

Secondary Education in a Changing World

Curriculum, Community, and Urban School Reform



Barry M. Franklin



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SECONDARY EDUCATION IN A CHANGING WORLD

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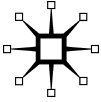
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By Barry M. Franklin
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URBAN SCHOOL REFORM

BARRY M. FRANKLIN

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For

Herb, José, Tom, Bill, Mike, Gary, Miguel

Contents

<i>Series Editor's Foreword</i>	ix
<i>Acknowledgment</i>	xiii
<i>List of Abbreviations</i>	xvii
1 Community and Curriculum: A Conceptual Framework for Interpreting Urban School Reform	1
2 Community Conflict and Compensatory Education in New York City: More Effective Schools and the Clinic for Learning	29
3 Community, Race, and Curriculum in Detroit: The Northern High School Walkout	57
4 Race and Community in a Black Led City: The Case of Detroit and the Mayoral Takeover of the Board of Education	81
5 Educational Partnerships, Urban School Reform, and the Building of Community	105
6 Educational Partnerships and Community: Education Action Zones and "Third Way" Educational Reform in Britain	143
7 Smaller Learning Communities and the Reorganization of the Comprehensive High School <i>Barry M. Franklin and Richard Nye</i>	175
Epilogue Community in a Cosmopolitan World	209
<i>Notes</i>	215
<i>Index</i>	249

Series Editor's Foreword

Among the educational issues affecting policy makers, public officials, and citizens in modern, democratic, and industrial societies, none has been more contentious than the role of secondary schooling. In establishing the Secondary Education in a Changing World series with Palgrave Macmillan, our intent is to provide a venue for scholars in different national settings to explore critical and controversial issues surrounding secondary education. We envision our series as a place for the airing and hopefully resolution of these controversial issues.

More than a century has elapsed since Emile Durkheim argued the importance of studying secondary education as a unity, rather than in relation to the wide range of subjects and the division of pedagogical labor of which it was composed. Only thus, he insisted, would it be possible to have the ends and aims of secondary education constantly in view. The failure to do so accounted for a great deal of the difficulty with which secondary education was faced. First, it meant that secondary education was “intellectually disorientated,” between “a past which is dying and a future which is still undecided,” and as a result “lacks the vigor and vitality which it once possessed” (Durkheim 1938/1977, p. 8). Second, the institutions of secondary education were not understood adequately in relation to their past, which was “the soil which nourished them and gave them their present meaning, and apart from which they cannot be examined without a great deal of impoverishment and distortion” (10). And third, it was difficult for secondary school teachers, who were responsible for putting policy reforms into practice, to understand the nature of the problems and issues that prompted them.

In the early years of the twenty-first century, Durkheim's strictures still have resonance. The intellectual disorientation of secondary education is more evident than ever as it is caught up in successive waves of policy changes. The connections between the present and the past have become increasingly hard to trace and untangle. Moreover, the distance between policy makers on the one hand and the practitioners on the other has rarely seemed as immense as it is today. The key mission of the current series of

books is, in the spirit of Durkheim, to address these underlying dilemmas of secondary education and to play a part in resolving them.

Curriculum, Community, and Urban School Reform by Barry M. Franklin, contributes to this mission by exploring urban school reform over the past half-century, particularly as it affects high schools, through the conceptual lens of community. Looking at high schools, and also including elementary and junior high schools, through the framework of community can enhance our understanding of how these institutions work and the challenges they face. The volume ranges widely across a number of detailed case studies to investigate how these ideas and practices play themselves out in different urban settings. The first is based in New York City and examines the efforts of the More Effective Schools Program and the Clinic for Learning to improve the academic achievement of disadvantaged minority youth. The scene then shifts to Detroit in Michigan, initially to study the case of the Northern High School walkout in 1966, and then to analyze the mayoral takeover of failing school districts announced in 1999. The next case study is based on three different venues, those of New York City, Detroit, and Minneapolis, to develop a comparative appraisal of educational partnerships and their role in school reform. The volume then develops this comparison further with a detailed examination of educational partnerships in the British context, specifically the case of the Education Action Zones introduced by Tony Blair's Labour government after 1997. Following this, it pursues the theme of community through an interpretation of smaller learning communities and the reorganization of the comprehensive high school. Finally, it broadens its lens to the fullest extent with reflections on community in a globalized context, that of a cosmopolitan world.

