day, recommended that teachers work an extra thirty minutes per day without extra compensation during Years 1 and 2 and that the Board move to the Union's double shift method in Year 3.

#### PREPARATION PERIODS

The contract provides 3 hours and 45 minutes per week preparation time for elementary school teachers in addition to recess and lunch, beginning in September 1974, Year 3 of the contract. While teachers are utilizing this time, averaging 45 minutes daily, for activities such as preparing lessons or marking papers, classes must be covered by regularly appointed teachers. This will necessitate increasing elementary school staffs to 16% above the total of classroom teachers. This could offer the opportunity for staffs to be supplemented with reading, mathematics, art, music, physical education and science specialists.

The fact finder recommended that elementary school teachers be given 2 hours and 30 minutes preparation time per week in Year 2, a shorter time, but a year earlier

than the contract provides, increasing to 3 hours and 45 minutes in Year 3. However, in his proposal recess was counted as part of the preparation time and costs were kept down by permitting many classes to be covered by non-teaching personnel rather than fully qualified teachers.

#### SALARIES (See Tables 1, 2 & 3)

Teachers' salaries are paid on a schedule depending on whether the teacher has a bachelor's degree, master's or beyond. There are annual increments which average about \$600 per year for ten years as teachers move from Step 1 to the maximum at Step 11. The contract settlement provides for annual percentage increases for all teachers presently employed and for lump sum amounts, in addition, for teachers at maximum. (See Table 1.)

An analysis of the tables which are based on the Federation of Teachers' summary of the contract, leads to some observations and some conclusions.

1. In each of the first three years of the contract, employees will receive only a small part of their annual increase because it doesn't begin until April and is therefore paid only for 3 months out of 10. For example, a fourth year teacher with a BA degree (see Table 2) getting a 4% raise April 1 will not receive 4% of \$10,600 or \$424, but will actually receive only an \$127 increase for 1972-73 (.3 of \$424).

In the second year of the contract, there is a 2% increase in April so this same teacher will receive just \$67 more in the 1973-74 year (.3 x 2% of \$11,130). The teacher will, of course, move to Step 5 so his salary for the year will be \$11,575 + \$67 = \$11,642.

In the third year of the contract, there is a 2% increase in October, delayed from the previous April, and a 4% increase in April.

Table 1-Schedule of Annual Increases in Salary

Contract Year	Date of Increase	Percentage Increase	Teachers at Maximum to Receive Following Lump Sums in Addition			
			BA	MA	MA+30	PH.D.
1	4/1/73	4%	\$120	\$450	\$600	\$720
2	4/1/74	2%	60	225	300	360
3	10/1/74	2%	60	225	300	360
3	4/1/75	4%	120	450	600	720
4	12/1/75	4%	120	450	600	720

Table 2-Salary Schedule for Teachers with BA Degree (condensed)

Step	9/71	4%	4/73	4/74(2%)	10/74(2%)	4/75	12/75
1	\$ 8900	\$356	\$ 9256	\$ 9434	\$ 9612	\$ 9968	\$ 10324
4	10600	424	11024	11236	11448	11872	12296
5	11130	445	11575	11798	12020	12465	12910
8	12620	505	13125	13378	13630	14135	14640
11	14380	695	15075	15423	15770	16465	17160

Table 3-Salary Schedule for Teachers with Advanced Degrees (condensed)

Step	9/71 Master's	9/71 Master's Plus 30	9/71 Doctorate	12/75 Master's	12/75 Master's Plus 30	12/75 Doctorate
1	\$ 9200	\$ 9780	\$ 10380	\$ 10672	\$ 11344	\$ 12040
4	10900	11600	12240	12644	13456	14200
8	13120	14020	14900	15220	16264	17284
11	15200	16000	17000	19432	20960	22600

In the last year, the 4% increase begins in December and is therefore in effect for 7 out of 10 months.

These delays in paying the increases will defer the financial impact of the contract, particularly in the first and second years.

