RETHINKING HIGH SCHOOL

an introduction to New York City’s experience

A study by WestEd for the Bill & Melinda Gates Foundation
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The Bill & Melinda Gates Foundation (www.gatesfoundation.org) works to promote greater equity in four areas: global health, education, public libraries, and support for at-risk families in Washington state and Oregon. The Seattle-based foundation joins local, national, and international partners to ensure that advances in these areas reach those who need them most. The Foundation is led by Bill Gates’s father, William H. Gates, Sr., and Patty Stonesifer.

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The Promise of Small Schools

Over the past decade, studies of small high schools have shown that many of them provide a learning environment in which students are more likely to succeed – one that keeps students academically motivated, provides a rigorous curriculum, and holds both teachers and students accountable for student progress. Not surprisingly perhaps, in recent years more funding from a variety of sources – from a federal grant program to private foundations – has been targeted to the creation of these promising settings, known broadly as small schools.

The New York City Department of Education has taken the small school research to heart. Plagued by a high dropout rate and determined to do better by its secondary students, the district has committed to developing 200 new small schools within three to five years. While some small schools were created prior to the current initiative, the district’s intent is to take a systemic approach to developing and supporting small schools that embody specific characteristics, among them:

- Strong leadership that supports effective instruction;
- A mission that teachers, administrators, and students understand and support;
- High expectations for all students, with a clear definition of the knowledge, skills, and personal attributes they should develop;
- Caring and respectful relationships between teachers and students, with every student known well by an adult at the school and engaged in meaningful work; and
- Qualified teachers who have opportunities to work together and form a professional community.

Key to the district’s effort are partnerships with diverse national and local nonprofit organizations that provide school development experience or programmatic expertise in instruction and youth development.

Although New York City has taken the lead in adopting a district initiative to generate new small schools, individual small public schools have been popping up across the country in recent years. As the concept has bubbled up into the public consciousness, so, too, have questions: who are these schools
Early Small School Findings

The push to improve the performance and graduation rates of high school students by creating new small high schools spans the U.S., supported by both public and private funding. To date, the Bill & Melinda Gates Foundation alone has invested more than $800 million to support the creation of more than 2,000 schools in 41 states and the District of Columbia. Since 2002, more than 500 of these schools have opened. Because most have only recently opened, little information is available on their effects. Rethinking High School: Five Profiles of Innovative Models for Student Success* provides a snapshot of the progress made so far by five high schools supported by the Gates Foundation. It identifies six initial findings about these particular school sites, which are located across the country:

- The schools serve ethnically and socioeconomically diverse students,
- The schools are highly sought after by students at all performance levels, and many of the students who enroll enter performing below grade level,
- Students are enrolled in a rigorous and engaging curriculum,
- Schools develop and maintain supportive learning environments,
- Students are engaged in learning, and
- Students are achieving academic success.


serving and how are they affecting student learning? To begin to answer such questions, the Bill & Melinda Gates Foundation asked WestEd to examine a select number of small high schools across the United States. The aim was to determine whether they were making a positive difference in student achievement. The preliminary answer is that they appear to be. (See “Early Small School Findings.”)

Following that study, WestEd was asked to also examine New York City’s small school movement. This report shares some preliminary information about how the largest district in the United States and its partners are working to create smaller, more personalized learning environments for the city’s secondary students. In addition to describing the population served by the district’s small schools and providing some initial data on how these students are faring in their new schools (e.g., attendance, 9th grade promotion rates), the report also includes a broad-brush profile of one of the schools, Marble Hill School for International Studies, located in the Bronx.

SYSTEMATIZING SMALL SCHOOLS

Given the sheer volume of the New York City school district — some 1,300 schools serving over one million children and adolescents — it’s not hard to imagine students getting lost in the system. In fact, only about half of the city’s public school students complete high school in four years, one third of all 9th graders are not promoted, and fewer than 40 percent of students in large, low-performing schools graduate.² Intent on breaking this cycle of failure, New York City Mayor Michael Bloomberg and New York City Department of Education
Chancellor Joel Klein launched in January 2003, a reform agenda — *Children First* — that pledges to provide a quality education for every child. The Chancellor’s New Schools Initiative, which includes the small school commitment, is one of the district’s core strategies for making good on that pledge. New small schools are encouraged to develop the capacity to serve all student populations, including English learners and students with special needs. The intent is to enroll students who have learned about and asked to be at these new schools. The target school size is fewer than 500 students for 9-12 schools and fewer than 600 students for 6-12 schools.

