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THE ROLE OF COMMUNITY SCHOOLS
IN COMMUNITY EMPOWERMENT:
A HISTORICAL CASE STUDY OF THE
QUINCY COMMUNITY SCHOOL

BY

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the Requirements of the Degree of
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ABSTRACT

The development of the community schools program came at a time when there was a strong call for community access to public facilities. The concept of a community school was a vehicle from which communities could share public school facilities. Through the establishment of the Boston Community School Program in 1972, the traditional use of public school buildings was then redefined to incorporate functions and activities for community needs. Typically, a designated community school is a multi-services agency housed in a shared public school facility. The growth of community school has provided an enormous contribution to communities through its advocacy and human services.

The purpose of this thesis is to conduct a case study of the Quincy Community School, one of the designated community school sites. The Quincy Community School has been one of the success stories of the community school movement and my goal is go through its history, growth and organizational strenghts to draw lessons that could be applicable to other existing or future school sites.

From the Quincy Community School experience I drew the lessons of planning process; comprehensive needs analysis; facility management and agreements; board composition; community relations and client base support as important areas.

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CHAPTER 1

INTRODUCTION

On the corner of Washington Street and Marginal Road, occupying an entire city block, is the Quincy School Complex. The building complex houses the Josiah Quincy Elementary School, the Quincy School Community Council and the South Cove Health Clinic. A modern multi-million dollar building built in 1976, the facility complex is a place of action in the Chinatown/ South Cove neighborhood serving academic and community services functions. The idea of wedding the function of community services with public academic teaching in a city built facility was born from a community political assertion that the purpose of a public school building should be redefined according to broad community interests and needs. The amalgamation of goals and coordination of functions eventually led to the concept of community schools and the formation of the Boston Community School Program. The Quincy School Complex is one of seventeen such schools that came under the program and the Quincy School Community Council is the community school presence in the Chinatown/ South Cove community.
The aim of this paper is to take a broad look at the Quincy School Community Council, the community school agency inside that building. To trace its early history, how it came to be part of that facility, the kind of services it renders to the community, and its roles in the community as part of the Boston Community School Program and as one of Chinatown's leading institutions.

The other aim of this paper is an attempt to understand the empowerment role of community schools to the community by way of a case study of the Quincy School Community Council in Chinatown/South Cove.

The term empowerment by nature is a broadly, and sometimes loosely, defined political rhetoric generally associated with "who gets what" under collectively expressed means. For the purpose of operational definition for this case study, "empowerment" will take on different lenses. To begin to understand the issue of empowerment as it relates to the role of the Quincy School Community Council, I have to note the important common denominations of "people" and "place."

By "people", I mean the human efforts to understand the conditions of well-being, alienation from opportunities, and empowerment will be the attempts to take the people to a desired position in society.
By "place", I mean the historical perspective and a contemporary understanding of the environment to where the human experience and conditions occur. Empowerment will mean attempts to enhance the quality of living, increase the ability of the place to meet the needs of the people and to secure that the right to determine its future belongs to those who are part of it.

In concrete terms, the various points I raised is not different from the mission of Quincy School Community Council as a community agency. It has strung together the same ideas under the description of providing "social service/ advocacy" to the community. My goal is to explore the ways that it empowers the community in the parameters that I have noted as relating to its "people" and "place."

My motivation in undertaking a case study of the Quincy School Community Council is to draw lessons that would be applicable to other community school sites. Through the course of my research I have identified 6 elements or characteristics of which has served as an important set of ingredients for the Quincy School Community Council's success. They are the following:
1. **Planning Process** - the financial and technical support provided by the central office of the Boston Community Schools Program has been detrimental in aiding the formation of the QSCC and in its subsequent years of community service. In maximizing the resources distributed among the different community school sites, the coordination of different roles was necessary and integral to the planning process. The very formation of the QSCC was an important exercise of the planning process to which ideas were translated to programming and advocacy.

2. **Comprehensive Needs Analysis** - In developing the programs that embodies QSCC's mission of serving the community, a needs analysis was necessary. What comes to bear is that, foremost, QSCC is providing services to a predominantly immigrant community. Secondly, as a multi-service agency, it has to comprehensively address the needs across different age groups and to have that reflected in its programming and services.

3. **Administration and Management over Shared Space** - With an assortment of activities and management over different programs associated with the Quincy School site, an important aspect of such a multi-function facility has been the agreement over space and administration. The hard learned lessons from both the histories of BCSP and the QSCC over matters of governance have brought important issues
over shared facilities. The important elements were public consensus over facility design, contractual agreements between parties involved, city mandated recognition of proprietorship over programs through legislative acts and other necessary mitigating legal contracts.

4. Role of the Board - The direction of the QSCC is largely attributed to the council board members. A collection of individuals lending skills to the agency and links to outside resources are indispensable to the survival, and growth of QSCC. The composition of the board and the different perspectives and support they bring to the agency are important complements to the operational components of QSCC.

5. Community Support and Supporting the Community - It has been important for the QSCC to look beyond its own services and internal affairs by extending its own advocacy work to the community at large. This has meant playing an important role in supporting issues that impact the community. QSCC has done this in a number of ways. One of which is, taking a lead role in community control by working with other agencies over future physical development in the neighborhood. Likewise, it has been important that its constituency of support over issues has come from the community at large. This community support has been
significant in order for the QSCC to sustain its stature and continuity of community service.

6. **Need for Steady Support** - In order to gain immediate support for a number of issues, QSCC has successfully tapped into its own clients as a base of constituency. QSCC has accomplish this by integrating political issues into their educational programming and utilizing their classrooms in organizing efforts.

In the following chapters I will expand on these 6 points, address their historical development, assess their contribution to the agency and summarize the case study as applicable lessons.
THE BOSTON COMMUNITY SCHOOL PROGRAM

OVERVIEW

An important element and foundation to the Quincy School Community Council is the establishment of the multi-function facility from which it operates from and external support from which it receives important funding, technical and administrative assistance, and central coordination of similar activities and services. Much of these resources come from the Boston Community Schools Program of which QSCC was incorporated into. To understand how the BCSP has been able to help QSCC in providing services to its community is to take a look at BCSP own history and the issues it had faced in its inception. The important lessons of the planning process and shared space management is drawn partly from this chapter. I say "partly drawn" because QSCC developed as a separate entity before incorporation into the BCSP and thus has a separate history from which parallel lessons are also drawn from. The realization of the concept of a "community school" is explored in this chapter as well as the history and the development of its organizational structure which has been important to the different community school sites. The "Plans of Operations" has been the culminating document from
which its relationship to QSCC and other community schools are outlined.

"THE LIGHTED SCHOOL HOUSE"

"A generation or so ago, a school building would be locked at the end of a school day and not open until the beginning of school the next day unless for an evening school program, a parent teacher meeting or some happening of a special or emergency nature. City schools with fenced in sites usually had the gates locked even in the summer months. No such policy will exist in the three proposed schools."

-Dr. Robert Anderson, Educational Specifications for John Marshall School Facilities for the Community School (1)

In the 1960's the School Building Program in Boston drew plans to construct new public school facilities to replace aging school buildings and to accommodate the growing school age populations in various communities. The plan to construct the new facilities began under Mayor Collins' administration, and its implementation was started under the White Administration by the Public Facilities Department and the Educational Planning Center of the Boston School Department. The initial concept of the Boston Community School Program stemmed from an idea that a program was necessary to fully utilize the multi-million dollar school buildings projects currently under way. This also came at a period when the traditional use of public school
facilities and that of public school curriculum programming were being challenged by city administrators, community activists, and education reformers.

Indeed the school facility construction and plan for a community schools program brought exciting prospects for educational innovation, increased citizen participation, and facility design to incorporate community needs. An important interest was also given to the desegregation effect of these new school based on the guidelines of the State Racial Balance Law of 1965. Between 1971 and 1984, seventeen public schools were constructed as and designated Community Schools.(2) The following sites designated as community schools are the following:

- Quincy Community School
- Blackstone Community School
- Kent Community School
- Charlestown Community High School
- Cleveland Community School
- Holland Community School
- Marshall Community School
- Tynan Community School
- Harborside Community School
- Agassiz Community School
- Jamaica Plain Community High School
- Hennigan Community School
- Chinatown
- South End
- Charlestown
- Charlestown
- Dorchester
- Dorchester
- South Boston
- East Boston
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At the outset of establishing the community schools program there was much debate among various constituents and advocates on how to prioritize its goals and how to set up a process to do so. Establishing an organizational structure to run the program was to be a difficult task and was soon to be problematic in its early history. Professional educators were less caught up with the racial balance emotionalism and tended to find excitement on the opportunities for educational innovations. The magnet school concept drew much positive attention in the past with its educational experiments in curriculum innovation. The educators saw a designated community school as a potential magnet school to which special programming and facilities could be a resource to neighboring schools. The community advocates on the other hand, saw beyond the opportunity for community participation in improving the quality of public education in their neighborhood. They also felt that the community schools program could incorporate activities and social services needed by the community at large to be housed in these new facilities. The Parks and Recreation
Department saw the creation of new recreational facilities to which their programs could benefit from. (3)

The Public Facilities Department (PFD), who is the city mandated builders of public facilities, upon hearing the different goals professed by different groups anticipated a delicate planning process to follow. A consultant from the PFD made a prophetic statement in saying that:

"The city will soon be operating a different kind of facility from any operated in the past." (4)

THE TESTING GROUNDS

The mechanics of operating the first three schools were at Marshall and Lee Community Schools in Dorchester, and the Condon Community School in South Boston. In developing the community schools in Dorchester, the Educational Planning Center looked for aid in developing some sort of community advisory council through the Dorchester Task Force. This group was originally called the Steering Committee for Dorchester Schools when it was formed in 1968, and was eventually formed into the Dorchester Council for Community Schools (DCCS). The intent of the School Committee and everyone involved earlier had been to utilize the DCCS as a collective voice of the community regarding the construction of both schools and the implementation of its innovative programs. (5)
Although, both the Public Facilities Department and the School Department had ideas for some advisory role for the DCCS and it was uncertain about its decision making capacity to be integrated in the planning process. It was felt by the PFD that no municipal agency was ready to buy into the community participation in decision making that the DCCS was moving into. Such citizen participation was thought of to be burdensome at best. A member of DCCS recalls:

"At onetime DCCS had the inside track in getting some money to train teachers who were going to be working in open space classrooms for the first time. Since these schools (Lee and Marshall) were the first open space class rooms in Boston, the teachers assigned to these schools would be brought from traditional self contained classroom models with no training or preparation. DCCS was told essentially that education was the job of the Boston School Committee and that it was ridiculous to have this community group training our teachers. The proposal was summarily dismissed from the Chambers of the Committee." (6)

The rebuff of the proposal was one of the many frustrations DCCS had in asserting its input in the school planning process. This would also be the beginning of future conflicts with the School Department that would surface on different political levels involving other future school sites. A member of DCCS states that:

"It was not long into the organizing of DCCS that it perceive the School Committee as its enemy, and despite the fact that it had been founded by the School Department, it began to see through the use and saw
that the School Department was not interested in the kind of input that they had talked about earlier in the game." (7)

However, though it seemed that citizen participation would be closed to the educational component of the community school, the buildings themselves began to take shape and drew a different aspect of community participation. The Marshall School, being a replacement school, had its own ready-made constituency of parents who had been active in the past through the Marshall's Parents Teachers Association. Thus there was a group of interested community residents set to ask some questions about what it meant to have a community school in the neighborhood and what would be the role of a community school council. Soon after, the after school program, which is the main element of a community school concept, would be an area in which the community group could focus its energy on and lend its loudest voice. The infamous "Fernandez Killing" and high youth crime rate in the Dorchester area brought a strong sense of urgency among its residents and brought citywide attention to youth needs. (8)
The planning staff of the City Departments involved in the new schools were spending most of their efforts on the educational innovations, construction concerns, and specially on the social and political ramifications of the Racial Imbalance Act on the schools and neighborhoods. At this point, the after school programming still got limited attention. The community involvement to the school planning process took a turn, after the PFD was forced to involve itself with the community people asking questions about the community school and its after school program. The PFD's involvement came in the person of a public relations staffer who played a key role by beginning to address the issues by drawing resources from other city agencies. Subsequently, the City's Juvenile Delinquency Prevention and the Mayor's Safe Street Act Advisory Committee (MSSAAC) were contacted. They served as important resources not only for program guidance but for the initial after school program funding provided by the MSSAAC for juvenile delinquency prevention.