2. The new contract holds starting salaries at present levels, preventing them from escalating to a point that people would be attracted to the system just for the money. All teachers holding a bachelor's degree employed between April 1, 1973 and the end of the contract will start at \$8900.

At the other end of the scale, the percentage increase plus the additional amounts, particularly for those with advanced degrees, makes the maximum salaries for career teachers much higher than they have been in the past. (See Table 3.) Teachers reaching maximum should, I believe, receive incomes that will hold them in the

teaching profession and afford them a reasonable standard of living. Whether the maximums provided in this contract meet or exceed these criteria is a judgment to be made by each individual according to his or her own standards or values.

3. There seems to be little or no justification for the School District paying substantially higher salaries to teachers who complete graduate work beyond the master's degree. (See Table 3.) The School Code does mandate a salary differential between the BA and MA degrees and a sound case can be made for rewarding this additional study, because in many cases it prepares a teacher to do a better job. Neither of these reasons applies to work beyond the MA. I think that in the next contract, Philadelphia should offer the highest monetary rewards to its "best" teachers rather than to those who have completed the greatest amount of graduate work.

4. While there are only small differences between what teachers will get under the contract in Years 1 and 2 with what they would have received in the same years under the fact finder's recommendation, the difference becomes substantial in Year 3. And, because the fact finder recommended dropping the annual increment for one year, teachers would have been behind by about \$600 every year until they reached maximum.

#### CLASS SIZE

Class size will remain as at

present - a maximum of 35 - at all levels until Year 4 of the contract when it will drop to 33.

The fact finder would have held class size at 35 in elementary schools, but allowed it to average 35 in secondary schools, by department, for Years 1 and 2 of the contract which would have meant some classes would have been well over 35. In Year 3, the fact finder's recommendation coincided with the contract stipulation - a maximum of 35.

#### SCHOOL DISTRICT BUDGET

Another consequence of the strike and the ensuing settlement will be annual additions to the School District's budget.

Year	Annual increased cost of contract in millions	Annual millage increase if cost funded by real estate tax alone	Annual increased cost in \$ to owner of home assessed at \$6500
1972-73	\$ 3.9	.8 mill	\$ 5
1973-74	6.6	1.4	9
1974-75	22.9	4.9	32
1975-76	26.3	5.6	36
	\$ 59.7	12.7	\$ 82

The amount of the addition for this year will be small since the salary raises don't take effect until April 1, but there are additional costs in each year of the contract and each will have to be matched by increased revenue. If the entire amount of \$59.7 million were financed by increases in the real estate tax, which almost certainly won't happen, there would be an .8 mill increase the first year, 5.6 in the last. The total millage increase over the life of the contract would be 12.7 mills. For the owner of a \$10,000 home assessed at \$6500, this would represent a tax bill in 1976 of about \$82 more than that taxpayer paid last year.

\* \* \* \* \*

In retrospect, one can only feel sad that children had to pay such a high price for adults to resolve their differences. 3/16/73

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# the OAKES newsletter

An Independent Monthly Dedicated To Improving Public Education  
Helen Oakes - Author and Publisher

Vol.IV, No.8

Philadelphia, Pennsylvania

April 21, 1973

## A LETTER ABOUT THE BUDGET

Dear Fellow Citizen:

In about 38 days, the Philadelphia Board of Education must pass a resolution formally adopting its budget for next year. If Philadelphia students are to be assured of a full school year in 1973-74, the Board must be able to adopt a budget in which estimated revenues are balanced against planned expenditures. This can only happen if the City increases its level of support for the schools and for next year this can only occur if City Council enacts an increase in taxes.

I write to urge you to contact the elected officials of Philadelphia to let them know that you believe public education is a vital part of this City's life, that it must continue and that the City must increase the level of its financial support. Whether you are a parent or other relative of a public, parochial or independent school child—you have a stake in public education. If you live, work, or have a business in the City, practice a profession here, or visit occasionally to shop or go to theater—whatever your contact with life in this City—you have a stake in the public schools. You have the right to express your interest and position, doubly so if you vote in the City or contribute to its financial support through the wage tax.