In developing and supporting small schools, the district aspires to improve public education for *all* New York City children by

- increasing the supply of schools that provide outstanding educational opportunities for all of their students;
- fueling innovation within and attracting new resources (individual, community, and financial) to the public school system;
- creating a diverse portfolio of “existence proofs” (i.e., new schools that succeed where others have not) that will spur healthy competition across the district; and,
- identifying and supporting the districtwide transfer of best practices from the new schools, including those related to instruction, accountability for student success, and decision-making autonomy.\(^3\)

**THE CRITICAL PLAYERS**

*The district*

Within the New York City Department of Education, the Office of New Schools oversees the small school effort. Charged with organizing and supporting new school development and implementation in a coordinated fashion, the office focuses on three areas: implementation, instructional leadership, and partnership and business development. It serves as overseer of the effort, defining policy, managing the approval process, identifying and disseminating best practices, coordinating relevant professional development opportunities, and addressing other system-level
needs. To work with the new schools individually, the office relies heavily on district-approved intermediary organizations.

**Intermediaries**

Intermediary organizations are nonprofits with expertise in small school design and development. They bring critical intellectual capital to the small school effort, partnering with small schools and providing technical assistance from planning through implementation. One such organization, New Visions for Public Schools, is slated to open a substantial portion of NYC’s 200 new small schools. Other intermediaries involved in the effort are the Asia Society, the College Board, the Institute for Student Achievement, The City University of New York, the Center for Youth Development and Education, Urban Assembly, the International Partnerships Schools, Expeditionary Learning Outward Bound, the National Council of La Raza, and Replications, Inc.

**Funders**

Much of the fiscal support for the district’s small schools comes directly from the district itself. Each school in the initiative receives start-up funding during its first four years to cover the cost of textbooks, general supplies, furniture, and technology. In addition, consistent with school funding districtwide, each one receives district dollars for administration and staffing. The district has also budgeted for additional one-time costs such as leases and moves.

But New York is also relying heavily on private money to advance this effort, particularly for planning, professional development, and any special program-related costs at an individual school, such as extra lab equipment at a science-themed school. Thus far, the district has been able to attract more than $102 million dollars from national and local foundations for this initiative. The Bill & Melinda Gates Foundation has committed $58 million to date, and other significant donations have come from the Carnegie Corporation, the Open Society Institute, and the Michael & Susan Dell Foundation. These donors award monies directly to the intermediary organizations. Each new school partnering with a Gates Foundation-sponsored intermediary, for example, will receive approximately $400,000 (equal to about 10 percent of its district money) on top of its district funding over a four-year period.
Small School Admissions

New York City has a high school admissions process that is based on student choice. Generally speaking, the new small schools are open to any student in the district who seeks admission. The district’s “limited unscreened” admissions policy for most of these schools means that interested students who apply are randomly matched to schools based on how they ranked schools on applications. When the number of applicants exceeds the number of available seats at a given small school, priority is given to students who have attended high school fairs or other information sessions and, with most of the schools, to students who live in closer proximity to the school. Fifteen of the new schools opened thus far use a “screened” assignment process, targeting students based on a school’s specific educational approach. For example, Young Women’s Leadership Academy admits only female students.

Making Headway

As of January 2005, 109 small schools had opened or were being supported under the New Schools Initiative: 94 secondary schools, some combining both middle and high school; 8 middle schools; and 7 transfer schools, which are specifically designed to serve students who are short a significant number of credits and/or are over-age. While all these schools must embody the district-required characteristics noted earlier, they are nonetheless quite diverse. As a way of engaging students in learning, many are theme-based, focusing on architecture, performing arts, international studies, or health sciences, for example. Others, such as the transfer schools, are intended to serve particular student populations. Collectively, New York’s small schools are currently serving 18,517 students. Once every grade level is full, they will be serving approximately 45,000 students.