The MSSAAC not only provided funding for the after school program but also stressed the development of a community council. The recognition for the need of a viable
community council finally opened the door for real citizen participation. Through the steering committee, two community school coordinators were hired to develop a community school council to continue citizen participation input into programming and budgeting. Using community input in hiring was an important precedent for the community as it was previously frowned upon by the School Committee.

The DCCS naturally shifted its attention to the after school program and their input was being solicited by the MSSAAC. The primary product of the after school program was recreation specially since there were underutilized facilities in the new schools. The emphasis toward recreation enlisted greater community involvement on the part of Dorchester residents. A DCCS commented that:

"Trying to organize around the quality of education in blue collar Dorchester was an extremely uphill battle...It was felt that a shift to a level that was more acceptable to the members of the Dorchester Community would provide for a more legitimate and responsive community input." (9)

VACUUM OF ADMINISTRATIVE LEADERSHIP

By the early 1970's, an obvious vacuum of central administration had shown itself to be a problem for existing community school programs at the Marshall and Lee schools. The impending opening of two additional schools, the
Hennigan and Agassiz, intensified the feeling that some of these issues should be resolved. Questions about who was running the program centrally were being raised more often with a greater amount of activity planned for summer. The lack of solid central administration was a result of the non-defined roles for MSSAAC project director, PFD public relations staffer and PFD project staffer. Complicating the matter was the role of the Parks and Recreation staff at the buildings and their supervision. Overall, the situation cried for some central administration to mitigate the various municipal offices involvement with the community groups. (10)

The task of centralizing the administration would soon take a special interest in the Mayor's office which could lend its support and clout to the issue. During the subsequent months of deliberation, the question of who will control the community school became a critical issue. The School Department, who have been out of the discussion table, were starting to regroup and assert its claim to the proprietorship of the community schools program. It became apparent as the rift between the School Department and the community groups (backed by the PFD, MSSAAC and Mayor White) widened the only solution was to legislate the future structure. Mayor White in 1972 submitted an ordinance to the City Council that would in effect have the Public Facilities
Department be the administrative home for the Community School Program. The effort would not have been possible without the heavy lobbying effort of the now existing four community school sites - Lee, Marshall, Agassiz and Hennigan banning together under the banner of the Massachusetts Association for Community Schools (MACS). The main element of the ordinance was the following:

"The Public Facilities Commission shall establish, in conjunction with the representatives designated by exist in Community School Councils, guidelines for the creation and implementation of Community Schools Councils in each area serviced by a Community School." (11)

The ordinance to empower the PFD to run the Community Schools Program was immediately challenge in court by the School Committee which was now estranged from the Mayor patronage. The press had played the issue as a hostile city takeover of the School Committee's rightful jurisdiction over the school facilities and any housed program, including the community schools program. The school committee lost the battle, and establishing the Boston Community School Programs as a legitimate agency and more importantly to the mind of the community, that the community councils were an integral part of decision making in the future.
By 1974, the Community School Program had grown tremendously into a full fledged municipal agency with a staffed central office and by then was an independent component of the Mayor’s office for special programming. The city’s financial commitment to the program approved an operating budget of $1,292,333 for 1974. Several school sites were incorporated, the Massachusetts Association for Community Schools (MACS) had evolved into the City-Wide Advisory Council (CWAC) representing the various community councils and individual community school programming was expanding.

Once again the question of organization resurfaced as roles, responsibilities and goals were reexamined. This led to the formation of a Task Force by the CWAC to study the various concerns. The result was the Plan of Operations, a document which would serve as the Boston Community School Programs’ "de facto" constitution for the next 16 years (See Appendix 1). Creating the Plan of Operations was also a reaction to the court battle with the School Department to legitimates and empowers the community over its activities in the facility. Another important document is the space agreement which defines the various roles and responsibilities between the public school and the community schools over the facilities. It was a mandated process by
which both parties using the facility define their own agreement and subject it to periodical review. (See Appendix 2).
CHAPTER 3

QUINCY SCHOOL COMMUNITY COUNCIL
HISTORICAL AND ORGANIZATIONAL ROLE

OVERVIEW

This chapter covers the history and development of the Quincy School Community Council. The lesson of the planning process, drawn from the QSCC's early beginning, came out of necessity as conflicts of interests, and unclarity of roles and responsibilities arose. The physical construction of the new Quincy school focused the QSCC's role in terms of defining what sort of community needs could be met with the new facility and the expanded services it could provide. The threats of budget cuts and the reality of the precarious nature of public agencies also affected QSCC views on how it can utilize its council board to address the issue of its survival and expansion. Apart from threats of budget cuts, there are also community wide issues which QSCC has taken upon. Supporting community issues through coalitions and other actions were important to the QSCC because of its own need of reciprocity from the community. This has been important to its survival.
"Everybody had different ideas. It was like 20 people with a giant size playdough. You form here, you shape there. It was all impulsive with no set ideas. It was like a new toy to us."

- Neil Chin, past participant of the Quincy School Planning Committee recalling the planning process (13)

The old Quincy School located on Tyler Street, erected in 1847, was the oldest standing school in the United States. (14) By the 1960's it was determined to be replaced as part of the School Building Program's plan to construct new school facilities. Prior generations had been used to the old Quincy School as a "neighborhood school" where 98% of the children were Chinatown kids. The parents also had strong pride in the scholastic achievement of the old school of which nearly 70% transferred to Latin High School, a prestigious Boston high school. The proposed new school would include the communities of Chinatown, Castle Square, and Bay Village. By the late 1960's, individuals in Chinatown were concerned about what the implications of the new school would be for the Chinatown children and for the community. One identifiable concern was the mixing of Chinese children with the White and Black children coming from the two communities. There was concern that the Chinese children were not as aggressive by nature and that it would
bring some adverse impact having to a mix with the other children. (15)

By 1967 a small group of civic minded Chinatown residents started getting together to talk about the proposed school building. The issue of coming together to talk about the school project was not entirely new for this small group. The same set of individuals wore different hats in other ad hoc committees dealing with other issues for Chinatown. This nucleus that started the discussions were from the Chinese American Civic Association, an organization formed only less than a year before the school plan. There were six people that met every Tuesday night and the group eventually came to be referred to as the "Tuesday Night Circle", a convenient tag since nobody knew exactly what its role would be and let alone calling itself a name. (16)

Neil Chin, a participant of the "Tuesday Night Circle", describes the initial discussions as naive but with good intentions. Nobody knew exactly what they wanted out of the proposed school. Nor did they know a clear process to do so. He notes that Chinatown was a settled community back then with little organizational experience involving others outside the community. There was apprehension about getting together with the Bay Village and Castle Square residents over the new school plan. Castle Square people had been thought of as militant in their own neighborhood and that this would influence the planning group of the three
around Chinatown. They were particularly unhappy with the established leadership of Chinatown. The young activists or referred to as the "young turks" felt that the merchant associations which historically represented the community interests did little to alleviate the social problems of Chinatown residents. They eventually joined the "Tuesday Night Circle", incorporated their ideas and plans for community action. Eventually, they formalized the group into the Quincy School Community Council (QSCC) in 1969 as a non-profit human service organization with a mission to improve the quality of life of residents of the Chinatown/South Cove/South End areas of Boston. The council's first place of operations would be the old 34 Oak St. building. (17)

Securing their first place of operations was the first won struggle. 34 Oak Street had been vacant and boarded up for several years as a result of the South End/South Cove Renewal Plan with unclear plans for future development. Realizing the potential community benefit of the idle site, the community council "took over" the building where a number of the "young turks" squatted on the property and some of the council live on it for months and renovated the
place. The BRA was eventually pressured to rent the site to the community council for its activities. Upon securing the place, the council started operating the Acorn Child Center, Adult English as a Second language, and a teen drop in center.

The adjacent property, where a building had previously collapsed from deterioration and had been left as a vacant lot of rubble and debris, was a place where one of QSCC early organizing efforts tooks place. They organized community residents to help clean up the place and turn it to use. The story goes that 50 residents came and cleared the rubble by hand and turned it into a playground and it came to be called "One Hundred Hands Park." (18)

THE EARLY QUINCY SCHOOL PLANNING COUNCIL

The Quincy School Community Council by late 1969 was fully operational drawing numerous volunteers, securing funding for its programs and had hired 2 coordinators. In a parallel development, the group organized to discussed the new school plan was also formalized as the Quincy School Planning Council and was recognized by the city as its advisory body in the community for the new school. By then it had the residents of Castle Square, Bay Village, the Chinatown group with an expanded constituency, and now
including the South End and the Tufts New England Medical Center (TNEMC). Reflecting on the projected population use of the new school, collective decisions were made on a prorated count of 5 votes Chinatown, 5 votes Castle Square, 3 votes Bay Village, 1 vote South End and 1 vote TNEMC. By the time the school had been built in 1976, school desegregation laws and busing had been implemented and only 25% of the elementary Chinatown children had been enrolled in the new Quincy School. In retrospect, some felt that all the years of the decision process had been moot.

Within the first couple of years there was period of blurring lines and redrawn lines in terms of alliances and roles. Some Castle Square residents had been active and involved as QSCC members, QSCC played a much influential role, and TNEMC was viewed with constant suspicion. Like the Dorchester experience, the School Department had also played an adversary role to the group. The planning process took nearly 8 years from the seminal talks to the actual opening of the school. It was a learning period for many who were involved, with the residents from Chinatown learning the most in terms of political education.

Two individuals were cited as the catalyst for asserting the community perspective. Karl Han and Bill Willis, two of the "young turks" residing in Castle Square. Karl Han had been a recent graduate of the University of
Michigan and had been instrumental in pushing the ideas of community control and educating the QSCC about struggling against the powerful institutions involved. He was QSCC's first coordinator and had been tenacious with his brash ideas throughout the new school's long planning process.

Bill Willis was a graduate student at Harvard's School of Education and brought powerful insight from his involvement with the Dorchester Community School experience. He had also brought colleagues from his school to provide technical resources to the planning process. The lessons he got from Dorchester was adapted for the Quincy School Planning Council. He articulated and shaped some of the important educational design aspects for the new school. Both Karl Han and Bill Willis co-authored the community plans for the new school which became the "de facto" community blue print.

