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ABSTRACT

This document describes the progress made by the California public education system after the passage of Proposition 98 that established a stable funding base for education. The first of three sections discusses reforms made in the areas of accountability, curriculum, teaching, partnerships, and underrepresented students in colleges. The second section examines specialized programs, particularly programs in the areas of child development, bilingual education, migrant education, career/vocational education, special education, and dropout prevention. The last section describes the two support areas of school facilities and financial needs. (SI)

SCHOOL

Building the Future

California Educational Reform

Annual Report 1988

Publishing Information

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CONTENTS

SUPERINTENDENT'S MESSAGE

The year 1988 was incredibly eventful for California public education. In November the state's citizens demonstrated their strong support for our schools by passing Proposition 98, thereby providing a stable funding base for education. We hope that we now will have the potential to plan for the future on the basis of our students' educational needs rather than face fiscal uncertainty year after year.

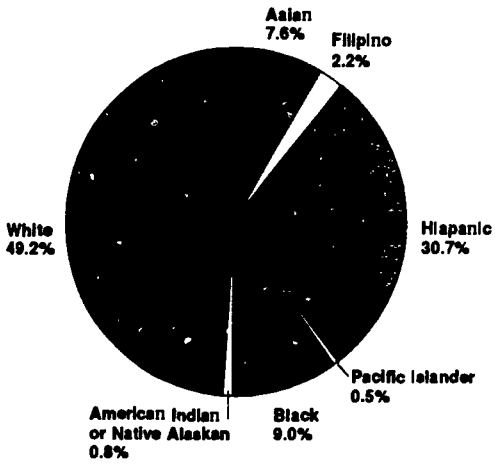
As we look ahead, we must renew our dedication to the pursuit of excellence and increased productivity and accountability in our schools. This report, *Building the Future: California Educational Reform–Annual Report, 1988*, describes the significant progress we have already made. Test scores are rising, more students are taking academic courses, and instructional materials are being upgraded. In addition, we have initiated strong accountability programs. In fact, if the steel, automobile, or electronics industries had shown gains comparable to those occurring in our schools, they would have earned front-page headlines. However, we are far from completing our task; much hard work remains.

During 1988 our ethnic students, for the first time in the state's history, became the majority population in our schools. This diversity poses many challenges as well as many opportunities for educators to ensure that all of our students benefit from our improvement efforts.

Future jobs will demand skills much higher than those expected for today's jobs. Very few employment opportunities will be created for those who cannot read, compute, and follow directions. As society becomes more complex, the amount of education needed becomes greater. A century ago a high school education was considered superfluous for factory workers, and a college degree was the mark of an academic. But by the year 2000—for the first time in history—a majority of new jobs will require postsecondary education, according to *Workforce 2000*, published by the Hudson Institute.

To meet our goal of building a top-notch educational system, we are now embarking on a second wave of reforms. As part of this effort, we must look at a broad-scale restructuring of our schools so that school site leaders and teachers are

Projected Ethnic Enrollment in California Public Schools Fall, 1988



Total enrollment: 4.6 million

given greater autonomy to make decisions and implement programs. In addition, staff development needs to be enhanced to provide teachers and principals with the skills and understanding needed to assume greater responsibility. We must view our schools as the private sector views its operations—by making a greater investment in personnel and then expecting increased productivity. In addition, we must implement programs to assist low-performing schools so that all schools show improvement.

As we look ahead, we must renew our dedication to the pursuit of excellence and increased productivity and accountability in our schools.

The educational community is grateful for the commitment that the public shares with us in improving our schools. We now must continue to do everything in our power to bring excellence to our classrooms. Our children deserve no less.

State Superintendent
of Public Instruction

ACCOUNTABILITY

School productivity can be difficult to quantify. Before 1984 it was almost impossible to measure, except by using test scores, how well California schools were doing. To fill this information gap, California became the first state in the nation to establish statewide accountability standards to judge school performance. Since that time the Council of Chief State School Officers followed California's lead by establishing quality criteria to allow for national comparisons.

The statewide accountability program uses test scores, academic course enrollments, and other criteria to measure how schools are performing. The purpose of the program is to let educators determine the success of their schools, sustain support for the reform movement by demonstrating such success, recognize schools for their progress and achievements, and learn how to use available resources most effectively.

The following section describes the various components of the statewide accountability program.

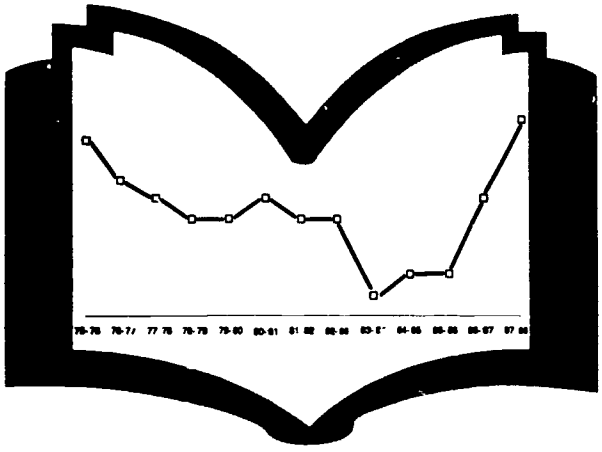
Performance Reports

Each California school receives from the State Department of Education an annual report, the *Performance Report for California Schools*, which describes the progress the school is making in several areas. The report also compares the school's performance with that of schools with similar student populations and schools throughout the state and includes performance targets for achievement.

