Citywide Council on High Schools
Annual Report 2013-2014
Addendum
Introducing the Citywide Council on High Schools ("CCHS")

Structure and Powers of CCHS

CCHS is among the 32 community education councils (CECs) and 4 citywide councils (CCHS, the Citywide Council on Special Education (CCSE), the Citywide Council on English-Language Learners (CCELL), and the Citywide District 75 Council) created by the New York State Legislature to replace the local community boards when it enacted mayoral control (in that scheme, the Panel for Educational Policy (PEP) is the successor to the central NYC Board of Education).

Like the CECs, CCHS is a body created by state law (Art. 52-A, §2590-b of NYS Education Law). However, whereas CECs have retained a few of the powers and functions of the community boards (notably, with respect to school zoning lines), CCHS’s can only 1) “advise and comment on any educational or instructional policy involving high schools”; 2) “issue an annual report on the effectiveness of [DOE] in providing services to high school students” and make recommendations on improvements; and 3) hold at least one meeting per month where the public may discuss issues facing high schools (CCHS meets on the second Wednesday of every month).

The structure of CCHS is different from that of the CECs or even of the other citywide councils. CCHS is the only council that has borough-based representation: two elected representatives for each borough are joined by three members appointed by the Public Advocate, CCSE and CCELL, respectively (like other councils, CCHS also has a non-voting student member).

Although official actions (such as resolutions) must be voted upon and approved by at least seven members, much of the Council's work is carried on through the borough representatives—with almost 500 high schools, it is the only practical way for the Council to have a meaningful relationship with individual schools. Further, since each borough (with the exception of Staten Island) has about 100 schools, CCHS representatives have divided responsibilities along district or geographic lines within each borough they represent. This splitting of responsibilities is only a function of the large number of schools the representatives need to cover; it is in no way required since CCHS members are elected borough-wide. In general, the representatives work in concert and should both be copied on any important communications concerning borough high schools. Finally, the three appointed members are not restricted to any geographic area.

By: Paola de Kock, President
December 11, 2013
This is the Addendum to our fifth Annual Report of the Citywide Council on High Schools 2012-2013 unveiled to the public in December 2013. On the 2012-2013 Annual Report we touched on the legacy of the Bloomberg administration, often filled with many controversies due to massive school closures, relocations of as much as six different schools in one building and at times mixing elementary students with high school students co-located in the same building. Often the Bloomberg administration made massive changes without the input of the surrounding communities and parents of these students. During the Bloomberg era from 2001-2014 we found ourselves with over 300 new high schools, some with grades 6th to 12th schools.

Mayor Bloomberg during his tenure tried to provide educational reforms by opening up Charter Schools with public funds. This action pitted public school parents with Charter school parents, by the inequalities of the two systems, and by the mixed co-location of one another.

This addendum to the City Council on High Schools 2012-13 Annual Report provides insight of the New Mayor Bill de Blasio and the New Schools Chancellor Carmen Farina which gives new hopes and a new future of our educational landscape. In this booklet, the details of the proposed reforms on implementation of the common core in high schools, regents testing, abolish the IEP diploma, no high school closings, revitalizing the high schools with new and many future additional CTE schools to prepare the students for the evermore technical workforce.

At this writing Mayor Bill de Blasio settled the teacher’s union contract with an 18% well deserved pay raise for teachers, more parent teacher conferences from two per year to four per year (from 2.5 hours to 3 hours). And the contract also allocated time for the teachers to contact parents each week. Mayor Bill de Blasio’s campaign promise is to have a forum, which will allow more public school parents to be engaged in their children’s educational process.

The Charter schools controversies are still prevalent with many parents. Currently the Annenberg Institute for School Reform released a new report detailing how all New York City students will benefit from increased regulations and oversight of the Charter schools by providing the public with disclosures and accountability by — “to work together to contribute to equitable educational opportunities, safer communities, less poverty and a stronger, healthier New York.”

I want to thank the Annual Report Committee’s members: Neyda Franco 2nd VP and Marianne Russo Secretary for their time and commitment. We again thank our researcher and writer Gail Robinson for the first Annual Report and now this Addendum to that report. CCHS also thanks the staff of the Division of Family and Community Engagement and our Superintendent Liaison Karen Watts for their continual support.

I also thank my colleagues on the Council who are all dedicated parent volunteers with a passion to help improve the educational system; without them this council simply cannot function. It’s been my honor to work and serve with them this year. And with so many thanks to the unsung heroes of all the parent volunteers in our wonderful, diverse New York City educational system who have and are continuing to push this educational system to provide the needs of all its children under their care.

Alleyne Hughley,
President June 30, 2014
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Citywide Council on High Schools Annual Report: 2013-14 Addendum

New York City's public high schools stand on the brink of what could be major changes. After 12 years of an administration that shut high schools, sometimes in the face of strong neighborhood opposition, and replaced them with charter schools and small themed schools, the New York City Department of Education (DOE) now is controlled by a mayor who has pledged to collaborate with parents and to try to improve struggling schools rather than shut them. Meanwhile high schools also must adjust to Common Core standards, new Regents tests and a teacher evaluation system dictated by the state.

This addendum to the City Council on High Schools 2012-13 Annual Report builds upon and updates that report, which documented many of the changes in high schools undertaken by the Bloomberg administration. This update was written as many of the new administration's proposals still were taking shape and at a time when Mayor Bill de Blasio and Schools Chancellor Carmen Fariña seemed to be concentrated largely on younger students, having made the introduction of free, universal pre-kindergarten and improving middle schools their key priorities. At the same time, most of the focus so far on Common Core, which is spearheaded by the state Board of Regents and state Department of Education, has been directed at elementary and middle school students.