The plans stressed for the "Open Education" philosophy that involved the community in the children education, complete community access to the resources in the facility and the recognition of the community council by the School Department and the Public Facilities Department in decision making processes. (19)
ENEMIES FROM WITHIN

In August 1968, Tufts University in Medford made a press release and announced that its planning office and its School of Education would be the main participants in shaping the new Quincy School. The press release shocked the Quincy Advisory Committee and was now confused to why such a statement was made. On August 21, 1968 the participating TNEMC representative to the Quincy Advisory Committee (predating the name Quincy Planning Council) was reprimanded for an explanation on the matter. The representative Frank Coppel was embarrassed and summed up TNEMC involvement in the planning as an "expanded role by default." He explained that in 1968 because of the passing of the elementary and secondary educational school act was passed by congress research money was available. The program department of the Boston School Department then approached TNEMC with a $26,000 sub-contract offer to study issues of education for handicapped children to be part of the proposed new school. The research program outlined its research mission to understand the following: (20)

1-Practical curriculum for handicap children
2-Physical design of the school
3-Impact of mixing emotionally disturbed children with others
4-Intern training
5-Dental training
6-Pediatric training
7-Research on educational teaching and evaluation
The research group was told by the School Department that since no one was planning the new school it should expand its research work from theory to planning. Eventually funding was provided for a small full time planning staff of 3 people. It had taken on more of a physical design research. An additional $30,000 was provided by the Public Facilities department to continue its planning role and to document the project for the Educational Facility Lab. The TNEMC Quincy planning staff then was asked to make a presentation to the Tufts University planning office at Medford. Excited about the idea of using the facility for possible married student housing, intern training and handicap research, a press conference was called over its new plans. TNEMC Quincy planning staff was embarrassed and admitted confusion about his own role in the process. He also assured the group that TNEMC will work in complete partnership with all communities involved.

The knowledge of TNEMC's early attempt to work outside the communities involved brought important lessons to the group. First, the unclarity of the situation and roles brought much awareness about the process. For the QSCC it meant having to consolidate their own constituency about what they want and to establish itself firmly and assertively over the school plans. Second, it exposed the community to outside institutional interests and how it, if
left to their own devices, can produce results that counterpose their own needs. It seem clear to the QSCC, that the intentions over the new school was to benefit the TNEMC as much as it can.

THE LATER QUINCY PLANNING COUNCIL

By early the 1970's, after nearly 4 years of early planning, the construction of the new Quincy School was then becoming to materialize. The Quincy Planning Council by then had gone through some changes. The original members had "burnt out" and the new leadership was passed on to a new set of community cadres. The important role that the Chinese American Civic Association played in the group was passed on to individuals from the Chinese Evangelical Church, and the Chinese Progressive Association to name a few. (21)

The interest of the group had broaden as it involved itself in the overall physical planning. Now that the physical reality of the new school was foreseeable, the question of the "nature of the school" had pushed the discussions even further. (22) This made the Quincy Planning Council more aware of its role in the project. At this time the Boston Community School Program was in its first year of programming and its multi-administrative and multi-municipal kinks have been cleared out by virtue of legislative actions. On another development level, other community schools were constructed and started to receive funding and
administrative support from the central office of the Boston Community Schools Program. The development of the community schools program and the opening of the other school sites were significant to the planning process for the new Quincy School. The two developments aided the Quincy Planning School with its direction and its role in the community by providing lessons from other planning processes, and by now more planning guidance from the central office. (23)

The major step taken was for the Quincy Planning Council to see itself beyond espousing "community involvement" in its mission but rather seeing itself as pushing for "community organization" with a clearer sense of community control in its agenda. It set out to solicit letters of intent to those interested in being housed in the new site. Participation in the planning process was now broader because of the number of interested agencies. Regardless of the fact that not all will be included in the new school, many continued to be involved in the process since many felt that the benefits of the new school would trickle to the community at large. Therefore there was a great deal of interest in the design that would permit the maximum use of the facility for the community. One such debate was the size of the school auditorium. The school department felt that the community proposed auditorium size was too large for the school. However, the proposed size was kept with foresight that it had to be capable of handling large community forums in the future. (24)
THE NEW QUINCY SCHOOL

After nearly a decade of planning the new Quincy School was opened in the late spring of 1976. The design challenge was met to configure the multiple functions intended for the building so that its two primary users, the regular academic students and the community services programs were not in conflict. The solution was to place all academic functions on the second and third floors and all community and joint functions at ground level.

For the regular academic program, the building is divided into four "subschools", each supporting about 200 students. This structure was selected to encourage a child to identify with a small space and a particular group of teachers and companions, rather than with the entire school. Each subschool is comprised of grades one to five plus an adjacent kindergarten. The teaching areas are designed primarily as open space formats, with no walls separating the classes within each subschools. Additionally, each subschool has closed-in rooms for the project areas, staff rooms and small study spaces.

The facilities which are shared by both the academic and community school programs are on the ground floor. These include the dining room, the health clinic, a lecture theater hall and locker rooms. Also on the ground level are the community offices, space for the Little City Hall,
(which in later years was relocated), and the academic school administrative offices. Every function area in the building can be entered from the public space on the ground floor. The rooftop areas were designed with public accessibility in mind. The lower roof is completely open to the public, creating an open neighborhood park space as well as serving the recreational needs of the academic students. The upper roof is controllable with the option to open it to the public as desired, it is a multi-service facility with two basketball courts, badminton, wall-games, sitting space, storage rooms, and the flexibility to serve a large variety of recreational needs.

The South Cove Community Health Center serving an enlarged target area, occupies a ground floor suite of the new school that is four to five times larger than the previous facility on Harrison Avenue. The center satisfies all aspects of general health care, offering social services functions, dental and medical care. (25)

Since the school year started in September, the school administrative offices didn't move in the new facility till late summer. For the Quincy School Community Council to move in earlier than the regular school was an important strategy. The early move with all the publicity and fanfare enabled the community component to make a stronger association with the facility than the school component in the eyes of the community. This was a significant move given
the "ownership" issue causing tensions between community schools and regular schools at different sites. (26)

After moving in to the new site, the Quincy School Community Council was now fully incorporated with the Boston Community Schools Program. This provided more funding to be channeled into the QSCC since the BCSP served as a distributional function for state and city moneys into community services. This early period in the new site allowed the QSCC to expand its funding and subsequently its programming. Having acquired new space allowed the QSCC to expand its classroom programmings in adult ESL and youth ESL. The recreational facilities in the new site also allowed the QSCC to expand its youth services. Its child care services also expanded, having acquired two additional storefront sites at the Tai Tung housing complex and on Harrison Avenue. The earlier period also brought an exploratory nature to other educational efforts. There were an assortment of classes on photography, ballet, Martial Arts, culinary arts, etc. The first year was indeed an exciting period with many possibilities for activities for the community.

About a year later the QSCC and the community faced a major crises. In an effort by the Mayor to minimize the city's fiscal plight proposed a drastic budget cut which included the elimination of ten of the mayor's human services agencies including the community schools program.
In a "beat the clock" action, the QSCC organized petitions and lobbying efforts to save the agency and finally pressuring the governor to release state fiscal relief to save the community school programs. Subsequently, the agency receive about a 25% cut in its operating budget instead of being eliminated. Despite the 25% cut slated for the 1977-78 fiscal year, the agency experienced no staff reductions and retained all essential services. (27)

The next few years saw the reemerging threats of huge budgets cuts to the agency which peaked under the early Reagan administration. Aware of the precarious nature of social and human services under the new austerity period, the leadership of QSCC took on aggressive strategies to sustain itself. It aggressively sought private funding and foundation moneys, it recruited professionals to lend expertise in legal and fiscal matters. Two important efforts were made to secure its fiscal abilities and implant itself in the community. First, it created the Community Management Assistance Corporation (CMAC). The QSCC won a city wide bid to do fiscal management for a number of community schools and other agencies. With a full-blown accounting network, QSCC with its newly established CMAC managed to bring in revenues from fiscal services fees. This additional venture brought in close to $300,000 in additional revenue to the QSCC for discretionary use. The fiscal services that CMAC renders allowed other agencies to have access to private
resources who otherwise could not dole out moneys to agencies without established fiscal management. (28)

Second, QSCC sought out permanent ownership to the 34 Oak Street property. By winning the support of the BRA, mobilizing its base, and legally fighting the Tufts New England Medical Center, who were previously granted the property during the urban renewal program, the QSCC was eventually granted title to the property. This bold act reaffirmed the QSCC mission for community control and established itself as one of the major community players against institutional expansion. (29)

THE COUNCIL

The composition of the board and the role the members play has been an important element to the QSCC. In its early history the character of the board has been described to be activist oriented. The agency, before incorporation to the BCSP, was "grass-roots" oriented where the board members were also involved in the operational affairs of the agency. This had two reasons. First, the community activists who founded the QSCC felt that they should not divorce themselves from the people they serve. It had been the nature of what it meant to serve the community. Thus, delineation of roles between board and operations was an undesirable structure. Second, since the agency was
relatively smaller then, those involved needed to wear "many hats" and took blurring lines of responsibilities.

As the agency grew larger, its administration required restructuring and by the nature of its current fiscal management needed more professionals. Likewise, as the agency grew so did its standing in the community which then attracted more professionals to its board. Which was also necessary because it needed more outside resources than ever. The growth of the agency and the professionalization of the both the staff and board found it necessary to delineate roles and responsibilities to facilitate its functioning. The by-laws from which separated the roles board from the staff was oftened referred to in mitigating cases. The by-laws were mandated by the BCSP as part of the advisory board development. The by-laws were taken less seriously in the past because the older members still felt in doing things the old way and that the defiance to any central office mandate was a way of asserting their own autonomy. (30)

The agency experienced "growing pains" in its transition of leadership. This manifested in personality clashes of organizational styles between the old activists and the professionals. A number of old members felt that the board has lost its community perspective now that outside professionals were taking leadership. Regardless of criticisms raised, the professionals on the board brought
with them important skills and resources. For example, the CMAC fiscal management corporation which spun-off from the board brought an enormous amount of revenues to the agency. The legal "know how" of the QSCC also increased which allowed them to acquire the 34 Oak Street property through legal means. The connections of the members fostered important relationships with critical municipal offices which was helpful to the agency in the long run.

COMMUNITY- WIDE RELATIONS

The community support given to the QSCC has been integral to its early history and has continued to be an important element to its survival and function. Such was the case during state fiscal austerity periods when community wide support had been detrimental in maintaining QSCC's service. Community support is also inseparable in the QSCC mission of serving a predominantly immigrant community. Therefore, by the nature of QSCC's advocacy work, its interest lies beyond its immediate human services role. On the larger scheme of things, reciprocity is a political necessity and the state of affairs in Chinatown because of its socially enclave nature. Forging relationships and unity are important to secure community empowerment over concerns and issues.
CHAPTER 4

QUINCY COMMUNITY SCHOOL PROGRAMMING

OVERVIEW

The human services provided by QSCC to the community encompasses areas of service to different age sectors. The programs addresses the needs of infants and toddlers, youths, and the adult. Service for the elderly is also included in its earlier push for elderly housing as an adjacent development to the school site as well associated health support. The comprehensive services were also developed within the immigrant social, political and economic contexts. One important issue I would like to address in this chapter is the lesson of comprehensive needs analysis. That is, determining the type of services or programming an agency wish to offer. In the case of QSCC, part of its programming had existed before on a smaller scale. QSCC's incorporation into the BCSP allowed for opportunities to expand its services because of additional space or funding. Some of the community needs had always been overwhelming, such as bilingual classes, and therefore will always be an essential component to any human services in Chinatown. The comprehensive nature of its services and the decision to do so comes from understanding the immigrant
sector as a family unit requiring multiple services to address each family member.