Public education has the potential for contributing to a city's ability to attract new business, industry and residents. It provides the only opportunity for thousands upon thousands of children to prepare themselves for post high school educational opportunities and the responsibilities of citizenship. It is a vehicle for preparing young people to become taxpayers and to fill employers' job needs.

If the City is to gain in its battle against illiteracy, dependency, poverty, despair, crime and violence—all of which affect the quality of life as well as insurance rates and the heaviness of the tax burden—then it must have a viable public education system. Each of us has an interest in the education of every child, because those whom we fail to reach and educate now will add to our social and financial burdens in the future.

The School District's level of expenditure has just about doubled in the six years since 1967-68, going from \$209 million to the \$417 million projected for 1973-74. Most of the \$208 million increase has gone to an improved salary schedule, the costs of the debt on the School District's building program and operating budget and inflation. What new or expanded programs there have been have come from federal funds or a rearrangement of priorities and spending within the budget. Concurrently, the Board of Education has had to make deep budget cuts in some areas and adopt an overall standstill budget.

Standstill budgets perpetuate the status quo and do not permit change. For the Philadelphia school system, change is essential if achievement is to be raised, the dropout rate to be substantially cut and students prepared for further education or the world of work. Our failures tell us that we cannot continue to educate students as we have been doing. Change, however, requires money. New methods and programs must be tried, their success or failure proven and the successful ones expanded. In part, this requires scientific evaluation, staff training, the development of new attitudes and the provision of new materials. Turning from failure to success requires changes in the classrooms and this will come only when funding is increased enough to provide what is required to bring about change.

The cries of pain over austere, minimal budgets should not mislead us into believing that we have lost all the ground gained after a "new" Board of Education took office in December 1965. We have a physical plant today drastically different from the one in 1965 that suffered from forty years of neglect and provided inadequate, depressing and inefficient shelter for the process of education. Today, whether you visit new or remodeled schools, you find most students working in cheerful, efficient surroundings.

Three years ago, with the aid of federal funds, the District began a drive to improve the reading achievement of its students. The effort extends from kindergarten through high school and has been sustained to date pretty much at its original level. With reading given a priority and with goals, plans, staff training and continual monitoring of progress, students' ability to master this all important skill has improved. Aiding this effort are the elementary school libraries, almost nonexistent in 1965, now in each school.

Since 1965, non-teaching assistants have been added to school staffs relieving teachers of some non-teaching duties. Teachers' aides have been added too, enabling teachers to individualize their instruction to a greater degree than would otherwise be possible.

This year, with the help of federal funds, there has been an expansion of alternative programs developed to serve secondary students who are unmotivated or truant or disruptive or just turned off.

As the budget cuts have been made in the last few years, it has been stated that the instructional program has been spared. In essence, this seems to be factual. Teachers, principals and administrators that I have talked to seem to agree that the 9:00 to 3:00 basic instructional program has remained pretty much intact at the improved levels achieved in the late 1960's.

While the regular instructional program has been spared, other parts of the budget have been cut or held at an inadequate level. For example, summer school has been eliminated along with evening school, except for certain state mandated courses. The operations budget has been characterized as a "dirty school budget" and the maintenance budget as a "decaying school budget" which is another way of saying that the money budgeted is not enough to keep schools clean and in good repair. The funds allocated for research have been slashed so that the School District does not have the capability to analyze and evaluate existing programs and methods so as to determine what improvements or changes will lead to increased student learning.

The Board of Education is requesting 71 million new dollars for next

year to bring its budget into balance. This very large sum is needed, because the 1972-73 year began with a sizable budget gap which has now been increased by \$48 million as the budget has risen from \$369 at the beginning of this year to a proposed level next year of \$417 million.