Unlike her predecessors under Bloomberg, Fariña is a veteran educator. She began her career as an elementary-school teacher and principal and moved up to serve as district superintendent and deputy chancellor before leaving DOE in 2006. In her first month after she returned to become chancellor this year, Fariña named Philip Weinberg, long-time principal at the High School of Telecommunication Arts and Technology in Brooklyn, as her chancellor for teaching and learning, a job Fariña herself once held but which the department eliminated in 2010. Weinberg's appointment, along with others Fariña has made, was widely viewed as indicative of her desire to put experienced educators in top posts and to have DOE focus more on instruction and professional development than it had in the Bloomberg years.

Such appointments and the gradual emergence of a new policy on the placing of two or more schools in a single building -- so-called co-location -- has provided some indication of how the new administration might run New York's high schools But those provide barely an outline, let alone a fully developed picture.

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The Big View

In 2013-14 about 340,000 New York City teenagers attended one of 700 high school programs in some 400 schools. This included 20 high schools that opened in September 2013 and eight additional new schools that will eventually serve high school students as well as middle and sometimes even elementary school children. Of all these new schools, seven are career and technical education (CTE) schools, reflecting the Bloomberg administration's efforts to revitalize and modernize what used to be called vocational education in the city.

A report prepared by the Community Service Society and released in February 2014 seemed to endorse that approach. It found that CTE schools have a better record of graduating students who historically have had lower rates of success at traditional high school, such as black and Latino males. For example, 61.1 percent of black males at CTE schools graduated, compared to 52.4 percent at other high schools. The report cited seven schools as particularly successful: W.H. Maxwell; Automotive; High School of Computers and Technology; Urban Assembly New York Harbor School; Academy for Careers in Television and Film; Ralph R. McKee; and the High School for Construction Trades, Engineering, and Architecture. In its conclusion, the report called for more CTE schools and for targeting the schools to those students who score just below average -- as opposed to far below average -- on their 8th grade standardized tests since they appear to benefit most from these career programs.

Bloomberg's Final Tally

In its final weeks in office, the Bloomberg administration released a number of statistics that, the administration said, indicated the success of many of its school reform efforts. Although the city traditionally releases graduation rates for the previous year in conjunction with the state in the late spring, in December 2013, Mayor Michael Bloomberg and outgoing Chancellor Dennis Walcott announced the rates for the class of 2013, which, they said, represented "an all-time record high."

According to these preliminary figures for the class of 2013, 66 percent of students graduated in four years, an increase of 42 percent since the state began releasing New York City graduation rates in 2005. This translated to nearly 52,000 students earning a diploma in four years, an increase of about 17,500 students over 2005. The improvement came even as the city and state have tightened graduation requirements in the last several

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years, notably largely eliminating the so-called local diploma and so requiring students get scores of 65 as opposed to 55 on required Regents exams. The graduation rate rose most sharply between 2005 and 2010, leveling off a bit as the stricter rules went into effect.\(^5\)

The outgoing administration cited what it said was another record: an all-time high number of students taking and passing Advanced Placement (AP) exams in 2013. According to the administration, the number of students taking at least one AP test as well as the number passing at least one doubled from 2002 (Bloomberg's first year in office) to 2013. The percentage of students passing a test, though, remained essentially flat -- 57 percent in 2002 and 55 percent in 2013.\(^6\) That rate was lower than the 67 percent for New York State as a whole.\(^7\)

In September, the city, in conjunction with the College Board, which administers the AP tests nationally, announced it would expand AP offerings, with 120 class sections in 55 schools. The focus would be largely on science, technology, engineering and math and be aimed at increasing participation and pass rates among black and Latino students.

The administration also hailed an increase in students taking the SAT over the course of Bloomberg's tenure and noted that, while the national average score dipped by three points (out of a total of 2,400) between 2012 and 2013, the average score for New York City students rose by eight points. Despite that, New York students score far lower than the national average: 1,333 compared to 1,474 nationally.\(^8\)

**High School Admissions**

In December, some 77,043 8th graders applied for admission to a New York City public high school for fall 2014. As in the past they could apply to 12 schools -- in addition to one or more of the nine specialized high schools -- ranking the schools in order of preference on a single form. Overall, 84 percent of the students were accepted to one of their top five schools, the same percentage as in 2012-13. Ninety percent were accepted at one of their choices, while 45 percent got into their top pick. About 10 percent -- 7,452 students -- did not receive a match in Round 1, again about the same percentage as last year. These students entered a second round where they can choose among other, often

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\(^6\) Sarah Darville, "Over Bloomberg Era, Big Increases in Students Taking APs, SATs," *Chalkbeat*, December 3, 2013 (http://ny.chalkbeat.org/2013/12/03/over-bloomberg-era-big-increases-in-students-taking-sat-aps/).

\(^7\) Figure adapted from *The 10th Annual AP Report to the Nation*, The College Board, February 2014.

less desirable, schools that still have vacancies as well as the new schools the city announced in March.

Also in March, 5701 8th graders were accepted to attend one of the city’s nine specialized high schools in September. Eight of these schools admit student solely on the basis of their score on the Specialized High Schools Admissions Test: Bronx High School of Science; Brooklyn Latin School; Brooklyn Technical High School; High School for Mathematics, Science and Engineering at City College; High School of American Studies at Lehman College; Queens High School for the Sciences at York College; Staten Island Technical High School; and Stuyvesant High School. Fiorello H. LaGuardia High School of Music & Art and Performing Arts also is classified as a specialized high school, but students are admitted on the basis of an audition and their academic record.

Admissions to the schools using the test continue to show large racial disparities. While blacks and Hispanics account for almost 70 percent of all public school students and 46 percent of those who took the exam, they garnered only 12 percent of the offers of admission. A third of all Asian students taking the test and 28 percent of all white students gained admission to one of the eight schools, compared to only 4 percent of the black students taking the test and 5 percent of the Hispanics. Stuyvesant, the most selective of the schools, admitted 952 students; only 7 of them are black. In September, 53 percent of all 9th graders entering an exam school will be Asian, although Asians represent only about 15 percent of public school students. (La Guardia, which requires auditions or a portfolio as well as good attendance and an 80 percent average in middle school, is 19 percent Asian, 12 percent black, 19 percent Hispanic and 46 percent white.)