Another important aspect I wish to highlite is the importance of steady support from the clients. The number of the clients under QSCC's programming represents a significant base from which to tap for support. This does not limit itself to issues affecting the programs but also the issues concerning the community at large. QSCC has successfully done this by using the classrooms to politically introduce people on issues affecting their community. Much of this chapter will cover the specific programs and how they are a part of comprehensive services and their respective role in helping the community for empowerment.

FROM A "SAFE PLACE" TO A SOCIAL AND ECONOMIC "GATEWAY"

"We do more. We provide translation, counseling, and advocacy services. We don't try to be objective; we're prejudiced, biased in the student's favor. If he's having trouble with the landlord or the phone company, we assume he's right and we'll fight them. We fight bosses for our students, insurance stuff, school placement and problems...

...We bring the issues into the classes, organize demonstrations, meet with city officials. We get politically involved and build issues into the classroom."

-Richard Levy, former ESL director quoted for "To Make A Difference" (Boston Community School Booklet)
In Quincy Community School's history of providing services to the Asian community it has always paid close attention to the needs of its immigrant client base. QSCC has and will continue to do so because of the primary and continuing role of Chinatown for the Asian immigrant sector in Boston or elsewhere in the United States. The formation of Chinatowns in the country as physical settlements and social community were largely brought about as a retreat from discrimination and racism experienced in society at large. Consequently, the formation of Chinatowns and its community institutions provided a relatively "safe place" for the immigrant Chinese population as an insular community from the historically hostile society. Its insularity is further supported by its ethnic enclave economy to which a non-English speaking worker can find employment.

Through the years, Chinatowns have evolved from segregated social havens as subsequent generations moved out to non-Chinese communities as social changes occurred and economic opportunities opened. Boston Chinatown, like other Chinatowns in more recent history, still retains its ethnic enclave character but plays a larger role as a "gateway" to American society. The growth of social services in the 1960's and 1970's in Chinatown has been significant in providing the survival and transitional support for immigrants. The encroachment of physical development left
little livable space for newly arrived immigrants to set up residence in Chinatown. Regardless of newer residential settlements for immigrants, Chinatown still represents a place to which they come for cultural and social needs.

Since 1969, Quincy School Community Council has been providing critically needed services to the Chinatown and South Cove communities. During the late 1960's, the Chinese population in Boston has doubled to approximately 20,000; the demand for services has increased exponentially. The respective service population has become increasingly new immigrant, monolingual, undereducated and unskilled. In 1969, the Boston Redevelopment Authority described Chinatown as having the lowest median income of any city neighborhood (less than $5,000), having the most dilapidated housing (76% of the housing stock was classified thus in comparison to a 28% citywide average), and having the highest population density of any area in Boston (an average Chinatown household has 5.4 members as compared to 2.8 citywide). (32) At that time, employment was limited. As less than 20% of Chinatown's resident had functional English language skills, approximately 80% of all employable males worked in restaurant-related trades and 75% of all employed women worked in garment industries. Both industries have historically required minimal English language skills, thus offering low pay and little advancement. As more than 70% of the English as a Second Language (ESL) surveyed have less
than a sixth grade education in their native languages, language and vocational skills are limited. However, as a result of the development of the Quincy School Community Council and others, previously unmet service needs were beginning to be met by the development of community based human services. During the 1970's, this agency and others provided a wide range of bilingual, bicultural health, social and educational services specifically tailored to the needs of the populations, thus forestalling critical dysfunction. (33)

Two events have impacted the status of service provision in Chinatown. First, the normalization of relations with the People's Republic of China in 1978 has resulted in an influx of new Chinese immigrants into Boston's Chinatown and surrounding areas resulting in an increase in service needs. Subsequently, Chinatown agencies could not meet those expanded needs. Secondly, the admission of a significant number of Southeast Asian refugees from a new Asian population. Since the majority of the Southeast refugees in the Boston and Greater Boston area have been ethnic Chinese, they have sought services from the organizations serving the Boston Chinese. Unable to meet the needs, Chinatown organizations were faced with new demands for service from a population whose health status is poorer and whose service needs are greater than many of the other clients. In addition, emigration from China and Southeast
Asia has increased competition for already scarce jobs and has forced Chinatown's housing crises into epidemic proportions. (33)

As Chinatown became more newly-immigrant, not only in terms of residents but consumer as well, it has once again become a community in transition. Incoming Southeast Asian refugees brought radically different experiences and problems into our community, and have dramatically increased the number of families in crises. The litany became familiar: a forced exodus, extreme family separation and dislocation, harrowing escapes, long and confusing stays in various resettlement camps and relocation to strange and unfriendly cities. However, people continued to seek services, the number and complexity of the problems were astounding.

The January 1980 survey by the South Cove Community Health Center reaffirmed the needs of the community residents. (34)

<table>
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<tr>
<th>CATEGORY</th>
<th>ABSOLUTELY NECESSARY</th>
<th>NECESSARY</th>
<th>NOT SO NECESSARY</th>
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<td>Vocational training/referral</td>
<td>85%</td>
<td>15%</td>
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### INTERPRETATIONAL/ TRANSLATIONAL/ SOCIAL SERVICES

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<tr>
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<td>80%</td>
<td>17%</td>
<td>0</td>
<td>3%</td>
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<tr>
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<td>74%</td>
<td>19%</td>
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<td>7%</td>
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<td>7%</td>
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</tr>
<tr>
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<td>66%</td>
<td>24%</td>
<td>6%</td>
<td>0</td>
</tr>
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<td>50%</td>
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<tr>
<td>Individual Discussion Groups</td>
<td>50%</td>
<td>34%</td>
<td>15%</td>
<td>2%</td>
</tr>
</tbody>
</table>

Based on the initial experiences of meeting the needs of the new clients, the Quincy School Community Council highlighted the following points in service provision:

1. **Services must be bilingual/bicultural** - that is staffed with Chinese speaking staff who provide direct services

2. **Services must be integrated** - closely combined and planned both to avoid duplication of services and ensure comprehensive treatment

3. **Services must be comprehensive** - offering an integrated range of employment, social adjustment, counseling, interpreter/escort and case management services
4. **Services must be accessible** - close to a natural focus for all Asians and acceptable to new immigrants seeking strange services (35)

Without social adjustment and English skills, no one, adult or youth, can function as independent persons in American society nor can they obtain access to mainstream employment opportunities, job training programs, housing, health services, social services or recreational and educational opportunities. The move from a rural agricultural society to an urban industrialized society, the dislocation, and isolation experienced produced increased feelings of frustration, alienation and anger. Without the opportunity to develop English skills, there is no way out of the vicious cycle of limited employment opportunities, substandard housing, poverty and dependence upon public assistance. Instruction in the English language and life coping skills is one service most urgently required.

In relation to present demand, the Boston area has a very limited number of bilingual Chinese-English ESL classes for adults. 1200 to 1400 monolingual new immigrant Chinese per year compete for 861 ESL slots with 20,000 long-term monolingual Chinese residents who have not previously had the opportunity to learn English because of childrearing and/or work responsibilities.
Boston Public Schools statistics also reflected his increase. Quincy School Community Council's Youth English as a Second Language (YESL) program which had no Southeast Asians till 1974, had 51% Southeast Asians in 1980 with the following breakdown: 25% are Ethnic Chinese from Vietnam, 8% Vietnamese, 14% Laos, and 2% Hmong. In the early 1980's, the YESL program had 67% Southeast Asians. This shift in immigration patterns has created a need for new services to a specific population c by their past experience.

Because of the limited number of spaces available and the large demand for Chinese-English bilingual instruction, the recently arrived Southeast Asian refugees competed with other Chinese-speaking immigrants in a situation at times brought tension among the various ethnic groups in the area. Without additional support for both long term (2-3 years) and short-term (subsequent 11 months) needs, it would have been impossible to meet the critical need for ESL among the Chinese speaking refugees in the Greater Boston area or the continuing flow of Chinese speaking refugees into Boston from other parts of the United States and from South East Asia. (36)

As stated previously, many families have both parents working long hours, yet still earning poverty income and being totally dependent upon full-time child care. Unlike other communities, the day care program must speak to the
pressures and stresses of these families beyond the basic need for a warm and stimulating environment while parents work. Recognizing this, QSCC provided a curriculum that aids the child and the family in making the transition into an alien culture while maintaining their respective ethnic identities and cultural heritage. Also, families look to the center to establish a strong educational base, a major value in Asian traditions.

After school child care is necessary as it gives the parents the opportunity to obtain the necessary ESL instruction or employment necessary to survive, while their children have a safe, quality environment which encourages their social adjustment. Without these services, parents would be forced to leave their jobs or reduce their hours of employment, where possible; to give up the opportunity to study English; or to leave their children unattended in dangerous, traffic congested and frequently high-crime areas of Boston in which they live. However, to date, the after school services available are far short of demand.

PROGRAM DESCRIPTIONS

A) ADULT ESL PROGRAM
Upon arrival in the U.S., Asian immigrant families are immediately faced with the need to secure housing and employment. Neither of these tasks is easy, particularly in the present economic climate. At the same time they must begin to learn a new language and adapt to a vastly different culture, which may even entail dealing with a money economy for the first time. Hence, if ESL instruction is to be useful, it must take these special needs into account. This means that services must be at accessible hours; classes must be taught by bilingual/bicultural staff; classes must be small enough to allow for sufficient in class dialogue; focus primarily on oral/aural skills in a survival context; proceed at an appropriate pace; provide on the spot translation and advocacy services, and provide access to employment training and opportunities.

In addition, experience in QSCC's Adult ESL Program has proven that the key element in teaching adults is to treat them as adults. This means recognizing both their wide range of responsibilities and the high level of motivation which brings them to school despite these obligations. It also means recognizing that many students, despite their lack of English skills, have as much knowledge and experience as teachers, albeit in other fields. Consequently, adult education must develop as an exchange between equals rather than as a hierarchical relation.
This entire set of factors were reflected in the overall program structure in the following ways: (37)

1. Scheduling services which do not conflict with or undermine the adults' other responsibilities. Therefore classes are run from 1:00-2:30 for night shift restaurant workers and unemployed as well as from 4:45 to 6:15 and 6:30 to 8:00, thus providing the only after work classes for garment workers.

2. Developing a curriculum which focuses on the resolution of daily problems and builds on the students' existing strengths, thus the bilingual/bicultural, survival oriented, slow paced curriculum.

3. Providing on-site support services (advocacy, translation, escort, counseling etc.) to assist students with problems of acculturation and social adjustment which, if unresolved, would detract from their concentration on developing new skills and competencies.

4. Integrating peer interaction with instruction, with the recognition that, for most students, classes are the only time they are with their peers and not subject to the demands of their children, spouses or employers.