It is hard to understand how budgets can continue to increase year after year in such large jumps, but when you break down the various increases you find that they are forced on the School District by such things as contracts, state mandates, inflation or the building program. In the explanation that follows, the estimates for increases in spending this year are combined with those anticipated for next year. For example, the \$5.5 million increase in personnel costs in this year's budget resulting from the teachers' contract settlement is added to the \$15.3 million increase projected for 1973-74 and shown as a \$20.8 million increase. The \$48 million in increases comes from the following:

	millions
Federation of Teachers' contract settlement plus its impact on other employees' salaries (1972-73 & 1973-74)	\$ 20.8
Annual salary increments	5.3
Right to Education Consent Decree - Assures public education to all mentally retarded children from age 5 to 21. ( <u>Almost all costs are reimbursed to the School District by the State in the same year they are incurred.</u> )	6.0
Transportation of non-public school children - Under present law only 10% of this cost will be repaid, a year later, to the School District by the State.	5.3
Inflation	2.7
Debt Service - Principal and interest on the building program and operating budget deficit and interest on temporary borrowing.	4.4
Impact of opening new schools (Staffs, supplies, maintenance)	1.7
All other, net	<u>1.5</u>
	\$ 47.7

The gap of \$71 million between the needed expenditures for 1973-74 and the revenue expected from present sources can only be closed by new revenue for the School District. Loans provide no solution since they have to be paid back with money that the School District does not have. Substantial budget cutting is impossible since it can't be done legally even if children's needs were disregarded. State law mandates 990 hours of instruction which is a full school year and contractual agreements specify salaries and maximum class size. The only answer is increased revenue and the City must produce its share first since the State is already providing 58% of the operating budget.

What is essential, if public education is to survive in Philadelphia, is a ground swell of support prior to the end of May that will convince the City's legislators that the schools must have increased revenue. I appeal to each of you to serve your own best interests by becoming advocates for full funding of public education.

Sincerely yours,

*Helen Oakes*



Many facets of the financial problems facing the School District of Philadelphia have been discussed in earlier issues of this newsletter. For further information see:

- Feb. 22, 1973 - "A Layman's Guide To The Schools' Financial Crisis" The 1972-73 deficit and where it came from. Taxes for schools. Supplement: "Major Taxes Paid By Individuals and Businesses" — lists and explains them.
- Sept. 11, 1972 - "After The Contract Settlement, How Will The Schools Be Kept Open?" Discusses state subsidy vs. city tax support and the need to borrow cash each fall.
- May 19, 1972 - "How Should Schools Be Financed?" Discussion of two national studies of school financing.
- April 21, 1972 - "Money Can Make A Difference" A response to those who argue that it doesn't. Also, an explanation of the increases which caused the budget to almost double in the period 1966-67 to 1971-72.
- Sept. 17, 1971 - "Budget Cuts Deep And Harmful" Impact and implications of significant cuts made in 1971-72 budget.
- June 16, 1971 - "Learning Must Increase With Budget" Includes description of the high price, in human terms and dollars, of the chaotic financial situation and the need to achieve scholastic success to win public support.
- March 15, 1971 - "Financial Crisis Update" Chronology and explanation of the threatened closings between May 1968 and March 1971 and discussion of factors which caused budget to increase in size.

\* \* \* \* \*

All issues of the newsletter are on file in the Pedagogical Library, School Administration Building, 21st and the Parkway.

Also, extra copies of all but Sept. 17, 1972 issue are available for 25¢ plus postage. Requests filled promptly. For further information call Gr 3-0806 or write The Oakes Newsletter.

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# the OAKES newsletter

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Helen Oakes - Author and Publisher

Vol.IV, No.9

Philadelphia, Pennsylvania

May 21, 1973

## PERSONNEL POLICY DECISIONS

It is appropriate at this time to both congratulate and castigate the School District of Philadelphia. The school system is to be praised for adopting a new teacher selection procedure which should improve its ability to appoint those who will make the best classroom teachers. At the same time, it should be severely criticized for its attempt during last year's negotiations to cut 485 secondary positions because this has led to vacancies throughout the system and a shortage of substitutes and resulted in serious detrimental effects on the quality of instruction received by thousands of students.