Nearly twenty-five years after the publication of Professor Franklin's first major study in the field, the influential work *Building the American Community: The School Curriculum and the Search for Social Control* the present volume therefore reflects a number of significant developments in outlook and approach. First of all, it attempts to take forward a social history analysis as opposed to a mainly intellectual history of community and curriculum. Second, it is more wide ranging and varied, both in the nature of the programs and specific cases in which it is interested and in the locales with which it is concerned. Indeed, while the central focus of the volume is on high schools, Franklin also makes reference to reforms that affect elementary and junior high schools. This broad ranging treatment also lends itself to a further characteristic, its international and global relevance quite apart from its significance within the United States, in which its analysis of cosmopolitanism will be a key topic of discussion and debate. Finally, Franklin's volume brings together the past and the present

in a cohesive and integrated fashion to address the problems that face us today on the basis of our historical experience.

Curriculum, Community, and Urban School Reform is the ninth volume to be published in our series. It exemplifies well the combination of social, historical, and comparative approaches to secondary education that we have sought to emphasize throughout, and the potential scope of these for furthering our understanding of ideas, policies, and practices in education. As we see the trajectory of the series advancing during the next few years, our intent is to seek additional volumes that bring these issues still further to the attention of studies in secondary education.

GARY McCULLOCH
Series Co-Editor

Reference

- Durkheim, E. (1938/1977). *The Evolution of Educational Thought: Lectures on the Formation and Development of Secondary Education in France*. London: Routledge and Kegan Paul.

Acknowledgment

The idea of community has played an important role in my research and writing throughout my academic career. In this book, I explore this notion as a conceptual lens for understanding urban school reform since 1960 with particular reference to issues of curriculum. I should say at the outset that trying to craft a book about curriculum is something of a risky venture since this seemingly straightforward concept turns out to be contested terrain. For some, curriculum is defined simply as the subject matter that the schools teach. Others take a broader view and see the curriculum as encompassing a range of experiences from the planned to the unplanned that occur in schools. In the same vein, there are those who view the curriculum as explicit elements that affect what occurs in classrooms, while others include within the realm of curriculum certain implicit and hidden elements. In my work, I lean toward the broader view and see the curriculum as encompassing a variety of environmental factors that in different ways affect the content and processes of schooling. It is for this reason that I focus in some chapters on questions of school organization as well as the interplay between stakeholders within and outside the school. These are to my way of thinking important and necessary topics for exploring matters of curriculum.

There is a key difference between this book and my first effort in 1986 to examine the concept of community as an interpretive lens for understanding curriculum. That book, *Building the American Community: The School Curriculum and the Search for Social Control* (Falmer Press) was largely an intellectual history of the curriculum that examined, except for one chapter, proposals and recommendations for what the schools should teach. This present book does include discussions that are of the sort that might be thought of as constituting intellectual history. This is especially the case in chapter 1 where I make use of some postmodern categories to talk about community as representing a series of circulating discourses as well as my view that this book is more akin to a genealogy or a history of the present than a traditional history. For the most part, however, this book is a social history that is comprised of a number of distinct case

studies or policy narratives of curriculum reform that have appeared on the scene during the last four decades of the twentieth century and now into the twenty-first.

In writing a book closer to the end of a career than to the beginning, one acquires a vast array of intellectual debts. For me, the seven individuals to whom I dedicate this book stand out as having provided me over the years with the thoughtful comments and criticisms that have in different and important ways helped to shape not only this book but my scholarship more broadly. They are Herbert Kliebard, José Rosario, Thomas Popkewitz, Michael Apple, William Reese, Gary McCulloch, and Miguel Pereyra. Each in their own way, they have been teachers, colleagues, collaborators, and most importantly dear friends. Words cannot express my gratitude to them.

I wish to acknowledge the following institutions for granting me access to the manuscript collections used in this book and to their staffs for assisting me in my research: Bentley Historical Library, University of Michigan; Detroit Public School Archives, Detroit Board of Education; Robert F. Wagner Labor Archives, New York University; Special Collections, Milbank Memorial Library, Teachers College, Columbia University; San Francisco History Center, San Francisco Public Library; The Hoover Institution of War, Revolution and Peace, Stanford University; and Walter P. Reuther Library, Wayne State University.

The research that I undertook for this book was supported by a number of grants. I am indebted for this support to the Office of the Vice President for Research at Utah State University, the Horace Rackham Graduate School at the University of Michigan, the Office of Research at the University of Michigan-Flint, and the Spencer Foundation.

In conducting my research, I was aided by appointments during the Winter of 2001 as a Visiting Fellow in the Policy Studies Unit at the Institute of Education, University of London and during the Spring of 2001 as an Honorary Fellow in the Department of Curriculum and Instruction at the University of Wisconsin—Madison. I am especially grateful to faculty and staff at these two institutions for their support and help.