B) YOUTH ESL PROGRAM

The goals of the Youth ESL program were identified to be the following: (38)

1. Improve the English skills of the youth

2. Assist middle and high school youth with public school homework

3. Ameliorate the psychological and social adjustment problems of youth

4. Orient the youth to their new culture and environment
5. Familiarize the youth and their families with community agencies' services

6. Foster the personal growth and social development

7. Develop pride in one's own background and his/her understanding and respect of the backgrounds of others

8. Facilitate good health care

9. Provide teens with job experiences which improve their self-confidence, work skills, and understanding of the world or work

The goals outlined above are achieved by providing the target population (newly-arrived, non-English speaking Asian youth in grades 2-12) with an after school program which offers a wide range of educational, employment, social, mental health, health, and recreational services. The program employs a family focus to service delivery. Each student's needs are assessed and addressed in the context of his/her family. All family members are encouraged to utilize the appropriate services of the program. The program provides comprehensive services, eliminating the time and energy required in obtaining services from many different agencies. Furthermore, the program will provide integrated services. High priority will be given to coordinating services provided by other agencies and coordinating services provided by the different components of the program itself. In addressing the adjustment problems of the students, the program will expose them to bilingual/bicultural staff who may serve as role models and to non-Asian staff who may serve as representatives of the
mainstream society. In addressing the students' feelings of helplessness, isolation, and uprootedness, the program will improve them first in the "community" of the program itself, and increasingly in the community at large.

C). AFTER SCHOOL PROGRAM

The After School Program outlines the following goals:

1. Provide a safe, healthy environment for 30 children with quality supervision

2. Increase the number of children enrolled in the program and thus meet community needs

3. Offer comprehensive bilingual services for participants including: health center; mental health and social services; parent and teacher conferences; parent workshops and referral services

4. Respond sensitivity to the parents' and children's needs, especially bilingual, bicultural needs

5. Ensure that the children's school day experience is complemented at the After School Program and that it is translated to the parents to enhance the children's overall educational development

6. Increase parents involvement with their children's educational and social development

7. Employ community teenagers so that they can utilize their bilingual skill sand cultural background in a positive manner while they learn about child care as a career

8. ASP activities will be developed and offered bilingually encouraging maximum growth of each child's full potential; cognitive, social, physical and emotional

9. Encourage positive peer interaction
10. Increase all staff, especially teens, knowledge of child care

11. Increase staff self image

The QSCC ASP operates within the Quincy School complex, Mondays through Fridays, 2:30 - 6:30 p.m. All spaces utilized are licensed in accordance with Boston Public School standards since the ASP uses the same spaces, primarily the cafeteria, pool, gym, auditorium, music room, kitchen and conference room. Two experienced, professional staff are hired to ensure quality supervision. In addition, five to seven CETA or community workers and teenagers with work experiences related to children provide a unique staff/child ratio of 1:3.

Several activities will be offered to all parents. Most importantly, all information will be offered bilingually. Parents will attend parent conferences with ASP Head Teacher two to three times per year. They will have an opportunity to visit the program, help with the activities and attend field trips. All parents will meet and socialize with staff and kids at two parent potluck dinners held during the year. Parents will have an opportunity to participate in parent education workshops to help their children extend their school work into their home environment. Parents are required to pick up their children every evening thus ensuring consistent contact with staff and children. This
was found to be valuable for staff to develop positive relationships with parents.

Parents are an important beneficiary as the program ensures that their children are safe and well-provided for during the hours that the parents must work in order to survive financially. The activity-based learning and bilingual staff add a second reassurance for the parents: that their children are learning more English as well as retaining parts of their cultural heritage. Furthermore, since the program provides invaluable referral services, the parents often depend on the ASP to help explain a variety of forms and letters and directives sent to them from the schools, their places of work, or from the government. The location of the school so close to their residence is also an essential aspect allowing them to place their children at the ASP until they finish work.

The children are the most important beneficiaries. As detailed in the goals and activities section, 40 children who attend the program daily not only receive qualified supervision in a safe environment, but they also receive a comprehensive, thoroughly planned set of daily activities aimed at the children's total growth: cognitive, social, emotional, and physical. Major emphasis is put on increasing their English speaking skills, relating their school experience to their home life, exposing them to the variety
of neighborhoods and cultures in Boston, and helping them to adjust to life in a new culture. (40)

D) ACORN CHILD CARE CENTER

One of the leading child care bilingual child care programs in the state, the Acorn Child Care Center continue to provide service to over 100 children, from infants through six years of age. They primarily serve low-income ethnic Chinese families where English is rarely spoken. This child care program was the first QSCC program and has expanded tremendously since its start at the Oak Street site and now occupies several storefronts in the Tai Tung housing complex and classrooms at the QSCC sites.

The implementation of a full-time bilingual sequential curriculum for these children incorporates all areas of their development; socio-emotional, language, cognitive, physical -- built upon Acorns' 17 years of experience with bilingual day care. (41)
E) RECREATION AND YOUTH PROGRAM

The Recreation and Youth program runs the Chinatown's only full size gym and pool, complete with a wading pool for small children. A large exercise room and shower and locker rooms complete this indoor facility which is accessible to those using wheelchairs. The Recreation and Youth program meets a need for structured, supervised leisure activities. Local youth and adults are offered a safe, constructive alternative to playing in the streets or competing for limited park space. Chinese, Southeast Asian, Black, Latino and white participants share the pool and gym, and take part of instructional and open, supervised activities.

The Recreation and Youth program also provides youth leadership activities. Teens meet regularly to plan activities and programs for the young people of Chinatown and the South End. Through organizing events and discussing issues of concern to young people, the Recreation and Youth program provides youth with leadership development and training. (42)
The role of the Quincy Community School in the Asian community of Boston has been indispensable through the years and contributed not only through direct services but through its political and advocacy work for the community. The Quincy Community School over the past 20 years has evolved from a handful of community activists running a two program agency from a small 2 story building on Oak Street to a nearly 2 million dollar operating multi-service agency housed in a multi-million dollar facility. Its survival and growth is attributed to years of struggle by the residents of Chinatown and South Cove to assert local control over their community's resources and institutions and found a vehicle to advance that process through the Quincy School Community Council as part of the Boston Community School Program.

To address the question of how it empowered and continue to empower the community overlays several analyses. Though the concept of a "community school" predate the existing program, the formation of the Boston Community School Program stemmed from a different combination of events, ideas and political forces. It can also be said that
much of it can be attributed to the political climate of the time, when issues of equality, "good government" and community empowerment were priorities in city and community agendas. The city plans to replace old school buildings ushered new discussions and ideas about public facility use and more importantly, the opportunity for access to those facilities by the community to administer services and activities to benefit their neighborhoods. The empowerment issue of community access was convoluted by various interest groups sharing an interest in control over the facilities. Some municipal agencies involved were unclear about each other's role in the planning process as much as there was confusion on a feasible structure to the proposed community school programs to be housed in the new facility. Notably, the School Department sought sole control over the facilities and that of any activity that was to take place at the site. The operation of a multi-function facility, as such was the conceptual idea for the school, would be problematic to say the least.

An important lesson to remember about the early struggles to define the community school programs was the role of the community activists in voicing its right to participate in the decision making process. The pressure for community control through the city council and to the mayor's office resulted in the legislation of the program and thereby to institutionalize the role of the community through a mandated community council.
The Boston Community School Program, which in essence turned over public facility space for community control and use and allotted resources for community defined programming, was not an entire watershed of community empowering rights invented by city government. The Quincy School Community Council was an entity existed with essentially the same function and ideas prior to incorporation to the program in the mid-seventies. The significance of this to recognize the organic nature of the QSCC that was built from established political bodies rather than formed from a city fashioned political template. Such was the case with several advisory councils in various sites. The importance of this in Chinatown was that specific needs were already recognized and there had been prior service to which could be expanded with additional funding.

The community participation and leadership in QSCC had been its bloodline throughout its history. The early community activists who established the community school played a critical role in envisioning that the agency would take upon an advocacy character infused with its service provision. This meant that the QSCC would not only take an exclusive interest in providing good service to its client but also took an active participation in the broader community issues. Thus the agency staff and community council also took the role of organizers. This is reflected in politically educating its clients about issues affecting the community and this had provided a political base to
which the agency has mobilized over critical issues and concerns.

The fact that the QSCC is the largest multi-services for the Asian community and has been the showcase for the Boston Community School Program attracted a lot of skilled talents and dedicated people. Over the years the staff and the council itself started to draw professionals, and subsequently increasing its capacity to accomplish and enhance its mission. The greatest benefit was its financial stability and growth. Entrepreneurial and fiscal management skills were put to good use through grant proposal writing and bringing in revenue resources.

The demise of its grass roots character as a result of its professionalization brought mixed feelings about the nature of its current empowering role. According to some previous participants, the community perspective was thought to have been lost now that they had "community outsiders" taking leadership in the through the board.

The very services themselves have been an important empowering vehicle for the community. The superb ESL programming had contributed greatly in a number of ways. First, by improving the clients English proficiency it increases their economic opportunity beyond the garment and restaurant work. It also provides other opportunities to participate in other educational programs either in job training for higher wages or in other educational goals. Secondly, learning English decreases feelings of alienation
from society and increases the ability to participate in the political process over issues.

The services also recognize the need for comprehensive services that are family oriented. Thus the different programs within the agency has something to offer each of the different age groups. For example, the child care for low income immigrant family acknowledges that parents who take the ESL classes also have to work long hours. The programs also take into account the broader social contexts for immigrants, and this is incorporated into staff training policies and curriculum development.

The QSCC had also played an important empowering role by involving people against institutional expansion. Its long history of legal battles with Tuft New England Medical Center had sharpened the agency's aggressiveness over development issues. Much of which involved broad education and participation of the clients and the community at large. Consequently, this also took their interest beyond properties affecting the agencies but also regarding development that would impact the community at large. The QSCC had become through the years one of the key Chinatown players in the Chinatown Neighborhood Council, a body established to play an important advisory role on issues of development in the community.

In sum, the role of the Quincy School Community Council in its various levels contributed greatly to the community in building indigenous resources to meet its economic
survival and opportunity, social welfare and political future. The lessons that can be derived from the QSCC experience and applied to other existing or future sites are:

1. **Planning Process** - Both the formation of the Boston Community School Program and the Quincy School Community School Program involved a crucial planning process to which participation, consensus, and formal agreements were necessary to achieve collectively formed goals. The lessons derived from other community school planning processes and applied to the QSCC came partly through the BSCP. Thus through assistance from the BCSP a new site can tap into a "bank" of experience and much needed technical and financial support. Independent of the BSCP, a new council should be aware of a well defined agenda of identifying roles, goals, and processes.

2. **Comprehensive Needs Analysis** - For a successful set of programming it is imperative for a community school just starting to understanding the nature of multi-services in the social context of their community. That is, the programs should reflect services that meet the needs of a cross-generational clientele. If applicable, a family unit orientation would be desirable for comprehensive services. Comprehensive services will also mean understanding the
needs on a social, economic, cultural, and political contexts.

3. Administration and Management over Shared Space - Contracts, formal arrangements, legislative acts and their enforcement is necessary for parties sharing common facilities. This defines responsibilities and rights over common space to facilitate activities and services minimizing the possible conflict of interests and governance.

4. Role of the Board - The board should be taken as an important asset to any community school and therefore active recruitment of skills and talents into the board composition is significant. A diversity of perspectives on the board is also important in order to benefit from a rich resource.