### TEACHER SELECTION

Previously, the School District required all prospective teachers to take the National Teacher Examination. A nationally administered standardized test produced by the Educational Testing Service in Princeton, New Jersey, it is designed to assess the academic preparation for teaching of college seniors completing a four year teacher education course. Candidates had to achieve a minimum score of 540 to be eligible for regular employment. Applicants were ranked on an eligibility list on the basis of their score and appointments to teaching positions were made in rank order from the

list.

However, in October 1972 a "Task Force On Teacher Selection In Philadelphia" issued a report recommending that the School District drop its reliance on the National Teacher Examination and adopt a profile method of selection in order to improve the quality of teachers coming into the system. This has now been done.

The recommendation was based on the fact that the National Teacher Examination had proved to be an invalid predictor of success in the classroom and to use it to screen out candidates, or to rank them for appointment in the order of their score, did not aid in securing the best teachers for Philadelphia schools. Some individuals scoring less than 540 had turned out to be excellent teachers while some making extremely high scores had failed in the classroom.

The Task Force was chaired by Mr. W. Wilson Goode with Mrs. Flora Wolf as Vice Chairman. Their dedication, effort and drive kept the Task Force at work over a two-year period and resulted in the recommendations which are now being implemented.

Under the new and improved selection procedure, begun last month, each applicant is evaluated on the basis of a comprehensive

profile and points are given as follows:

Points

1. Certification by the Commonwealth of Pennsylvania - Required 70
2. Master's or Doctoral Degree 2
3. Teaching or Student Teaching Experience - Points are awarded using teaching or student teaching experience, whichever results in a higher score.
  - A. Teaching Experience - 3 points per year are given for approved teaching experience during the past 10 years and 1 point per year for experience prior thereto up to a maximum of 18. 18
  - B. Student Teaching Experience - 5 points are given for student teaching satisfactorily completed with the Philadelphia School District during the past 10 years. 2 additional points are awarded for documented student teaching excellence and outstanding service to the school community. 7
4. National Teacher Examinations - No Minimum Score Required. Applicants with two years teaching experience during the last 10 do not have to take the NTE, but if they do points will be added as described below. All others must take it.
  - A. Common Portion (Examines professional education and general education which includes written English expression, literature, fine arts, mathematics etc.) Points are awarded up to a maximum of 3. 3
  - B. Teaching Area (Examination in subject or grade to be taught) Points are awarded up to a maximum of 6. 6
5. Local Examination - Required
 

10% of the candidate's final score in the Local Examination is awarded as points (e.g. a final score of 75=7.5). A score of less than 70 in the local examination disqualifies the candidate for listing and subsequent placement. 10

The local examination consists of two parts - one written and one oral. They are designed to test a person's knowledge of the teaching of his field and to ascertain if he has the "personal qualities which predict teaching success."

As you can see, the new selection procedure is heavily weighted towards prior teaching experience. Since it is acknowledged that prior success in the classroom is the best single predictor of future success, this weighting is logical. Unfortunately, the School District's points are awarded without enough consideration for the quality of the teaching. In many school districts, and Philadelphia is one, teachers are simply rated "satisfactory" or "unsatisfactory". This system of rating tells very

little about the individual's teaching performance. It will eliminate the incompetent or unfit, but it does not distinguish between the mediocre, above-average, or gifted teacher. Our interests would be served best if we could identify those applicants who have the most to contribute. Therefore, an effort should be made to secure more descriptive evaluations of applicants' prior teaching and the new profile system should be modified to give additional credit for proven excellence.

The new selection procedure is a giant step forward. It does away with reliance on a single test and substitutes dependence on a more rounded evaluation, especially an individual's past teaching experience. It can be modified and refined in the future to give added points for previous high quality teaching or other factors found to be significant.

## VACANCIES

There is a direct relationship between the Board of Education's sudden contract proposal last summer to slash 485 teaching positions from the secondary schools and a very serious deterioration in the quality of instruction available to thousands of students at all levels of the School District throughout this entire year.