Slightly more than half of new small schools are housed in the buildings of large “host” schools that have been identified as being among the district’s lowest performing schools and most of which are being phased out by the district. The intent is to eventually transform these sites into campuses of autonomous, effective small schools. Other new schools are located in underutilized district spaces and, in some instances, the district has leased new space or undertaken new construction.

On average, the new small schools have received 10.6 applications for every available seat. In comparison, during this same period all other schools citywide received 8.8 applications for every available seat. Generally speaking, small schools are also serving a higher percentage of Black and Hispanic students (45.3 percent and 46 percent, respectively) than schools citywide (34.4 percent and 37.6 percent, respectively). At the same
time, however, they are serving a slightly smaller percentage of English learners (9.9 percent) compared to the citywide average of 10.4 percent. By year three, these schools will also be serving a representative population of students with special needs.

Many students entering New York’s new small schools are academically challenged. Data on incoming 9th graders in 2004-05 show that 70.4 percent had tested below the state standard in English Language Arts compared to the citywide average of 63.4 percent. Additionally, 63.6 percent of small school 9th graders had tested below the state standard for mathematics compared to the citywide average of 56.9 percent.

EARLY INDICATORS OF SUCCESS

Although long-term data are not yet available, preliminary results from New York’s new small secondary schools are promising:

- **Significantly higher attendance rates.** In the 2003-04 school year, student attendance rates at the city’s small schools averaged 90.5 percent, compared to 83 percent citywide and 74 percent at the city’s large, low-performing schools.

- **Significantly higher promotion rates.** In 2004, 92.2 percent of 9th graders in small schools advanced to 10th grade, compared to the citywide average of 68.3 percent. An early sign of success in small schools located in the Bronx show that, in the past two years, 91 percent of 9th graders were promoted to 10th grade, compared to 55 percent in large comprehensive high schools located in the Bronx.

THE NEED FOR FURTHER STUDY

The New Schools Initiative is in its infancy. Its large-scale systemic approach to developing small schools offers an excellent opportunity for members of the education and policymaker communities to learn more about small schools and about effective schools in general. Some of the questions that warrant further examination are:

- What key elements of the NYC small schools structure – independently or in combination – are helping students to earn high school diplomas?

- How does the district’s Office of New Schools work with small schools? What kinds of support do small schools find most helpful in implementing their school plans? How does their relationship with the district differ from their relationship with their intermediary?

- What kinds of structures does the intermediary build between the school and the district? Can the impact of these structures be measured and, if so, which ones have the most impact on student achievement?

- What kinds of relationships develop, if any, between large host schools and small schools? How do these relationships affect teaching and learning at the host schools?

- What kinds of structures does the NYC small schools structure are adopted by the district as a whole? What kinds of practices and policies does the district adopt over time that were initially developed and fostered in the small schools? How do these structures become embedded districtwide?

The second part of this report provides a look at one of New York’s small schools. While opened prior to the Children First reform agenda, this school is progressing under the aegis of the New Schools Initiative and is a strong example of the kind of school the initiative is intended to yield.
The great cultural and linguistic diversity of Bronx high school students leads Iris Zucker to describe them as a “multi-national community.” She knows these students and their education needs firsthand, having come to understand them while serving as an assistant principal of foreign language and English as a second language at a local school. And it was with this diverse population in mind that she conceived of a small high school that would address the needs of English learners while also promoting global awareness and sensitivity to cultural differences. The idea was to have a student population consisting, equally, of English learners and English speakers and to create a level learning field between the two groups.

That idea is coming to fruition in Marble Hill School for International Studies, for which Zucker is the founding principal. The school’s overarching goal is to prepare all of its students to meet state high school graduation requirements and go on to college.