5. Community Support and Supporting the Community - To take a strong community interest is important to the survival of a community school. This means taking an active participation in the issues that affect the community at large. Consequently, the community school will benefit from community reciprocity when community support is needed. In short, external relationships and community ties are crucial if advocacy work is to mean anything.
6. **Need for Steady Support** - A community school needs to tap into its own client base for constituency building. This provides a continuity and steady source of support for programming and for the agency itself to survive in crucial times.
APPENDIX A
PLAN OF OPERATIONS
In January, 1974, the subject of reorganization of Boston Community Schools began to occupy the minds of many people involved in the Program. The need for a careful examination and definition of roles, relationships, responsibilities, and goals emerged as an overriding preoccupation. As concern increased, a Task Force was formed by the city-Wide Advisory Committee to study the Program and report its recommendations back to the City-Wide Advisory Committee. The Task Force was composed of Peter Meade, Director of Community Schools, David Bernstein, Programs Coordinator, Virginia Belanger of the Agassiz Community Council and Geraldine Gleason of the Marshall community Council. The Task Force on reorganization met 15 times between February 1, 1974 and June 13, 1974, and produced 6 reports. These reports, containing recommendations which covered the entire scope of the community school program were then presented to the City-Wide Advisory Committee. At each presentation of reports, modifications were made and incorporated into the report.

The City-Wide Advisory Committee met 10 times to conduct business and, as its highest priority, to review and modify the reports. All decisions in relation to the Plan of Operations were made on a consensus basis, in such a way that the interest and concerns of all participants have been incorporated into the final document. The following individuals have participated in the formulation of this Plan:

Karen Anderson
Estelle Barada
Virginia Belanger
David Bernstein
Barbara Cheney
Ed Crotty
Peter Driscoll
George Fairneny
Jack Geary
Gerri Gleason
Pat Harrington
Gloria Joyner
John Kenney
Addie Lee
Pat Harvey

Ohrenberger
Hennigan
Agassiz
Prog. Dir.
Murphy
Blackstone
Program
Agassiz
Tynan
Marshall
Kent
Lee
Hennigan
Ohrenberger
Tynan

Peter Meade
Angela Menino
Pat Miller
Sephus Osborne
Gertrude Pearlman
Dan Pokaski
Ken Sinkiewicz
Lena Taylor
Mike Traft
Kay Walsh
Ted Walsh
Susan Warram
Mary Welby
Laura Williams

Director
Ohrenberger
Marshall
Lee
Holland
Tynan
Lee
Murphy
Murphy
Agassiz
Agassiz
Agassiz
Hennigan

SECTION 1

A. The purpose of the Boston Community School Program is to stimulate the development of local community school councils in order that they may address
themselves to the identification of local needs and problems, and introduce educational, social, cultural, and recreational programs, and other procedures in response to those needs and problems.

B. In recognizing the purpose of the program in this manner, we also affirm our belief in the following premises:

1. The needs of the community can best be served through an effective and working partnership between the City of Boston and the neighborhoods.

2. The development of strong and representative local Community School Councils who can address themselves to the identification of local needs and initiate appropriate action is possible through the application of community organizing and council development techniques and efforts.

3. With appropriate technical assistance, Councils will be able to make the best possible decisions in the critical areas of personnel selection, program design and resource allocation.

SECTION 2

Community School Councils are pivotal and indispensable to the Community School Program. For this reason, the overall goal of the Program has been formulated in terms of council development. Councils are responsible for designing, implementing and evaluating programs and services to meet the identified needs of the community. Councils have both organizational and administrative functions, and a list of council responsibilities may be divided into two sections*:

* In defining council responsibilities, it is recognized that different councils will go about fulfilling these responsibilities in different ways: some of the resources the council makes use of are their own staff, the Central Office of Community Schools, special talents on the council and in the community. As responsibilities are more clearly defined, councils must be able to obtain the necessary technical effective organization and administration of local Community Schools takes time, talent, and commitment of all parties involved.

A. Prepares budget for submission.

B. Develops and implements personnel policies.

C. Identifies, recruits, and hires qualified, committed staff.

D. Draws-up specific job descriptions.
E. Evaluates co-ordinator’s performance after three months and then annually.

F. Maintains accounts of all monies received by the council and expended directly.

G. Maintains necessary records.

H. Raises funds.

I. Develops policies relating to all other aspects of its operation.

J. Publicizes its activities and keeps the community informed of its operation.

SECTION 3

Critical to the effort of addressing local needs and problem is the institution of a comprehensive and rigorous planning model. Each council, therefore, will prepare a Work Plan, and submit it to the Boston Community School Board for review, and to the Director of Community Schools for approval.

The Work Plan will include:

A. A section that discusses which needs and gaps in services the council has identified as priority concerns within its community. This section should be descriptive, but it should also include other relevant data to elaborate of whatever concerns the council identifies. Particularly important is the process by which the needs are identified: e.g. surveys, discussions with leaders, discussions with agency officials, interviews with consumers, statistical research, etc.*

* Throughout this paper, reference will be made to the “council” as the primary responsible party. The council should not forget that they have the resources to employ the individuals with the necessary background, ability, and expertise to perform much of the necessary staff work for the council. If this were a “volunteer” organization with no staff support, requests such as these could be considered unreasonable. However, councils generally utilize 5 or 6 full-time staff members. The co-ordinator or administrative co-ordinator and assistant co-ordinator or program supervisor, as the program is now organized, hold the key staff positions, and must be considered as primary resources for the development and implementation of a work plan and as a program.

B. A discussion of the general goals and objectives of the local community school council, and the respective goals and objectives of the proposed programs. This discussion should explain how the program goals relate to the general goals of the
council and how they reflect the intentions of the council to respond to the identified needs of the community.*

* The word “program” has generally been an ambiguous term, because it can describe activity on a number of different levels of complexity. Programs may be recreational, social, cultural, or educational in nature; they may be single, isolated activities such as a movie, puppet show, a tax seminar; they may be a series of weekly workshops, such as bike repair, Spanish, sewing, art, gymnastics. These two examples are the most common type of programming done in the community schools at present. On a more ambitious level, a program might consciously seek to meet the total needs of an underserved group in the community, and thereby include elements of the former with additional specialized services. For example; a women’s program that provides recreation, career development, mental health counseling, day care, educational opportunities, college courses, etc. (other groups: seniors, young mothers, teenagers, pre-schoolers, mentally ill). Or even more ambitiously, a council may choose to design a program which isolates a number of social issues within the community and seeks to address them: e.g. physical deterioration may lead to a community improvement program: revamping of zoning laws, environmental improvement, arranging home repair loan programs, combatting delinquency, etc. Thus, in summary, we distinguish at least 4 levels of programming:

1. One-shot
2. Workshop series
3. Integrated Service delivery to a specified group
4. Program aimed at Community Issues

C. Description of the program. This section will explain concretely how the council intends to deal with the issue it has identified, and the goals it has set. How will programs be set up? Whom will they serve? when will they take place? What special features will they contain?

D. Description of staffing pattern for the program. Enumeration of all full-time and part-time positions as planned for the implementation of the work plan. Job descriptions and job functions. Personnel policies. Any special recruitment efforts. Staff training; what special training will be necessary; who will provide it; what will it include?

E. Budget. The budget should detail the use of the funds requested in accordance with a standard budget format that will be provided. It should include all other sources of support both financial and in-kind such as outside funds, fees, volunteer support, assistance from other agencies, etc. The presentation of figures should be followed by a budget narrative that clarifies the purpose for these expenditures. Additionally, the narrative should contain a section indicating sources of support, other than the City, that will be pursued for the coming year.*

* This should not be viewed as an effort to penalize councils who have their own fund-raising ability. In fact, as criteria for work plan evaluations are developed, they
should probably favor councils who have their own fund-raising ability. At any rate, the budget would be set up with three columns:

1. Amount requested from the City.
2. Amount available from other sources.
3. Total costs of the program.

F. Evaluation. How does the council plan to evaluate its programs in order to learn their strengths and weaknesses, and improve them? How does the council plan to structure its evaluation so that it can see whether its goals have been met or what has to be done to meet them?

G. What other resources, organizations, and agencies in the community did the council work with in planning and implementing its program?

H. A discussion of specific technical assistance that the council will request from the Central Office for the implementation of its work plan; this might include assistance in designing evaluation, in raising funds for a specific purpose, in assisting a particular committee, in recruiting necessary staff, staff training, etc.

SECTION 4

As more comprehensive goals and objectives and a more extensive planning function become a part of the overall Community School operation, the responsibilities of the primary staff will expand considerably. Therefore, the past position of Co-ordinator has been reexamined and redefined in order to identify the skills, knowledge, and abilities necessary to effect the planning and implementation of the local program. The new position will be titled Administrative Coordinator.

ADMINISTRATIVE COORDINATOR

The position demands administrative ability. Administrative ability, in this sense, includes recruitment and supervision of staff, preparation of budgets, proposal design and fund raising, building management, record-keeping, requisitioning of supplies, payroll preparation and implementation of council policies.*

* At no time is it implied that the Administrative Coordinator substitutes for the Council. Herein is presented a realistic summary of the Administrative Coordinator's functions. It is recognized that different councils have different formulas for carrying out these functions. In some cases, an Administrative Coordinator may accomplish many of these functions by providing his technical assistance to council sub-committees; in other cases the burden may fall more heavily on the Administrative Coordinator alone. In some rarer cases councils may carry out these functions by themselves.

The position demands strong organizational ability. This is a three-fold process: community organization, council organization, and program organization.*
* It is very difficult to separate three functions, because if the ideals of the program are realized, the council represents the community, and responds to the needs of the community through its “program”. Nonetheless, there is a tremendous amount of organizing that has to occur to make this scheme possible. First of all, the council has the difficult job of maintaining itself as a representative, capable organization within the community. As time goes on, random elections without prior organizing will produce less and less desirable results. The community has to perceive the council as an effective organization, and the Administrative Coordinator lends much credibility to the council if he/she can represent that council to the community. Some of the best programs never get off the ground because of lack of support in the community. This, again, is a function of the Administrative Coordinator, to organize and develop community support for the community school program and its components.

Boston Community Schools has expressed a belief in an ideal of community involvement and community control. Yet, most of us have seen that realizing this ideal requires many grass roots organizational skills. Decision-making, establishing functioning committees, running effective meetings, establishing guidelines, defining roles, and setting goals are major organizational problems. Administrative Coordinators should be an asset and resource to heir councils in developing these capacities, and their background should demonstrate sensitivity to groups and experience in working with decision making bodies.

If we accept the two premises, that the Administrative Coordinator is responsible for administering the program and organizing, the following job description is generally inclusive.*

* The Task Force presents this job description as a basic minimal definition of the Administrative Coordinator's responsibilities. It recognizes the right and obligation of every council to expand this description to suit its own particular circumstances.

**ADMINISTRATIVE**

A. The Administrative Coordinator is the primary administrative agent of the Council and responsible to the Council for administration of the program, supervision of the staff, and organization and implementation of program activities.

B. The Administrative Coordinator assists the council in all phases of the preparation of the work plan.

C. Informs the council, with job descriptions, of all paid positions created within the program.

D. Assists the council in identifying and recruiting qualified staff.

E. Is responsible for the implementation of all council policies.
F. Raises funds, researches available funding opportunities, and assists council with fund raising with the help of the Central Office of Community Schools.

G. Assists the treasurer in making monthly reports of finances to the council.

H. Is responsible for the security of the building.

ORGANIZATIONAL

A. The Administrative Coordinator will assist the council in maintaining itself as a strong, representative, and capable organization.

B. Will serve as a resource to the council at large and to the individual council committees in defining their tasks and carrying them out.

C. Will attend all regular meetings of the council.

D. Will attend or be represented at all committee meetings.

E. Will assist the council in developing support for the community school program within the community.

F. Will coordinate efforts with other community organizations.

In addition, the Administrative Coordinator will have certain basic responsibilities to the Central Office as an employee of the City. These responsibilities include acting within the law, following all city-wide community school policies, sharing information and records as required, and attending meetings called by the Director of Community Schools and his/her authorized representatives for the purpose of discussing overall program coordination, goals and objectives, specific technical questions, technical assistance requirements, program development and those matters of general staff concern. Finally, the Administrative Coordinator shall write a brief, subjective, monthly report, to be submitted both to the council and to the Central Office, discussing general concerns, progress, and plans.