Early in its tenure, the Bloomberg administration created five more specialized schools. These originally admitted a relatively large number of black and Latino students, but this has changed over the past five years, according to figures compiled by the NAACP Legal Defense Fund and the Community Service Society. In 2006-7 for example more than 40 percent of students at Brooklyn Latin were black. That fell to less than 30 percent last school year, and of those admitted to Brooklyn Latin for fall 2014, only 13 percent are black. At Queens High School for the Sciences at York College, the student body went from being 20 percent black in 2005-06 to about 8 percent in 2012-13 and 9 percent of next year’s 9th graders. Except at Brooklyn Latin, the falloffs among Latin students were not as sharp.

The selective schools do have many low-income students, although not as many as the system as a whole. About 47 percent of Stuyvesant students, 46 percent of Bronx High School of Science and 64 percent of Brooklyn Tech students qualify for free or reduced

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price lunch, a frequently used measure of economic need. This compares with 75 percent of all public school students who have sufficiently low family incomes to qualify.

But the specialized schools are not the city's only selective high schools, nor the only schools whose admissions procedures have raised questions. Baruch College High School accepted less than 2 percent of the 7,238 applicants for its 111 seats this year, making it the city's most selective public high school for the fourth year in a row. It screens student on a number of criteria: middle school standardized test scores, attendance and grades. It was followed by Pace High School and Eleanor Roosevelt, which, like Baruch are in District 2 in Manhattan. Of the 10 most selective schools, seven are screened, meaning they use a similar process to the one at Baruch.11

Unlike most high schools in the city -- which take students from throughout their borough and often throughout the city -- the District 2 schools give priority to students in that district, which includes many affluent parts of Manhattan. At Baruch 95 percent of students come from District 2. As a result many of these schools also have comparatively low numbers of black and Latino students. At Baruch they account for 21 percent of the student body, at Eleanor Roosevelt 15 percent.12 Two thirds of Baruch students but only a quarter of Eleanor Roosevelt students get a free or reduced price lunch. Pace, which does not have an academically selective admission policy and which admits students from the whole city, is 77 percent black and Hispanic, with 80 percent considered lower income.

As the table on the following two pages indicates, the city's most sought after high schools, based on number of applicants compared with the number of seat available, use a variety of methods to choose their students. The schools differ widely in the racial and economic make-up of their students bodies, but most have more Asian and white students than the city average and fewer students who qualify for free or reduced-price lunch. Of the screened schools on the "most selective" list, only three had a percentage of black and Hispanic students approaching the percentage in the school system as a whole: Central Park East (91 percent), Manhattan/Hunter Science (60 percent), Manhattan Village (85 percent). Three other selective schools also had a high percentage of black and Latino students but two of those -- Pace and Pelham Preparatory -- do not screen students and the third -- High School of Telecommunication Arts and Technology -- uses the education option method, designed to ensure the school has students with a range of abilities.

The policy of using a single test as the sole criteria for admission has come under attack in recent years from civil rights groups and others. In response to this year's figures, de Blasio said he believed that ultimately the admission process for the specialized high schools would need "reforms," and Fariña said the education department would be


12 Coulter Jones and Beth Fertig, "Chart: Manhattan Advantage in Public Schools Admissions," SchoolBook, March 10, 2014 (http://www.wnyc.org/story/manhattan-students-have-local-advantage-competitive-high-schools/).

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looking into it.\textsuperscript{13} The comments by de Blasio and Fariña represent a shift in policy from the previous administration, which repeatedly defended use of the test.

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<th>School</th>
<th>Selection Method</th>
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<th>% Black</th>
<th>% Hispanic</th>
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<th>% Free/Reduced Lunch</th>
<th>2013 4-Yr Grad Rate</th>
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<td>19</td>
<td>48</td>
<td>28</td>
<td>98</td>
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<tr>
<td>Bard HS Early College Queens</td>
<td>Same as Bard HS (see above)</td>
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<td>12</td>
<td>17</td>
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<td>45</td>
<td>96</td>
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<td>20</td>
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<td>99</td>
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<td>Brooklyn Tech</td>
<td>Specialized HS exam</td>
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<td>100</td>
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<td>14</td>
<td>75</td>
<td>86</td>
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*Ed option is an admissions method that takes students with varying abilities and is designed to insure the school will have a wide range of students.

\textsuperscript{14} Figures from Inside Schools (www.insideschools.org) and NYC Department of Education 2013-14 \textit{High School Directory} (http://schools.nyc.gov/ChoicesEnrollment/High/Resources/default.htm).

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<th>2013 4-yr. Grad Rate</th>
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<td>7</td>
<td>75</td>
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<td>Millennium Brooklyn</td>
<td>Preference to Bklyn; 85+ average; 3-4 standardized test scores</td>
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<td>25</td>
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<td>NA</td>
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<td>New Explorations into Science, Math and Tech.</td>
<td>Priority to continuing 8th graders; 85+ average; 3-4 standardized test scores; entrance exam</td>
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<td>9</td>
<td>11</td>
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<td>NYC Lab School for Collaborative Studies</td>
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<td>Pelham</td>
<td>Priority to Bronx;</td>
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<td>40</td>
<td>48</td>
<td>7</td>
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Changing the policy at the three older specialized schools -- Stuyvesant, Bronx Science and Brooklyn Tech -- requires approval by the state legislature. State Assemblyman Karim Camara has introduced such a bill, but it has made little, if any, progress. Camara has said he plans to introduce another bill in the near future. In 2012, the NAACP Legal Defense Fund filed a civil rights claim with the U.S. Justice Department, challenging the selection process for the schools. The department has not yet ruled on that complaint.