Before the School District announced on July 27, 1972 its intention to cut 485 positions in junior and senior high schools, the personnel department had been ordered to stop processing new personnel. If 485 positions were to be lost and a new roster to be developed, the School District had enough teachers to fill all available openings even though some secondary teachers might end up teaching first grade. When the three week September strike ended, there was a "Memorandum of Understanding" between the Board and the Federation of Teachers which in effect extended the old contract, restored the 485 positions, and reverted to the old roster.

When the Personnel Department of the School District took stock, they found that they had about 700 vacancies to be filled — 300 in the elementary and special education classes and 400 at the secondary level. But it was now October and many people who had applied for jobs in the spring and early summer had found them elsewhere. A system in deep fiscal trouble, unable to guarantee that it could meet its May and June payrolls, still

warring with its teachers over a contract, had little to offer in the way of incentives to work in Philadelphia. In spite of this, they were able to find about 100 elementary school teachers who were willing to accept appointments. But while there had been hundreds of people on eligibility lists for secondary school positions, there were only 134 willing to accept them now. This was because they faced the additional risk of having their jobs disappear at the bargaining table before December 31st and the "Memorandum of Understanding" permitted the School District to pay them at the long term substitute rate of \$7900 — \$1000 less than a beginning teacher's salary.

Another condition of School District employment that may have affected the number of people accepting jobs in Philadelphia is the requirement, in existence since February 1972, that new employees "who are temporarily or permanently appointed to any position with the School District of Philadelphia must become residents of Philadelphia within one year of the date of appointment."

Evidence available to date indicates strongly that the residence requirement will cut down on the number of people applying to Philadelphia for teaching jobs or deciding to accept them. Since our major focus should be on the quality of instruction, if the residency requirement works against securing the most able people for our classrooms, then it should be abandoned.

After the School District filled these 234 vacancies, there were close to 470 left in the system. In some schools, the number of vacancies was relatively small, in others it was larger and created a severe problem. Some schools were able to get qualified substitutes in a reasonable period of time to fill some or all of their openings. In other schools

there was a steady procession of people who couldn't handle the job. Some classes were, and still are, being taught by people with no background or experience in teaching. In some cases, individuals in secondary schools are teaching outside the area in which they majored in college. In one school, the principal told me that he has four vacancies in science currently filled by substitutes. Only one of the four has taught before and only one has a science background, the others are social studies and English majors.

In addition, because so many people previously serving as per diem or long term substitutes were recruited to fill these vacancies, the pool of experienced substitutes from prior years has been very badly depleted. If a teacher is out ill, it is very difficult to get a good person to take his place for the days or weeks necessary.

Every district recruits and assigns their own substitutes. Over the years, some have been more successful than others, depending partly on whether substituting in the district's schools is viewed as being difficult, and partly on how hard the district has worked on developing a cadre of substi-

tutes. In some districts, there have always been days of high absences when no substitutes could be found for some classes. This year, in more districts, this has happened more often. Also, there have been more classes covered by substitutes that were unqualified and unskilled for teaching. Whatever past efforts had been made to recruit pools of substitutes and train them were severely set back by the drafting of these trained people for jobs lasting all year long.

Many thousands of students have suffered academic injury this year because the School District halted employment of teachers in mid-summer 1972 and began the chain of circumstances which resulted in a severe reduction in the quality of instruction for so many of them. The public has been unaware of this decision and its implications even though it profoundly affected thousands of students.

\* \* \* \* \*

The new profile selection system was announced March 29, 1973. Its goal is to find highly qualified, effective, caring teachers for all of the school system's vacancies. Hopefully, it will achieve this goal.

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# the OAKES newsletter

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## AFFECTIVE EDUCATION

Affective Education is a first grade teacher who responds warmly to children, affectionately reaching out to hug and hold them. It's a teacher who cares and gives students her full attention when they talk to her, and truly listens to what they say.