The following are the basic minimum qualifications for the job of Administrative Coordinator:*

* Again, these are minimal qualifications, and councils should examine their own needs to determine whether other qualifications are in order. Of course, none of these are retroactive.

A. 3-4 years full time experience in the human services and/or educational field.

B. At least one year of administrative experience which includes the supervision of staff, and budget responsibilities.
C. It is preferred that the candidate have experience working with or organizing community groups, and experience working with people from a broad range of social and economic backgrounds.

D. It is preferred that a candidate hold a degree from an accredited four year college. However, a candidate with or without a degree will be acceptable if he/she can demonstrate an ability to communicate effectively both orally and in writing. The council and Director should be satisfied as to the candidates's ability to author and deliver oral and written reports to the council, the local community, and the professional community at large.

SECTION 5

As the Community School Program is broadly and ambitiously defined, it requires capable organization and exercise to central functions. Only in this way, can an effective partnership between the City and the neighborhoods evolve.

The Boston Community Schools Office operates as an agent of the City of Boston, and Director of Community Schools is directly responsible to the Mayor for the program. The purpose of the Community Schools Office is to carry out the overall administration of the Program, ensure the integrity and effectiveness of the Program, and provide the necessary technical assistance to councils, staff and the Boston Community School Board to stimulate the best possible performance of all parties involved.

FUNCTIONS OF THE COMMUNITY SCHOOL OFFICE

ADMINISTRATIVE

A. Preparation and submission of the annual budget to the City Council and Mayor.

B. Disbursement of funds.

C. Approval of individual Community School budgets.

D. Approval of all expenditures of City funds.

E. Maintenance of complete records of each Council’s expenditures on its City budget, and monthly reporting to the Community School Councils.

F. Final approval over all candidates for the position of Community School Coordinator.*

* Councils shall have their choice of one of two processes for effecting the hiring of an Administrative Coordinator. The first process will involve the submission of three names in order of preference to Director of Community Schools after thorough
advertising, screening, and interviewing. The Director of Community Schools may accept one of these three or reject these candidates with cause. In the case of rejections, or if first choice is not taken, the Director must explain his reasons at a meeting of the community school council in question. It should be noted that this process is currently in effect.

A second process, now being proposed is called a joint process, whereby the Director, or his representative, will work with the council and its personnel committee throughout all steps of the hiring process: drawing job descriptions; advertising, reading resumes, interviewing and selecting. In this instance, consensus* at each step will determine procedure, and the final candidate will be acceptable to the director of Community Schools and the Council. (by consensus* it is meant that each party involved must agree to each decision in order to proceed.)

G. Final approval over all work plans. the Director will review the work plans to see that they are complete, inclusive and well done.*

* If the Director, after receiving recommendations from the Board, determines that the work plan is incomplete, inconclusive, or not well done, he will return the work plan to the Council with comments and questions to be answered as prior conditions to approval.

H. Program review and analysis: An appropriate form of evaluation is included in each work plan to be submitted by each council. Program review shall be a joint project of councils and the Community Schools Office and the respective roles of each shall be agreed upon at the time of the work plan submission.

I. all council elections shall be open, inclusive, and well-publicized. It will be the Director's responsibility to see that this is so.

J. Coordinates relations between public and private agencies and City departments and the community schools.

K. Issues permits for overtime use of the building.

L. Communicates to the Public Facilities Department and the Boston School Department the needs of councils relating to building problems and use, and reports progress to the councils.

M. Produces a personnel policy and employees' handbook.

TECHNICAL ASSISTANCE

A. Legal. Assistance to Community Schools in legal matters relating to council's personal and organizational liabilities, tax exempt status, and contracts.
B. Program research and development: Assistance to councils and staff in identifying and developing program models in key areas of need as identified by the Councils; provision of ongoing consultation in program implementation and design.

C. Public Relations: Preparation and distribution of basic information about the Boston Community Schools Program: (e.g. Directories of Staff, Council Members, programs and guidelines); generation of a broad publicity campaign throughout the City to inform the residents of Boston about the program and its goals. Assistance to the councils in publicizing their elections; and preparation of audio-visual materials and displays to promote and explain the Boston Community Schools model throughout the area and the country.

D. Council development: The Community Schools Office will conduct relevant information sessions and workshops in such areas relating to the operation of Community Schools as fund-raising, personnel policies, surveying, etc. Technical consultation will also be available.

E. Work Plan preparation: A qualified member of Central Office staff will be present as a technical assistant associated with the council throughout the planning and preparation process of the work plan.*

* It is hoped that, in this manner, each council may benefit from the technical assistance available at the Central Office, and that the "acceptable rejection" role of the Community School Office may be minimized and replaced with an attitude of cooperation and mutual assistance.

F. Fund-raising: Research of Federal, State and Local funding sources, involvement of community schools in relevant programs on a joint and individual basis, and responsiveness to expressed needs of councils for funds to meet special and unique program needs.

G. Community Organizing: Assistance to councils in developing broad participation from a representative cross-section of the community. The necessary community organizing expertise will be made available to councils, especially as assistance in conducting open, inclusive and well-publicized elections.

H. Personnel Development: To develop and implement suitable training with key Community School staff.

I. Accounting and Auditing: Assistance to councils in conducting annual audits and in general matters of accounting and reporting.*

* As councils achieve corporate status, and attain a recognized non-profit status under code 501 (c) (3), or whatever code councils wish to apply for, they will be under a legal obligation to produce a certified annual audit. In addition, an array of reports is due at the State and Federal level each year. These can be troublesome matters if not properly handled.
SECTION 6

As the Program continues to grow, and as decision-making powers take root at different levels and locations within the Community School Program, controversies, conflicts, and misunderstandings of a serious but responsible nature will inevitably occur. As they occur, they will reflect the vitality, dynamism, and ambition of our effort. Members of Community School councils and the staff of the Community Schools office have recognized the need to establish and adhere to an honest and independent process for dealing with common concerns and issues rather than submit to the whims of external and less dependable processes. For this reason, the formation of a Boston Community School Board has been mandated.

The purpose of the Boston Community School Board is to provide a forum for discussion and decision making over issues of general concern to the Community School Program. Councils shall create a position of Delegate to the Board, and Alternate to the Board, and only the designated Delegate or Alternate shall be entitled to vote.

Board positions will be created for two officers: 1) a Chairperson to be selected from among the Delegates, Alternates, and Task Force members who have taken part in the reorganization process begun on January 17, 1974. The Chairperson will be a non-voting member of the Board. 2) Secretary to be supplied by the Boston Community School Office as a staff member of the Board. The Secretary will, of course, have no vote. In the case of absence by the Chairperson, those members present shall appoint from among themselves an acting Chairperson with voting privileges.

In order to select a Board Chairperson acceptable to all parties, the Board shall establish a nominating committee, which will include a member of the Community Schools Office.

The Community School Board will exercise functions in areas of policy, in areas of appeals and grievances, in fiscal matters, and in general areas of the City-Wide Community School operation.

A. The Board reviews and approves or rejects policy proposals from the Director of Community Schools.*

* It is strongly urged that participation of Community Council Members be evidenced in all policy formulations for the Program.

B. The Board may direct the Director of Community Schools to form task forces consisting of concerned community school council members and appropriate central staff to study areas of policy concern and to present to the Board their finding and recommendations.

C. The Board will act as an appeals and grievances committee in the following manner:
1. If either the Office of Community Schools, or a community school council, strongly feels that either the intent or the procedures in the Plan of Operations has been violated, it may bring its case before the Boston Community School Board as the final arbitrator.

2. If either the Office of Community Schools or a community schools council strongly feels that the parties involved are guilty of nonfulfillment of responsibilities, as described in the Plan of Operations, the Boston Community School Board may act as the final arbiter.

As the final arbiter, the Board has the right either to judge the case absolutely, or to impose a compromise on the parties involved.

It should be the maximum commitment of all parties involved to resolve differences at a local level. Nonetheless, where these differences cannot be resolved the following procedure shall adhere.

a. The Community School Office or the council submits written details of dissatisfaction to the party involved. (Community School Office to Council or Council to Community School Office.)

b. A hearing is held at the school in question, at which grievances are explained and a solution sought.

c. If the proposed solution results in the extreme dissatisfaction of either party - (The Council or Community School Office) that party may petition the Community School Board for a hearing.

d. The Board must consider the matter at a duly called meeting, within 15 days of receipt of the petition and vote whether to hear the appeal or not, depending on whether it falls within the above cited criteria. If it denies a hearing, written reason will be given.

e. If the Board votes not to hear the case the decision of the Director of Community Schools stands.

f. The board will submit its decision to all concerned parties within 15 days of the hearing.

g. IN THIS CASE, ALL DECISIONS ARE FINAL AND MAY NOT BE APPEALED ELSEWHERE.

If it votes to hear the appeal, a special open hearing shall be scheduled within 15 days of the vote. All documentation must be submitted to the Board at the time of the hearing. This documentation will include the following:

1. The written details of the case, along with the supporting evidence.
2. A list of people who will be speaking to the Board on behalf of their case.

3. A signed agreement by both parties to abide by the decisions of the Board. A meeting will be held between each party, prior to the hearing to agree upon procedures for the hearing.

The Board reserves the right to limit the length of the case. Each side will have the opportunity to present its case fully, and each side will be allowed time to summarize its case after testimony has been given by both parties.

If after the entire Board has heard the appeal it finds no clear decision, possible, it will authorize a committee to draft a response to be approved by the Board. The committee will consist of three members of the Board, one selected by each party and a third mutually agreeable to each. The council whose case is being decided will have no vote during the appeal process.

D. The Board will review all work plans and make recommendations to the Director before final approval may be given.

E. The Board will have final approval over the appointment of the Director of Community Schools by the Mayor, but the Mayor retains the sole prerogative to fire the Director. The Mayor shall appoint the Director of Community Schools subject to approval of the Community School Board in the formulation of job criteria, and in the search and screening process. The Board may recommend to the Mayor one or more candidates for appointment to the position. If the Board shall decline to approve a candidate nominated by the Mayor for appointment to the Office of Director, the Mayor may renominate such candidate one time, but, if the Board shall decline to approve such candidate, the Mayor shall submit a second candidate to the Board within sixty days. The term of appointment is four years coterminous with that of the Mayor.

F. The Board approves all job positions and job descriptions at the Central Community School Office.

G. The Board will appoint two community council members to participate in the hiring process of major staff positions within Community Schools: Associated Director of Administration-Finance, Associate Director of the Field Operations, two Field Specialists, one Program Funding and Development Specialist.

H. The Board will have final approval over the city-wide budget to be submitted by the Director of Community Schools to the Mayor.
I. The Board will maintain several committees, hopefully, to be drawn from the active community school council membership in at least the following areas:

1. Finance
2. Personnel
3. Program
4. Training
5. Public Relations and Communications

It will be the job of these committees to advise and work jointly with the appropriate Central Staff towards the most effective implementation and execution of their functions.