Those supporting changes call for a new number of criteria that could be used in addition to the test, such as the middle school attendance record, middle school grades, scores on the 6th and 7th grade standardized tests, an interview or writing sample. Some advocate that the top student at every middle school be admitted to the specialized schools.

That plan would address another, less widely acknowledged disparity in admissions: the gaping difference between community school district. The Schott Foundation examined the class admitted to Stuyvesant in 2010 and found that two school districts -- 20 and 21, both in Brooklyn -- had more than 100 children accepted. On the other hand, 10 of the city's 32 community schools districts did not have a single student admitted to Stuyvesant's class of 2014.15

### Special Education

In fall 2012, the Department of Education instituted new special education rules intended to move as many students with disabilities as possible out of specialized classes and into team teaching classes and other less restrictive settings. The over-riding goal of this is to improve outcomes for children with special needs. The city reported that 37.5 percent of students with disabilities graduated in four years in 2013, a sharp increase from 30.5 the year before and 17 percent in 2005, but still almost 30 percentage points lower than for student as a whole.16 Overall New York State has a 29 percent point gap between graduation rate for all students and students with disabilities, one of the largest such gaps in the nation.17 By contrast, Connecticut had a 21 percent point gap and New Jersey a gap of 12 points.

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17 Christina A. Samuels, "Graduation Disparities Loom Large for Students with Special Needs," *Education Week*, March 1, 2013.

***See last page 26***
Over the years, some of the city's specialized and other screened schools have had very few special needs students. “In the past, there have been some really significant barriers to students with disabilities attending not just selective schools, but [their] preferred schools,” Maggie Moroff, special education policy coordinator at Advocates for Children, told a reporter.

Under the new rules, though, students must be admitted to high schools regardless of their special needs and the school then has to provide services for the student. This was supposed to take effect in 2012, as the city's screened high school were directed to admit as many special needs students as nearby, less selective schools. (The directive did not apply to the specialized high schools, because under state law all of them except for LaGuardia must admit students solely on the basis of their score on the specialized high school exam.) Twenty-seven of the schools received a waiver for a year and were then to comply during the 2013 admissions process. When, despite that, some of the schools admitted only a tiny number of children with special needs, the city assigned about 300 special education students to selective schools, even though they may not have met the criteria for the schools or, in the case of arts schools, auditioned.

While information about the impact of the special education changes on high school students remains scanty, in a presentation to City Council last fall, DOE officials said the changes had succeeded in putting more students in less restrictive environments across all grade levels.

A December 2013 report commissioned by the Fund for Public Advocacy, a group created by de Blasio when he was public advocate, found that the reforms had successfully raised expectations for the education schools must provide to students with special needs. "For us, fairness is every kid getting what they need, it’s not every kid getting everything the same in the classroom, but by the end of the day, everyone is held to the same standards and given the same opportunities," a secondary school principal told the report's writers. But some teachers and principals fear that high school students may not be prepared to meet the increased expectations. Many of them, one high school special education teacher said, "are used to just getting by, so there is a lot of apathy."

One possible unintended effect of the reforms is that some students with special needs who may need self-contained classes now find themselves in team teaching classes with

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two teachers and 30 or more students. Under the reform, if a student assigned to a school needs a service, such as a self-contained class, the school is supposed to provide it. But, according to Advocates for Children, that does not always happen. Some students may benefit from the less restrictive environment but others, according to Advocates for Children may not. The number of high school students in self-contained classes with 15 students and one teacher has fallen from 8,527 in 2011-12 to 5,418 this year, a decline of 36 percent.21

Meanwhile despite changes in the city's discipline procedures and an accompanying decline in suspensions, students with special needs at all grade levels continue to account for a disproportionately large share of school suspensions: 34 percent in the 2012-13 school year. One high-suspension high school -- Susan Wagner on State Island -- issued 317 suspensions last year. Of those, 200 went to special needs students, even though they account for only 17 percent of the student body. A state investigation found that the city has not done enough to avoid suspending students with disabilities. In a decision released last fall, the state found the city DOE "systemically violated the law by failing to provide crucial behavioral supports for students with disabilities."23

The Common Core

The so-called Common Core learning standards, a set of competencies adopted by 45 states, already has had a big impact on New York's elementary and middle school students. It remains unclear, though, what effect it is having in the upper grades.

The basic goal of the Common Core is to make students ready for college and career by the time they graduate high school. The effort to get students to that level begins early -- in kindergarten and even pre-kindergarten. New York State adjusted its standardized tests for students in grades 3-8 to address the Common Core in spring 2013; it began implementing curricula aligned with the Common Core in September 2013.

Students entering high school this year were to be taught with a curriculum aligned with the Common Core. The first Regent exams reflecting the Common Core will be given this June. Under the new regime, students will take a Regents English exam reflecting the new standards at the end of 11th grade -- or June 2016 for the class of 2017. Math exams would begin to reflect the Common Core this June. Old tests would be phased out and

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new Common Core aligned ones phased in as students advanced through high school. An SAT more aligned to the Common Core is scheduled go into effect in spring 2016.

EngageNY, the state education department site about the Common Core, has posted information about the English and math Regents, including sample questions and guidelines.

As the city and state have moved to implement the Common Core, opposition to it has increased. Third through 8ths grade test scores plunged when the state administered its first standardized test aligned with the Common Core in spring 2013 -- even though curricula aligned with the standards had not been finalized. Rollout of the Common Core this fall ran into problems, with materials arriving late in some cases and without sufficient professional development for teachers.

Despite these problems, many educators, political leaders and business people continue to support the Common Core, saying it will bring all students to a higher level and better prepare them for life and work in the 21st century. Critics, though, charged variously that the program is too academic for very young children, too tied to standardized tests and poorly thought out.