Affective Education is a class of junior high students who have learned to work together in pairs or small groups this year. In a social studies class, they arrange themselves to work in groups of 2 or 3. They have come to see that they can learn why the Catholics and the Protestants of Northern Ireland hate each other by discussing it with their partner, searching together through available resource material and consulting their teacher when necessary. At the beginning of the year, they thought that the only learning of value was that which came from the teacher. Now they see that another good way to learn is to work with other students and this time has value and is to be taken seriously.

Affective Education is a classroom where there is mutual trust and the teacher shows respect for the students as individuals and as a group. Students believe they can get help with their personal problems, can grow as people, know where they stand, learn to take responsibility for their own learning, and develop more understanding of themselves, their peers and other people a-

round them. It is students welded into a group that provides security and help for all, a class in which, as the students phrased it, "Everybody talks and it's like a family." This atmosphere helps students to clear their heads of problems they have outside the classroom so that they can concentrate on what they are there to learn.

Dealing with anger is a part of what Affective teachers work on with children. A fist fight between two boys is stopped by a teacher who says to the aggrieved party, "You have a mouth. Tell him how you feel!" This teacher had explained to her children many times before that all of us feel anger and it's all right to express angry feelings verbally but not through violent acts. As the student matures, he will be helped to look for and identify the cause of his anger. If a student in the class has made him angry, he will be encouraged to limit his anger to that one person and not strike out at the whole class. Still later, he will learn to focus his anger on the particular behavior of a particular person, but not at the whole person. He can dislike being bossed around and it can make him angry, but he should recognize that it is only this one aspect of his classmate's behavior that **makes** him angry. He should not lash out with a "You're no good and never will be" statement.

Affective Education is listing

all the feelings you've had during the morning - hungry, rushed, relaxed, tired, happy - and then joining a group of five other students to read your list, omitting items too personal to share, and explaining to them why you had those feelings. Affective Education teachers work, in a systematic way, to encourage and help students to identify, analyze and understand their own feelings and those of others and to respond to them in an appropriate way.

Affective Education is a teacher sending an "I-message" to a young child, saying, "When you jump up and down like that it upsets me because it really hurts my ears." The teacher has described the behavior of the child, told how it made him feel and what tangible effect it had on him. The child is left with the responsibility for modifying his behavior - ceasing to jump. That's quite different from what most of us say to a child - "Stop jumping up and down" and then we have to make him stop. The "I-message" avoids making the receiver of the message feel put upon, guilty or antagonistic - all of which are apt to make him resist changing the offending behavior. The "I-message" implicitly says that the sender, adult or child, trusts the receiver, whatever his age, to determine what behavior needs changing and to change it.

Affective Education is a group of fifteen high school students with such self-discipline and esprit de corps that they can do a written assignment and then hold a thoughtful, sensitive, meaningful group discussion when their teacher is absent and no substitute teacher is present.

Affective Education is special curriculums based on the Program's assumptions and emphases. These curriculums, in subjects such as English, Urban Affairs, American History stress the necessity for

making a connection between what is happening in the classroom and a student's daily life concerns. They incorporate special techniques such as games, role-playing and fantasizing which help students to relate what they are learning to themselves. For example, an Urban Affairs class starting a unit on decision-making might begin by playing a game. The teacher places four objects on a table: a crossword puzzle game; the play, "A Raisin In The Sun"; a toy cash register with 50¢ in it and a Hershey bar. Volunteers are given one minute to choose the object that they would most like to have and then explain why they made that choice. The game provides a shared experience which students can draw upon in discussing the various ways one makes a decision and the influence one's values have on that decision-making process. The students will go on to study the definition of problems, identifying alternatives, choosing, planning and evaluating. They may study decision-making in various pieces of literature or famous decisions such as the Southern States withdrawing from the Union or the use of the atom bomb during World War II. To further make the connection of decision-making with the students' lives and concerns, they might be asked to recall two important decisions they had made recently and two they would have to make shortly that might make a big difference in their lives.

#### IDENTIFYING CHARACTERISTICS

The Affective Education Program is hard to describe because there is so much variation depending on the age level of the students, the philosophies, personalities, training and experience of the teachers involved. However, there are certain identifying and unifying threads common to Affective Education classrooms. These teachers are convinced that many



children cannot learn as well, and some not at all, when the teacher, assuming the role of an authority figure in the classroom, teaches facts, figures and concepts as if they could be poured into the children's heads.