CONCLUSION

While the landscape of social programming is strewn with documents and plans that have disappointed the noblest ideals of their creators, a document such as this Plan of Operations for Boston Community Schools, merits a unique and confident reception within the community whose reality it seeks to describe. Boston Community Schools is a reality. As all reality, it is laden with paradoxes, successes and failures, but beyond that, it throbs with hope and vitality, inspired by the intellect and emotions of Boston's communities. Their generation of a new style of leadership throughout the city, best characterizes its means, the evolution of a new potency best characterizes it style, and the emergence of a better Boston best characterizes its end.

The Boston Community School Program herein described and refined, currently exists as its own self-justification. It invites us all to an adventure in profound personal growth and creative community service. And now, let us continue....
Geraldine Gleason, Chairperson
Boston Community School Board

Thomas J. O'Neil, Director
Boston Community Schools

Kevin H. White, Mayor
City of Boston

Submitted by: The City-Wide Advisory Committee, June 15, 1974
APPENDIX B
SPACE AGREEMENT
INTRODUCTION:

The construction of modern multi-purpose school buildings in the late 1960's and 1970's combined with the creation of the Community Schools Program in 1972, has given all of the residents of Boston facilities appropriate to meeting their educational and recreational needs and a vehicle for making use of them. This extended use, going well beyond that of the traditional public school building, has presented a variety of opportunities to persons of all ages throughout the City. It has also, however, raised questions of building and program management as the role of the Boston Public Schools has been changed from sole user and custodian to that of partner.

The purpose of this memorandum is to update and refine the agreement of 1979, with the goal of using the experiences of the last five years to provide a document which will more clearly define the roles, responsibilities and areas of cooperation and collaboration which exist for the Boston Public Schools and the Community Schools Program in the twenty facilities they occupy together.

Each Principal and Coordinator will draft and sign a local agreement which will be consistent with this memorandum and address the local "normal school day" and the specific concerns which are unique to each school. That agreement will be reviewed annually each June and mutually agreed upon changes will be implemented with the start of the academic year the following September.
MANAGEMENT:

It is clear that the principal has sole responsibility for supervision and management of all activities and space required to provide educational and extracurricular activities to the Boston Public School students while in his/her charge. However, it is equally clear that there is no longer a distinct line, in terms of space used or time of operations, between "the school day" and "Community School Operations". The points listed in this section and the ones which follow are the basis for the agreements which will be established in each building to ensure effective and mutually supportive management of the facility.

The Principal shall be responsible for supervision/management of the entire facility during the period which is agreed upon locally as the "normal school hours" at a given school. These hours may include approved Boston Public Schools activities which extend beyond traditional class hours. This shall not in any way be construed to limit access to or use of designated Community School space (see Space Use below) but it will include approval of special activities or events and complete authority over all occupants of the facility in any situation designated by the principal as an emergency (e.g. fire/fire alarm, power failure, bomb threat).

The Community School Coordinator shall be responsible for supervision/management of the entire facility during the period from the end of local "normal school hours" until 11:00 p.m. each weekly and at all times on weekends. This shall not in any way be construed to limit access to or use of designated Boston Public School space (see Space Use below) but it will include approval of special activities or events and complete authority over all occupants of the facility in any situation designated by the Coordinator as an emergency (e.g. fire/fire alarm, power failure, bomb threat).

Communication and an understanding of each other's objectives and problems is essential to effective management. Therefore, each Principal shall have an ex-officio seat on the Community School Council at his/her school and each Coordinator shall be a member of the school-based planning team or, if no team exists, be invited to attend Boston Public School faculty/staff meetings.

N.B. because the maintenance and security of the school is a matter of concern to all parties, it is acknowledged that the Principal and Coordinator have the right to question and if necessary suspend any activity they observe which endangers the participants or is damaging (or has the potential to damage) equipment, hardware, or the facility itself, regardless of the time of day, location, or sponsoring organization. No action will be taken without consultation with the counterpart if the activity is outside the normal period of authority; but if the counterpart is unavailable, the Principal or Coordinator may take action.
For the purpose of this memorandum and the subsequent local agreements, space in the buildings designated as Community Schools will be divided into six categories and defined as follows:

Office Space
Specialized Program Space
Educational Space
Recreational Space
Common Space
Designated Community School Space

Office Space: the areas in which Boston Public School staff or Boston Community Schools Program staff conduct their administrative activities, store records, etc. This space is for the exclusive use of the party which occupies it and will be accessible to them at all times the facility is open.

Specialized Program Space: any rooms which house equipment or property which requires special training or handling (e.g. darkroom, typing room, computer room, woodworking shop, science labs, etc.) Use of this space by the "other party" must be negotiated locally and may include such legitimate requirements as use of staff approved by "owner"; establishment of maintenance contracts for equipment; restriction to certain age groups; responsibility for repair/damage, etc.

Educational Space: classrooms and conference rooms which are used for conducting "regular" educational activities. This space may be shared, by local agreement, for the purpose of conducting supervised educational activities appropriate to the space and furniture. The Community School staff will be responsible for ensuring that all educational space is left in proper condition for start of next school day.

Recreational Space: gymnasiums, exercise rooms, courts, swimming pools and locker rooms. These areas will be scheduled jointly to avoid conflict between Boston Public Schools varsity and intramural games and practices (which will receive priority during scheduling) and Community School Program recreational and athletic programs.

Common Space: those areas - auditorium, cafeteria (cafetorium), multi-purpose room, lobby(ies), etc., which may be used by both parties at various times of the day. Use of this space will be scheduled through the party which has management responsibility during the time desired.

Community School Space: specific areas in several Community School Buildings are under the jurisdiction of the Community School staff during "normal school hours". A specific list of these spaces is attached in appendix A. This space may be made available to the Boston Public School staff upon request if there is no conflict with scheduled Community School activities.
In order to ensure that there is coordination and cooperation in use of the facility, scheduling will be done in two steps. At the start of the fall, winter and spring program periods, the Principal and Coordinator will lay out a schedule of all programmed activities for that period (e.g. varsity athletic schedules, evening adult education programs, senior citizen activities, school or community theater productions, etc). This quarterly master schedule will be supplemented by regular (not less than bi-weekly) meetings at which any proposed special activities/events will be discussed. As well as requesting use of space during the other party's management period, each party will announce any special activities within its own period which may impact on the other party (e.g. theatre production sets).

The object of these meetings will be the exchange of information to provide efficient use of the facility, with proper security and no scheduling conflicts. Each party shall receive priority consideration from the other in any scheduling conflict involving a third party. No appropriate request for space will be rejected without a written explanation, if requested.

CLEANING, MAINTENANCE, AND REPAIR

The primary responsibility for the cleaning and maintenance of the facility and the grounds around it belongs to the Senior Custodian and his crew, with the exception of the swimming pool and the deck the maintenance of which is the year-round responsibility of the Community School staff.

The Senior Custodian will provide the Principal and Coordinator with a work schedule for day and night crews based on the activity schedules developed each quarter, to ensure no interference with either party's schedule. This work schedule will pay particular attention to maximally used common areas and will provide both parties with clean areas at the start of their activities.

The Principal and Coordinator will support the efforts of the Senior Custodian by adjusting the schedule if it does not provide time for required cleaning and maintenance; notifying him/her of any changes in the quarterly schedule; by providing for or requesting his participation at the weekly meetings; by required outside groups which are not paying for custodial services to return any space used to its original condition and ensuring that this is done.

To provide at least one opportunity for a major, thorough cleaning of the facility the Community Schools Program will suspend all programming except required, contracted programs (e.g. Day Care, Adult Education) for the two week period prior to the start of Boston Public School classes in September.
Basic maintenance and repairs required due to normal wear will be the responsibility of the Boston Public School. The Coordinator will submit a Form 20 to the Principal for any repair he deems necessary. The Principal will transmit all requests on a Form 20 to the Department of Planning and Engineering, Office of Chief Structural Engineer.

All acts of vandalism will be reported, in writing, to the Principal, Coordinator, Senior Custodian and the Department of Planning and Engineering. Financial responsibility for the cost of any repairs required due to vandalism which can be definitely verified as being the result of an individual or an activity under the supervision or sponsorship of the Community School will be assumed by the Community School Council up to the limits of their insurability.

"In the event that such an act of vandalism shall result in damage which is beyond the Council's insurance coverage or renders space needed by the Boston Public School for normal operations unusable, the Public Facilities Department will become involved in the efforts to repair or restore the facility."

SECURITY

The Coordinator will be responsible for providing adequate security for the building and its occupants during Community School hours of operation.

The Principal will be responsible for providing adequate security for the building and its occupants during the "normal school day."

Each party will be responsible for providing proper supervision and, if requested, security staff for any activity which it conducts during the other party's management period. Each party will be responsible for ensuring adequate security is provided by any third party using the facility during its management period. If security staff is deemed necessary, initial consideration will be given to the hiring of Boston Public School Police.

In the event of additional security being deemed necessary during an activity, short of an emergency, the Municipal Building Police will be contacted.

The Principal and Coordinator will have keys for all interior areas which are accessible to them under the local agreement, and to at least one exterior door. Arrangements must be made at the local level for access to the building by Community School staff during other than scheduled building operating hours.

The Head Custodian of the building will have master keys to the interior and exterior of the building and shall be responsible for overall security of the building at the end of night program hours.
On Boston Public School "Snow Days" it is expected that the Senior Custodian and his/her staff will be available to open the facility if needed for Community School Activities, such as day care. Specific needs will be addressed through local agreements.

CUSTODIAL OVERTIME

All Custodial Overtime will be scheduled through the Office of Facilities Management and will conform to the rates and conditions set forth in the contract between Boston Public School and the Custodians' Union.

Requests for use of space by any Community School which involve custodial overtime will be approved by the Deputy Director, Field Operations of Community Schools Program and forwarded to the Office of Facilities Management. All questions about number of custodians required, length of shift worked, etc. will be addressed by these two parties.
NOTES


2. Interview with Mike Griffen, March 30, 1990.

3. Interview with Mike Griffen.


7. Ibid

8. Interview with Mike Griffen.


10. Interview with Mike Griffen.


12. Ibid., pp.3-5.


15. Interview with Neil Chin.

16. Ibid.,

17. Interview with Bob Bickerton, April 9, 1990.

18. Interview with Bob Bickerton.


21. Interview with Neil Chin.

22. Interview with Bob Bickerton.
23. Interview with James Yee, April 5, 1990.
26. Interview with Bob Bickerton.
27. QSCC annual Corporation Meeting Tape, June 1977.
30. Interview with James Yee, April 5, 1990.
31. Interview with James Yee.
35. Chinatown Consortsium, p.29.
36. Interview with Suzanne Lee, April 18, 1990.
38. Interview with Linda Asato.
39. ibid.,
40. Interview with Suzanne Lee.
41. Quincy School Community Council Brochure.
42. Interview with Linda Asato.
LIST OF INTERVIEWS

1. Asato, Linda. QSCC current Program Coordinator  

   9 April 1990.

   13 April 1990.

   12 March 1990.

5. Griffen, Mike. Boston Community School Program,  
   Planning and Development Department. 30 March 1990.

   30 March 1990.

7. Lee, Suzanne. Chair CPA, Co-chair Chinatown Neighborhood  
   Council. 18 April 1990.

   7 April 1990.

   21 March 1990.

10. Moy, David. QSCC current Coordinator.  
    2 April 1990.

    30 March 1990.

    5 April 1990.
7. QSCC Council Meeting, October 1, 1969.
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"LCH, Quincy Community School to close doors under Mayor White's proposed '78 budget," Sampan, p.1, April 1977.


"New Quincy School Council To Be Established," Sampan, p.6, June 1975.