Faced with this opposition, the state Board of Regents in February changed some details for implementing of the new standards. As a result, the requirement that students "pass English and mathematics Regents exams at college and career ready levels" will not take effect until the class of 2022 -- children who are in 4th grade today -- five years later than originally planned. For a transition period, both the old exams and the new Common Core aligned ones will remain valid.24

Originally students in the class of 2017 would have had to pass the new Common-Core aligned Regents English exam with a 75 and the math with an 80 in order to graduate. The change adopted by the Board of Regents allows students to pass with a 65 on the new tests -- the same score as is required on the current exams -- until 2022.25

The Regents also addressed the growing furor over tying teacher evaluations to Common Core standards. Although state legislators had called for at least a two-year delay in using Common Core-aligned tests to evaluate teachers, the Regents stopped short of that. Instead, they suggested, teachers who received poor ratings based on the standards could appeal them if they could show their districts had not adequately prepared for the new tests.

The recommended change in the high school standard was largely lost in the heated debate over teacher evaluations. Gov. Andrew Cuomo for, example called the Regents


teacher evaluation plan "another in a series of missteps by the Board of Regents that suggests the time has come to seriously re-examine its capacity and performance,"26 The full board of Regents then tabled the teacher evaluation proposal. Meanwhile the state Assembly apparently thought the Regents did not go far enough. It passed a bill that would postpone using the Common Core-aligned test scores in teacher and principal evaluations for two years and would not allow schools to use the tests as the sole factor in deciding whether to promote a student. The Senate though, has not yet considered that measure. As the fight continues, many Common Core supporters believe that, unless students and teachers are somehow held accountable for meeting the standards, the Common Core will have little effect.

As to the curriculum itself, it remains unclear what it has meant for high school instruction. The standards are supposed to stress deeper and more critical thinking, better comprehension and real world settings. Teachers say younger students now are expected to do more demanding work. Math teachers, for example, have said Algebra I now includes concepts that would not have been discussed until Algebra II.

While the city has recommended Common Core aligned curricula for elementary and middle schools, the city is not endorsing any particular curricula for use in high schools. “A lot of the high school people did not want a curriculum,” Fariña told Chalkbeat in February. “They wanted to develop their own.” Instead she said, the department might try to set up a method where teachers could share materials with other teachers.27

Homeless Students

With family homelessness at a record high in New York City, an increasing number of New York City high school students live in homeless shelters. Even more -- classified by the federal government as being in temporary housing -- live doubled up with relatives, in hotels or other unstable settings. During the 2012-13 school year, 6,086 high school students were in the shelter system, according to figures provided to the Citywide Council on High Schools by DOE. Another 8,222 were classified as doubled up (their families living with relatives), 151 were awaiting foster care, 111 were in hotels or motels and 2,988 in other temporary housing for a total of 17,558 students. Since the number of families in the shelter system has increased since then -- from an average of 9,905 in the 2012-13 school year to10, 540 this school year -- it seems likely the number of high school students in temporary housing has as well.

The federal McKinney-Vento law requires that schools distribute residency questionnaires to all students who have newly enrolled in the system or changed residences and then track that information through their ATS database. Under an


initiative launched by the Mayor's Task Force on Truancy, Chronic Absenteeism and
School Engagement, created by Bloomberg in 2012, the education department and the
Department of Homeless Services work together to account for every student in the
shelter system -- and whether he or she is attending school.

Information about performance among these students is scanty, however. According to
DOE 62 percent of student taking the English Regents in 2011-12 passed it; for the math
Regents, 55 percent passed. This compares to 72.9 percent of all city high school students
passing the English test and 60.5 passing integrated algebra.28

Of the 2,556 students in temporary housing in the cohort that would have graduated in
2012, 47.2 percent graduated on time -- well below the city rate of 64.7 percent. Some
377 students dropped out at a rate of 15 percent, compared with a citywide rate of 11.4
percent for the same year.

DOE officials told the CCHS that they did not have information on college readiness or
college attendance among students in temporary housing.

Without question, homelessness places many stresses on students that can affect their
performance. Federal law requires that students in temporary housing be allowed to
remain in their school of origin even if they are forced to move to temporary housing in
another area. However many families are placed in shelters or with relatives in
neighborhoods far away from their original homes, forcing the students to choose
between commuting long distances or trying to find another school closer to his or her
new residence. Some large shelters provide homework rooms and even special programs,
but many smaller shelters do not. Things may be even less conducive to studying at a
relative’s home or hotel or motel.

To address this, schools get Title I money to help these students, and a Department of
Education liaison works with them. Under an initiative to improve attendance, many of
these students got mentors who provided individual attention in an effort to help them
d peek with their difficult lives and get to school. The program has shown some positive
results, according to a review by John Hopkins University. Looking at all grade levels
whose schools participated in the pilot program launched by Bloomberg’s effort to reduce
chronic absenteeism, the study found that 31 percent of the affected students in temporary
housing were less likely to be chronically absent than such students at comparison
schools.29

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(http://nypost.com/2013/06/06/exams-trip-up-students-citywide/).

29 Robert Balfanz and Vaughan Byrnes, Meeting the Challenge of Combatting Chronic Absenteeism," John
Hopkins University School of Education, 2013 (http://new.every1graduates.org/wp-
Co-locations

During the Bloomberg administration, DOE closed a number of large high schools and replaced them, often with the result that several small schools shared the campus. It also reduced the size of some high schools, creating space in the building for new high schools, middle schools and often charter elementary schools. Many of these so-called co-locations, particularly those involving charter schools and especially ones involving Success Academy charter schools, have attracted sharp opposition and sparked acrimonious debate.

In its final months in office, the Bloomberg administration approved a number of co-locations that would not take effect until September 2014, eight months after the administration left office, or even September 2015.