**2003-04 SCHOOL PROFILE**

<table>
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<th>Opening Date</th>
<th>Enrollment</th>
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<td>ELL</td>
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**Free/reduced Meals** 90%  
**Attendance Rate** 96%  
**9th Grade Promotion** 91%  

**GETTING STARTED**

To develop a small school proposal, Zucker pulled together individuals, groups, and organizations that shared her beliefs about what all students could achieve in a supportive learning environment, and they enlisted New Visions for Public Schools as the group’s intermediary organization. In addition to Zucker, the planning team consisted of four teachers, two students, and a parent from the school where she had been working, as well as representatives from several community-based organizations. One of these was ASPIRA of New York, Inc., which targets support to the Latino community, specifically focusing on academic enrichment and dropout prevention. To help with the school’s international focus, Zucker solicited involvement from The American Forum for Global Education and The Peace Corps Fellows Program. Over a six-month period, this group designed the foundation of Marble Hill, grappling with everything from
New Visions

Marble Hill School for International Studies is one of 74 New York City high schools that have been created with the support of New Visions for Public Schools, an intermediary organization dedicated to generating new and engaging learning environments for public school students. Among New Visions’ guiding principles for new schools are curricular rigor supported by instructional leadership; continual training for school staff; ongoing assessments linked to student learning; development of positive relationships with community members and organizations; and effective use of technology and information. At the 43 New Visions schools operating in the Bronx since 2002, student attendance rates are at least 10 percent higher than at the schools’ larger counterparts and an average of 84 percent of the students have passed their courses.10

vision, mission, and curriculum to physical layout, necessary partnerships, and staff roles. In April 2002, the Chancellor’s office approved the proposal. In September, Marble Hill opened its doors with seven teachers, including the four who had helped design the school, and 100 freshmen, which is the number the school hopes to maintain at each grade level.

SERVING A MULTILINGUAL POPULATION

In New York City, public high school applications must be submitted by December of students’ 8th grade year. Although the approval process for new schools has since changed, Marble Hill was not approved until the spring. Thus, it had not been included on the list of available choices for students who were to start high school during its first year. As a result, none of the students in its first class had requested Marble Hill. Rather, they had been randomly assigned after not being admitted to one of their requested schools.

In that first year, the majority of its 9th graders were Hispanic, 37 percent were English learners, and a similar percentage were eligible for free lunch. The majority of entering freshmen were also achieving below grade level, and 24 percent were over-age for their grade. More than three quarters were not meeting the state standards for either English Language Arts or mathematics. So while these first students had not sought out Marble Hill, they were desperately in need of what it offered – a learning environment that would get them back on the academic track and ready for college.

Although it still has yet to achieve its goal of having a nearly equal balance of English learners and English speakers, Marble
Hill has adopted a separate application system for each group. Irrespective of their language skills, however, all applicants and their parents or guardians are required to participate in an interview with school staff and students. Applicants also must write an essay and complete a questionnaire.

Now in its third year, Marble Hill serves 297 students, speaking more than 36 different home languages. The school’s immigrant students represent 40 countries, and 42.9 percent of 9th graders entered as English learners. Of the 302 students who have started at Marble Hill in the past three years, five left after their second year at the school; three transferred to schools closer to home, and two transferred to larger schools.

STAYING CLOSE IN A BIG HOUSE
Marble Hill resides on the top floor of a building that used to house just one school for over 4,000 students. While the facility remains home to J.F. Kennedy High School and its 4,213 students, Marble Hill is one of three small high schools that now share the eight-story building. Kennedy serves as a designated “host” school. As such, last spring, it received additional district funding to support its own improvement and to carry out its responsibility to keep the overall campus functioning smoothly. Principals from each of the four schools meet together monthly to discuss security issues, scheduling, and instructional strategies across schools. Marble Hill staff members also meet and coordinate with their colleagues from the other Kennedy-based schools, particularly regarding shared programming (e.g., art) and student services. The schools on the Kennedy campus also share one school-based support team to which students are referred for evaluation if teachers or others are concerned about a student’s learning or emotional issues. Students, too, interact across schools in specific circumstances. For example, students from each school who participate in the Model United Nations meet together periodically.

In the midst of this busy site and these important cross-school collaborations, Marble Hill delivers on its promise of “small and personalized.” A key strategy is for teachers to build and maintain close connections with students. Each faculty member meets weekly with a group of approximately 20 students, and with each one individually as needed to maintain a clear understanding of how a student is doing and what kinds of help he or she may need. While extra academic support is always available, staff involvement is not limited to the academic realm.
BUILDING ON ITS THEME
During Marble Hill’s second and third years, with the vast proportion of its students attending by choice, key components of the school’s identity as an international studies program have begun to root. A small number of Marble Hill students have participated in exchange programs in Turkey and Japan and will, in turn, host students from other countries. Two students went to Nicaragua with the “Building with Books” organization to help build a school, and two students will be heading off to China this summer for a study tour. Meanwhile, Marble Hill is in the process of developing a sister school, Nanjing Foreign Language Academy, in China, and three students will leave for Nanjing in April. The school has also required all students to study a foreign language. For English learners, that language is English; for others it can be Japanese, French, or Spanish.