Throughout my work on this manuscript, my colleagues in the School of Teacher Education and Leadership (TEAL) in the Emma Eccles Jones College of Education and Human Services at Utah State University have been a constant source for ideas, insights, and suggestions that have made this a better volume. Three members of the faculty deserve special mention. TEAL's Associate Dean, Martha Dever, has over the years been supportive of my research and has provided me with the kind of teaching schedules and travel support that has made it possible for me to complete this volume. I have frequently relied on my colleague in the office across

the hall from me at Utah State, Sherry Marx, for trying out this or that idea or concept that has informed this volume. Steven Camicia's research on cosmopolitanism has been especially helpful, as I have sought to situate the idea of community in the broader context of twenty-first century educational reform. Ultimately, of course, I assume total responsibility for this volume and the interpretation advanced within.

Two doctoral students in our program in curriculum and instruction in TEAL deserve mention. Richard Nye, my doctoral student and research assistant, played a major role as the co-author of our chapter on smaller learning communities (chapter 7). His coding of the interviews that comprised a major source of data for this chapter, his writing of sections of the chapter, and his knowledge of the research literature on smaller learning communities made invaluable contributions to the volume. Juan Juan Zhu took on the task of identifying and locating the various journals that were used in examining the history of small schools and classroom size in chapter 7.

I also wish to acknowledge invitations from the following institutions and organizations to present earlier versions of the chapters in this book as lectures and seminar papers: Institute of Education, University of London (UK); University of Granada (Spain); University of Zurich (Switzerland); Danish University School of Education (Denmark); Sociology of Education Section, Hungarian Sociological Association (Hungary); University of Pecs (Hungary); University of Birmingham (UK), University of East Anglia (UK); and Indiana University/Purdue University (United States).

Throughout my work on this book, I have benefited from the help and support provided to me by Julia Cohen, Associate Editor at Palgrave Macmillan and her editorial assistant, Samantha Hassey. They have done much to smooth the development of my ideas on community into a finished book.

No matter when and how it occurs, research and writing affect one's family and their lives together. As always, I am indebted to my wife Lynn Marie and my children Jeremy and Nathan for their willingness to give me the space to pursue this work. Lynn Marie deserves special mention. She is an excellent copy editor, and her reading of the book was critical in creating a coherent and well-written narrative.

Portions of this volume represent revisions that have appeared elsewhere. Chapter 3 originally appeared in *History of Education* 33 (March, 2004), 137–156 (*History of Education* is published by Taylor and Francis whose Web site is <http://www.informaworld.com>). Chapter 4 is a greatly revised, updated, and rewritten version of an earlier essay that was originally entitled "Race, Restructuring, and Educational Reform: The Mayoral Takeover of the Detroit Public Schools," which appeared in *Reinterpreting*

Urban School Reform: Have Urban Schools Failed, or Has the Reform Movement Failed Urban Schools?, edited by Louis F. Mirón and Edward P. St. John (Albany: State University of New York Press, 2003), pp. 95–125. Chapter 5 is a revised version of an essay that originally appeared under the title “Gone Before you Know It: Urban School Reform and the Short life of the Education Action Zone Initiative,” which appeared in the *London Review of Education* 3 (March 2005), 3–27 (London Review of Education is published by Taylor and Francis whose Web site is <http://www.informaworld.com>). I appreciate the permission of these publishers to include this material.

Finally, I should say that my decision to place this book in the series on Secondary Education in a Changing World that I co-edit with Gary McCulloch was deliberate. Although I treat elementary school in some chapters, the book is largely a consideration of policies that in different ways affect secondary education and consequently its inclusion supports the purposes of this series.

Abbreviations

ACORN	Association of Community Organizations for Reform Now
ADNS	All Day Neighborhood Schools
AFL-CIO	American Federation of Labor and Congress of Industrial Organization
AYP	adequate yearly progress
BDP	Bernard Donovan Papers, Milbank Memorial Library, Teachers College, Columbia University
CAC	Citizens Advisory Committee on School Needs
CAC	Community Advisory Council
CCE	Center for Collaborative Education
CEI	Center for Educational Innovation
CEO	chief executive officer
CORE	New York City Congress of Racial Equality
DCCR	Detroit Commission on Community Relations Collection, Human Rights Department, Archives of Labor History and Urban Affairs, Walter P. Reuther Library, Wayne State University
DEA	Detroit Education Association
DfES	Department for Education and Skills
DFT	Detroit Federation of Teachers
DPSA	Detroit Public School Archives
DUL	Detroit Urban League Collection, Bentley Historical Library, University of Michigan
EAZ	Education Action Zones
EEO	Citizens Advisory Committee on Equal Educational Opportunity
EMO	educational management organization
ESL	English as a Second Language
GM	General Mills
ICT	information and communication technology
IT	information technology
JHS	Junior High School