Those involving high schools include:30

- A Success Academy charter middle school and a new high school with a CTE Program in the High School of Graphic Communication Arts, which is being phased out. The new schools would share space with Business of Sports School, Urban Assembly Gateway School for Technology, and Success Academy Manhattan 2, which opened in 2013. Even if approved by de Blasio, this will not happen until September 2015.

- Placing grades 5 through 8 of Success Academy's Harlem 2 in a building with Academy for Social Action: A College Board School, which has grades 6 through 12; Urban Assembly School for the Performing Arts, a high school and two district middle schools.

- Locating Success Academy Harlem's High School in the building that once housed Norman Thomas High School and now is home to three small district high schools: Manhattan Academy for Arts and Language, Murray Hill Academy and Unity Center for Urban Technologies. For a transition period, beginning in fall 2014, Success Academy Harlem middle school students will also go to school in the Norman Thomas building.

- Placing the high school grades of the Icahn charter school in a building now housing two Bronx middle schools, effective in September.

- In September 2014, putting a new school, Uncommon Charter High School, in the old South Shore High School campus, where it would share space with Brooklyn Theatre Arts High School, Victory Collegiate, Brooklyn Bridge Academy, Academy for Conservation and the Environment, and a GED program.

30 List adapted from agendas of the Panel on Education Policy
• A new high school, opening on the Franklin K. Lane campus where it would share space with Multicultural High School Academy of Innovative Technology, Brooklyn Lab School and Cypress Hills Collegiate Preparatory School.

• Another Success Academy elementary school in the Murray Bergtraum High School building in lower Manhattan where it would share space with Bergtraum and the Urban Assembly School for Emergency Management. According to DOE, this space became available after department had to rethink its plans to place the new Stephen T. Mather Building Arts & Craftsmanship High School at Bergtraum because new school's industry partner, the National Park Service, said the building could not accommodate lab space essential to the planned program. Under the revised plan, Mather would be located in the Graphic Communication Arts building. The de Blasio administration reversed the co-location of the Success School and Bergtraum in February.

• A new CTE/early college high school, focused on the advertising industry, to share space with University Neighborhood High School, starting in September. After taking office, though, the de Blasio administration decided to move the advertising school to Murray Bergtraum High School, probably using the space Bloomberg had intended for Success Academy. The shift was in keeping with de Blasio's policy of having high schools co-locate with other high schools.

• A new CTE/early college high school focusing on information technology at Long Island City High school. The de Blasio administration decided to put that school at Murray Bergtraum instead.

• A new CTE/early college program, focusing on computer science and business technology, to share space with Martin Van Buren High School.

• A new district high school to share space in a Queens building with two high schools and a District 75 program.

• Another new Success Academy, to be placed in the August Martin High School building in Queens, The de Blasio administration reversed this decision.

• A new district high school in the John Dewey building beginning in September. De Blasio and Fariña decided to put this school in August Martin instead of Dewey, apparently using space the Bloomberg administration intended to give to the Success elementary school.

• A new high school on the Campus Magnet Educational Campus in Queens where it would share space with five other high schools.

• Creation of the new Nelson Mandela School for Social Justice n the campus of Boys and Girls High School in Brooklyn, a place Mandela visited on his 1990 visit to New York.
Critics charged the Bloomberg officials were illegally trying to extend its control of city schools, and some filed suit. De Blasio pledged he would review the co-locations upon taking office. In late February, he and Fariña announced the department had reviewed 49 of the proposals and withdrew nine in all. The administration also delayed decisions on several proposals not slated to taken effect until September 2015.

In general, the administration said it would try to avoid co-locating elementary schools with high schools. "While there are examples where it can be effective, overall we have heard concerns from high school communities, as well as elementary level ones, about this practice. We believe high school campuses should serve high school students," Fariña said in the memo announcing the decisions. She has cited a loss of facilities and need for expensive remodeling when an elementary school is placed in what had been a high school.

She also implicitly criticized the way her predecessors had handled the co-location process, saying, "If there is one thing school communities should know, it’s this: We’re going to do things differently. Today, we are turning the page on the approach of the past. We are going to listen and be responsive like never before, and that will be reflected in everything we do.”

A few weeks later, Farina said she would send out teams of experienced Department of Education staff to troubleshoot problems at co-located schools and would also explore greater sharing among schools occupying the same facility, such as Advanced Placement classes open to students from two or more schools in a single building.

Whatever the administration's intentions, the reversal of the previously approved charter co-locations provoked sharp criticism from both supporters and opponents of charter schools, particularly from Eva Moskowitz, who had frequently clashed with de Blasio and who saw approvals for three of her Success Academy schools withdrawn. "You’re going to have to ask Mayor Bill de Blasio for the motivations for a decision that will affect so many children now and forever. Here we have a successful, educational, magical school community and someone wants to turn us out into the street," she told a press conference.31 Some of the mayor's supporters, however, expressed disappointment that he had approved so many charter school co-locations.

The fight moved to Albany where Moskowitz found an ally in Gov. Andrew Cuomo and the State Senate. As a result, the budget deal for the next fiscal year includes new protections and funding for charter schools. New or expanding charter schools would have "access to facilities" in city-owned school buildings and would not be charged rent. If no space were available, the city would have to provide funding to cover rent.32

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While the most heated debates about co-locations have involved charter schools sharing space with district schools, most co-locations do not involve charters. In the 2012-13 school year, according to the New York Charter School Center, 58 percent of all New York public (district and charter) schools shared a facility, and only 8 percent of those involved charter schools. Schools share space in about 540 of the Department of Education's approximately 1,200 buildings.

The co-locations afford students in small schools opportunities they might otherwise not have. In many, including the South Shore campus in Canarsie, Brooklyn, students from all the schools play together on varsity sports teams. And some of the smaller schools might not be able to afford certain facilities -- such as the high-tech auditorium at South Shore -- if the other small schools on the campus did not share it.