OUTCOMES: GROWING STUDENT INTEREST, RISING STUDENT ACHIEVEMENT
Growing student interest
In its second year, Marble Hill was able to accept both 9th and 10th graders, and all incoming students had specifically identified Marble Hill as a school they wanted to attend.

- More students apply to Marble Hill than there are seats available. For every 9th grade slot in 2004–05, approximately six students applied. 16
- Approximately 600 students had attended informational sessions on Marble Hill before applying, indicating that they made an informed choice in applying to the school. 17

Rising student achievement
To get a sense of Marble Hill’s success thus far, WestEd looked not just at available test data, but also at indicators that research suggests are related to increased student achievement. Attendance rates and promotion rates from Marble Hill’s first two years of operation are used as proxies to suggest the likelihood of student success.

Data for 2002–2003
- No students transferred out of Marble Hill after their first year.
- The student attendance rate was 93.7 percent, compared to Kennedy High School’s rate of 78.2 percent. The Marble Hill rate was slightly higher than the average of 91.3 percent for its cohort of small schools. 18
- Ninety percent of Marble Hill freshmen were promoted to Grade 10, compared to Kennedy’s rate of 41.9 percent. 19

Data for 2003–2004
- The student attendance rate was 95.6 percent, compared to a citywide average of 83 percent. 20
- Ninety-six point three percent of 9th graders were promoted to 10th grade, compared to the citywide average of 68.3 percent. 21
Part of Marble Hill’s mission is to develop “in each student the necessary skills to acquire and apply knowledge.” During the school’s first year of operation, none of its students were eligible to take the state Regents exams, because they were freshmen. In the second year, all of these same students sat for the exams. The following figure shows an overwhelming majority of students passing, including English learners.

In addition to preparing students for the Regents exams, Marble Hill offers a small, but growing Advanced Placement program in Spanish and biology. English is slated to be added next year.

THREE KEYS TO MARBLE HILL’S SUCCESS
In considering their success thus far, Marble Hill leaders cite the value of a clear mission, a professional and dedicated staff, and a strong school culture.

Clear mission
Marble Hill’s stated mission is “to develop in each student the necessary skills to acquire and apply knowledge. Students will be provided with a social, emotional, and physical environment that is nurturing, supportive, intellectually challenging, and conducive to learning. Students will be empowered to become self-directed, lifelong learners inspired by their personal quest for understanding.” Zucker sees it as a key part of her job to ensure that this mission is clearly communicated to and embraced by school staff, students, and parents. The vision helps guide decision-making and serves as the glue that unites the school’s diverse learning community.

Staff professionalism and dedication
All staff members are carefully selected to work at Marble Hill based on their skills and abilities as educators, as well as their sensitivity to cultural and linguistic differences. Teachers must have both knowledge of a second language and international experience (i.e., working, work-related visits, or living in a foreign country). Among the distinguishing qualities of Marble Hill’s current staff of 22 teachers and 8 others:
Six teachers are Peace Corps Fellows.\textsuperscript{24} Seven are Teaching Fellows.\textsuperscript{25}

Among the languages spoken by staff members are Czech, French, Italian, Latvian, Portuguese, Russian, Spanish, Ukrainian, and two Senegalese dialects, Pulaar and Woloff.