Affective Education advocates believe that students will learn better in classrooms with a humane atmosphere in which students view their teachers as people with problems and feelings like their own, people who care about them as individuals, to whom they can relate, in whom they can confide, on whom they can count, and with whom they can work to grow as a person. Affective Education teachers, like other teachers, have as a primary goal student mastery of reading, writing and computing, because they want their students prepared for the future. However, they think this can be better achieved if students work in an atmosphere where feelings are also considered important.

Affective Education teachers believe that students will learn academic subject matter better if they can make a connection between what they are studying and their own lives. Historical decisions are much more meaningful when you can see, based on your own experience, that the decision-making process is similar whether it's you or the President rendering the decision.

Affective Education practitioners believe that attitude and motivation are greatly improved when students and teacher share responsibility for students' learning and classroom behavior. This causes students to increase their personal investment in the learning process and become more self-disciplined.

As I observed Affective Education teachers, it seemed to me that all cared deeply about their students and had high aspirations and goals for them. I wondered if

these teachers would not have been exceptional teachers even without Affective Education training. The teachers that I talked with, however, believe that this training has permitted them to develop their teaching skills in a way that they could not have done on their own. While they wanted to reach students more effectively, many were frustrated in their attempts. It was not enough to desire to do a better job. They needed someone to present them with new principles, ideas and methods and the Affective Education Development Program has done this.

One teacher had searched for some years in various staff development courses for new ways that would enable him to better achieve his goals for students. Affective Education provided him with a new approach, training, on-site support from other teachers and continuing staff development and this has enabled him to come much closer to what he wants for his students.

Another teacher told me that he had been very hostile to Affective Education at first, because he felt that there would not be time to teach academic content and also recognize and deal with student concerns. He has since decided that if you deal with students' problems and relationships they will learn more subject matter and be better people at the same time.

The Affective Education Development Program in Philadelphia has an excellent training program for teachers. It consists of an intensive training weekend in which teachers who volunteer are introduced to the Program's theory and techniques by actively experiencing them. For example, the training fosters the group closeness, mutual support and sharing of problems that is advocated for the classroom and teachers experience such techniques as games, role playing and group building activities.



After the weekend, teachers attend weekly support meetings led by teacher-trainers at which they receive additional training and assistance with problems encountered in the classroom. Trainers also make classroom observations which teachers have found very helpful and there are courses and workshops offered during the year that teachers may attend.

One problem often faced by teachers trying anything new is a lack of strong administrative support and the hostility and lack of understanding of some other staff members in their school. The Development Program through their trainers and support groups which include teachers in the same school, helps to sustain the Affective Education teachers if these trying conditions exist. The continued support provides the time and favorable circumstances needed for teachers to develop confidence and proficiency in what they are doing and to come to be accepted by other teachers in their school.

The Affective Education Development Program has a small staff and allocates most of its resources to the systematic training of teachers to put the Program into practice. It has had an important impact on learning for many thousands of students and demonstrates the value of having a

staff dedicated to disseminating a new program. The success of the Program as demonstrated by Affective teachers' enthusiasm and what is going on in their classrooms in different parts of the City merits an expansion of the staff and more widespread adoption of the Program. The success of its training method, featuring continued support, provides a model for staff development programs. It also points up the great need for funding to make this model available for the expansion of the Affective Education Program as well as other programs such as the Open Classroom.

The Program's impact on academic learning is significant and of particular importance to students not achieving in traditional classrooms. Even for students working at their academic potential, the Program offers an unusual opportunity to know themselves better and to learn how to work in and contribute to groups like those they will be involved with throughout their lives.

To listen to some of the older students in the Program as they reveal the warmth and security they feel in their class, and the insight they have into themselves and others around them, is to know that Affective Education has given them something that will be significant and helpful to them for the rest of their lives.

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