But even when no charter is involved, sharing space can create difficulties. Logistics can become problematic with school administrations having to arrange who uses shared spaces, such as the cafeteria, gym, auditorium and library. Most administrators involved in these co-locations say a good working relationship among the administrations is essential. In some building, representatives of all the schools meet together regularly and/or name one administrator to coordinate operations among the various schools in the building or campus.

In testimony to City Council in 2012, Leo Casey of the United Federation of Teachers noted that co-locations go back a long way in New York and have proved successful at places such as the Julia Richman campus on the East Side. But, he continued, for the sharing to be successful, every school in the facility must have contiguous space, the building must have enough room for all the schools, the sharing must be equitable, and a building council must exist to address any issues and disputes about the shared space. The Bloomberg administration, in Casey's view, ignored many of these policies, particularly in its siting of charter schools.

To address the issue, some activists and politicians have proposed that all co-locations be approved by the local Community Education Council. Others have urged that any capital improvements in one school in a building be reflected at the other schools.


No New Closings

The end of the Bloomberg administration also meant an end to what had become a yearly ritual -- the release of a list of schools that DOE considered failing and would phase out or close. The release of the list inevitably sparked controversy, rallies at some of the affected schools and public hearings.

In 2013-14, though, the outgoing administration did not recommend any schools for closing, perhaps in recognition that the final decision by the Panel for Educational Policy could not be made until after Bloomberg left office. Instead, it issued a list of 71 low-performing schools with an eye, it said, on developing plans to improve them. The schools with high school grades on the list were (those with an asterisk were opened by the Bloomberg administration): 36

**Bronx**
- Banana Kelly High School
- Bronx High School of Business
- Bronx Regional High School
- Felisa Rincon de Gautier Institute for Law and Public Policy*
- Foreign Language Academy of Global Studies
- Holcombe L. Rucker School of Community Research*
- Peace and Diversity Academy*

**Brooklyn**
- Automotive High School
- Boys and Girls High School
- Brooklyn Collegiate: A College Board School*
- Bushwick Community High School*
- High School for Global Citizenship*
- Multicultural High School*
- Olympus Academy*
- School for Democracy and Leadership*
- School for Legal Studies
- W.E.B. Dubois Academic High School

**Manhattan**
- Academy for Social Action: A College Board School*
- Coalition School for Social Change
- Frederick Douglass Academy
- Henry Street School for International Studies*
- High School for Health Careers and Science
- Independence High School

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Critics of school closings hope the end of the Bloomberg years will spell an end to the era of massive school closings. They charge that the closing policy penalized schools with the most challenging students -- those who enroll after underperforming at another school, say, or who immigrate to the U.S. as a barely literate teenager -- and deprived poor communities of important institutions with a stake in those neighborhoods. And, they say, that while some of the new small schools have thrived, the city has not found a way to meet the needs of the most challenging students. As evidence they cite the new small schools that replaced failing schools only to then be closed themselves.

A number of advocates have urged that, instead of closing schools, the city make efforts to help improve struggling schools. In 2010, the New York Coalition for Educational Justice, a frequent critic of Bloomberg era school reforms, issued a report on alternatives to closure, centered on the creation of a School Transformation Zone for these schools. Low-performing schools would have to have a vision and plan for improvement. The schools would receive additional supports, be protected from closure for three years, receive expert guidance on turning the school around and get priority for resources and assistance from the DOE.

Two years later, following up on this work, the Annenberg Institute for School Reform and the New York Coalition for Education Justice issued another report on alternatives to closings. This one called on the DOE to provide targeted support to struggling schools; identify strategies -- backed up by research -- that had been successful in turning around other schools in New York and across the country; designate several high performing schools where teams from the struggling schools could observe best practices; and build networks to identify and discuss critical problems in the low-performing schools.38

"There needs to be a concerted effort to focus on the most struggling schools. … DO needs to bring its A Team" to these schools, says Megan Hester, New York organizer for


the Annenberg Institute. "It's one of the most challenging things in public education but also one of the most important."

Hester says New York might look to the Charlotte-Mecklenburg, N.C., school system, which places its strongest teachers and principals in low performing schools. Not only does this bring in energy and expertise to the schools but it also changes their culture. Now, she says, instead of having a stigma, being assigning to a struggling schools is an honor: "It's a career achievement that people strive for."

Hester said redesigning and expanding the school day can also help by providing time for academic subjects, with classes to support struggling students and challenge higher achievers, as well as arts, sports and other things "that make kids want to come to school."

During his campaign for mayor last year, de Blasio also called for alternatives to shutting schools, saying the closings have "been an excuse not to address ways to help struggling schools improve and meet our expectations that all students graduate ready for college or a career." He called for an early warning system for low-performing schools and the creation of a "War Room team" at DOE and City Hall that would work with the struggling schools to help them improve. For example, if the school leadership were thought to be a problem, the school would be assigned a new principal with experience turning schools around and a team of teachers and coaches to assist the principal. 39

De Blasio has expressed interest in community schools, which provide social and emotional support to young people, offering space in the building for various social agencies. This is being done to some extent at Curtis High School on Staten Island, which has partnered with the Children's Aid Society. Last year, the society opened a school-based clinic at the school.

New Schools

While de Blasio has not begun phasing out any schools, DOE in March did announce the opening of nine schools. Planning for them no doubt began during the Bloomberg administration. They include CTE schools and three 9-14 schools, which will enable students to earn a high school diploma and an associate degree, part of a growing movement in secondary education.40 They are:

- Nelson Mandela Schools for Social Justice: A small high school on the Boys and Girls High School Campus in Bedford-Stuyvesant aimed at creating socially conscious leaders by promoting and requiring community service, exploring

39 Bill de Blasio, "Preparing Every Student for Success in College and Career" (http://dnwssx4l7s.cloudfront.net/deblasio/default/page/- /Preparing_Every_Student_for_Success_in_College_and_Career.pdf).

social justice themes and offering collaborative projects, travel abroad and internships.