**Strong school culture and identity**

Marble Hill has created several structures to support its vision and, in the process, to help develop a strong sense of community. To help each student reach his or her academic potential, teachers collaboratively plan more personalized instruction for students. In the same vein, teachers are also encouraged to identify and apply innovative methods and new resources and ideas aimed at supporting their students. As noted earlier, students profit from close contact with faculty, through small-group weekly advisory meetings and, as needed, individual meetings. While Marble Hill is one of four schools in a large building, its students can easily identify one another by their uniforms—white shirts with a tie and dark or khaki slacks for the boys and white shirts with dark or khaki skirts or pants for the girls. Parents and guardians are considered to be an important part of the Marble Hill learning community, and Zucker and her staff focus on maintaining regular and effective two-way communication with this group. Further contributing to the sense of community both within and beyond the school are the variety of student clubs available at Marble Hill (e.g., Student Court, Model United Nations, Building with Books) and the school’s requirement that sophomore and junior students perform two hours of community service each week.

“We have a student from Africa, an English language learner who speaks Yoruba. From day one she embraced this school as her salvation. She found her place by staying every day after school and getting help from ASPIRA tutors, by making herself a part of clubs, and by helping in any possible way at the school. In just three months, she was a part of the school’s admissions committee and effectively serving as a school ambassador, interviewing applicants and explaining the school to children who were thinking about applying. In a large setting, this girl may not have been able to thrive to the extent that she is able to at Marble Hill.” <Iris Zucker, Founding Principal>
Other required characteristics for NYC’s small schools are a rigorous, standards-based curriculum that prepares students for postsecondary education; a well-defined approach to instruction with engaging instructional strategies, such as in-depth projects and learning that take place in the community and the workplace as well as the classroom; assessment of student work and a culture of continuous improvement; active roles for students in all aspects of school life; clear connections and pathways to postsecondary education, careers, and community participation; ability to direct fiscal resources toward the creation of conditions necessary for effective teaching and learning; accountability, both internally and externally, for individual student success; and demonstration of the capacity to address the needs of English learners and students with special needs. (Written district response to information requests from the Committee on Education of the NYC City Council prior to the committee’s hearing on small schools held on June 16, 2004.)

Testimony of Michelle Cahill, Senior Council for Education Policy, New York City Department of Education, presented before the City Council Committee on Education at its hearing on small schools, June 16, 2004.


Five of the intermediaries are creating schools only in New York City. Asia Society, Expeditionary Learning Outward Bound, Diploma Plus, and La Raza are starting New York schools as part of larger national efforts.


Written district response to information requests from the Committee on Education of the NYC City Council prior to the committee’s hearing on small schools held on June 16, 2004.

All data compiled by the New York City Department of Education, Division of Assessment and Accountability, January 18, 2005.


Information from New Visions for Public Schools (www.newvisions.org).

As each student cohort progresses through high school, the percentage of English learners should drop as these students become increasingly skilled in English and, in grades 10, 11, or 12, are re-designated as English proficient.

Information from the New York City Department of Education (www.nycenet.edu).

The other small schools currently housed at Kennedy High School are the Bronx School of Law and Finance and the Bronx Theater High School.

J.F. Kennedy High School is recognized by the New York City Department of Education as a “large” school – having 500–2700 students.

Zucker also mentors the principal at Bronx School of Law and Finance, one of the other small high schools in the building.

This figure is based on students who ranked Marble Hill School for International Studies on their high school choice form. (Office of Student Enrollment Planning and Operations’ Choices Report. January 6, 2005.) Marble Hill’s lower applicant-to-seat ratio (6:1), compared to small schools overall (10:1), is likely due to its targeted student population mix.

For more information about the district’s informational program on high school choice, visit www.nycenet.edu.

Referred to as New Century High Schools, this cohort of small schools is supported through the intermediary New Visions for Public Schools.


This average excludes Initiative schools. Information from the Division of Assessment and Accountability, January 13, 2005.

Ibid.

Information from New Visions for Public Schools (www.marblehillschool.org).

Information for “all students” from Division of Data and Accountability, January 13, 2005. (Data applies to 10th grade students only.) Information on ESL students provided by Marble Hill School for International Studies.

The Peace Corps Fellows Program, working in conjunction with the NYC Department of Education and Columbia University’s Teachers College, aims to recruit and prepare returned Peace Corps volunteers with their “unique international education/service experience” to work as teachers in high-poverty NYC public schools.

The NYC Teaching Fellows Program is the largest alternative certification program in the country. Fellows teach in high-need subject areas and schools while working toward a subsidized master’s degree in education. Many fellows are pursuing education as a second career.