- **Urban Assembly School for Collaborative Health Care:** A CTE school on the Franklin K. Lane Campus in East New York, it will prepare students for careers in the Business of Healthcare and in Community Healthcare, where students will learn to be health educators and patient navigators.

- **Inwood Early College for Health and Information Technologies:** A 9-14 CTE school in Upper Manhattan, DOE developed this school in partnership with Microsoft, New York Presbyterian Hospital and Guttman Community College. Students can earn an associate of science degree and will have experiences aimed at preparing them for careers in information technology, health information technology, administration and management.

- **Manhattan Early College School for Advertising:** Moved to the Murray Bergtraum building in lower Manhattan, this grade 9-14 school will focus on advertising, offering students work-based experiences such as job shadowing and internships. Students are eligible while enrolled to earn an associate's degree.

- **Urban Assembly Maker Academy:** In this school, also slated for Murray Bergtraum, students will use technology to solve problems. It hopes to offer students an experience that to some extent replicates a workplace for tech professionals in an effort to enable graduates to become designers and inventors,

- **Benjamin Franklin High School for Finance and Information Technology:** This CTE school in Cambria Heights, Queens, will focus on communication, critical thinking and personal and academic planning.

- **Business Technology Early College High School:** To be located in Martin Van Buren High School in Queens Village, this will be a 9-14 school focused on technology and offering training and apprenticeship with SAP, a software development company. Students will be able to earn an associate degree while enrolled.

- **Epic High School - North:** This high school in Richmond Hill will offer an academic program that engages student in problem solving and taking control of their own futures. It is an outgrowth of the Expanded Success Initiative, aimed at improving outcomes for young black and Latino men.

- **Epic High School - South:** Similar to Epic High School - North (see above), this school will be located in South Ozone Park.

- **Foundry High School:** This school in August Martin High School will offer a college preparatory program with courses culminating with the production of actual products, such as a design for a green roof, and portfolios. Projected to
have an enrolment of only 400, the school also will allow students to take on-line courses.

**Project Lead the Way**

With schools in New York City increasingly focusing on so-called STEM (science, technology, engineering and math) education, 18 high schools now are working with Project Lead the Way (https://www.pltw.org/), with more set to join in next year. The non-profit group, which started in Rochester, N.Y., seeks to promote student interest and involvement in science, technology, engineering and math. It currently works with more than 5,000 elementary, middle and high schools across the country, providing curricula, lesson plans and teacher training. For high schools, it offers two programs -- engineering and bio-medical science -- and plans to introduce a computer science and software engineering option next fall. All are multiyear and intended to give student a broad immersion in a STEM field.

The program provides "everything teachers need to teach the class," according to the project's Glynnis O'Leary. It offers professional development for teachers, including two weeks of intensive in-person classwork at an affiliated university, Rochester Institute of Technology in the case of New York City. Part of the training seeks to make teachers comfortable with Project Lead the Way's approach. "Students are encouraged to make mistakes, and mistakes are viewed as an important part of the process that shouldn't be avoided," O'Leary says "That can be challenging for teachers."

The classwork for students is very project based and designed to let student experience what a working engineer really does. In one class, for example, students create a mock oil spill and then use a variety of materials to try to clean it up. Based on what they observe, they create a cleanup plan. In the first day of their first bioengineering class, students get a case of a fictional woman who has passed away. They then spend a year investigating why she died.

While the program is in use at some selective schools, such as Brooklyn Tech, and the High School for Math. Science and Engineering at City College, O'Leary said it also is used at less selective schools. The High School for Global Citizenship in Brooklyn, whose incoming student have a proficiency rate below the citywide average, will offer all three Project Lead the Way programs in the fall. ELLIS -- The English Language Learners International Support Preparatory Academy in the Bronx -- will offer the program. "We can see a wide range of students being successful in the program," O'Leary says. She noted that some lower performing students may need to be brought up to proficiency in 9th grade before embarking on the rest of the program.
The Class of 2017

Last spring, New York State for the first time administered new standardized tests aligned to the Common Core. The tests were greeted with trepidation because, even though the state had told school districts the Common Core was coming, it had not provided curricula and materials in advance of the tests. Many teachers feared test scores would plummet -- and they did.

Slightly more than a quarter of last year's 8th graders -- this year's 9th graders -- scored proficient on the English language arts exam. A similar number rated proficient -- meaning they scored a 3 or 4 on a scale of from 1 to 4 -- on math. This represented a sharp drop from 2012 when 39 percent of 8th graders scored proficient in English and 55 in math. Last year's 7th graders saw a similar drop-off from their 2012 counterparts.

The results of the tests being taken in spring 2014 will not be available until the summer, and so it will be months before we know whether, now that schools have Common Core curricula, students are better equipped to do well on the tests. It will be far longer until New York City's high schools know whether the Common Core helps students enter 9th grade prepared for high school and beyond.

NOTE:

There is additional information that is not in this report. This information will be provided in the next CCHS Annual Report.

***On pages 8 to 11 where High School Admissions and the Chart is addressed: Who Attends Selective High Schools?

We have additional information online with the link: http://schools.nyc.gov/Accountability/data/TestResults/ELAandMathTestResults

It contains the test results of New York State Common Core English Language Arts (ELA) & Mathematics Tests Grades 3 – 8 New York City Results: Data Results by Grades, Citywide, Borough, District and School. The charts are also divided by: All Students, ELL (English Language Learners), Ethnicity, Lunch, Gender and Results by Disability Status. The charts provide a clearer view of what kind of students that attends the selective high schools listed on the charts on the CCHS Addendum on pages 8 to 11.