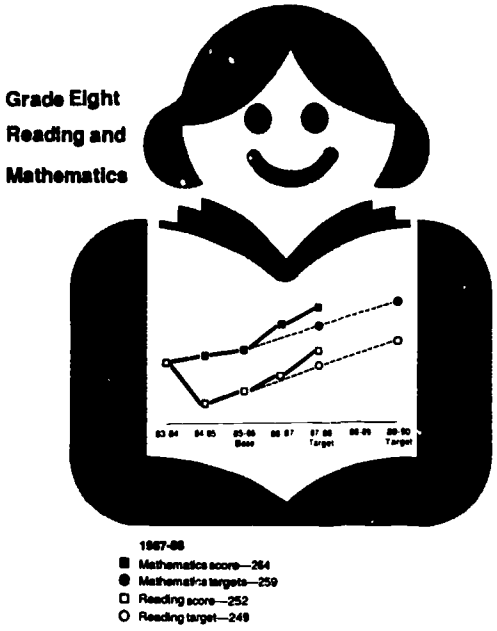
In addition, indicators developed by the school can include in-depth descriptions, on a school-by-school basis, of quantitative data and qualitative assessments. Schools provide information on the quality of the instructional program, nature of the learning environment, amount and quality of writing assignments and homework, and numbers and types of books read. Using the data provided in the performance report helps individual schools and school districts establish their own goals and devise strategies to reach them.

Since 1984, when the accountability goals were established, California's schools have made impressive gains. By 1987 many of the statewide averages were substantially ahead of the targeted goals. However, the 1988 accountability results

California Assessment Program Test Scores Are Improving



Grade Twelve Reading Scores Since 1975-76 (Equated to Scaled Scores)



cannot be compared directly with performance levels from previous years because a new grade twelve California Assessment Program test was administered in 1988 and improvements were made to course enrollment data collection forms. In addition, so many schools improved from 1984 to 1987 that it became increasingly difficult to make normative judgments. Thus, the second phase of the accountability program was established in 1988, with new statewide performance targets established until 1994.

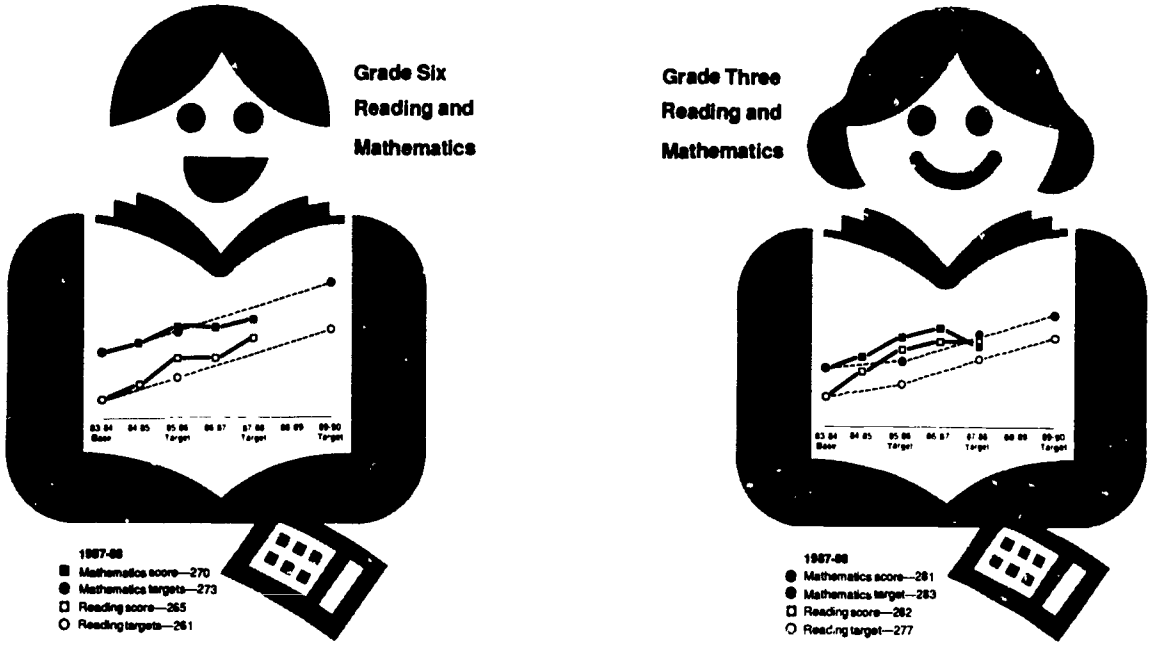
In addition, as a result of the passage of Proposition 98 in November, 1988, the Superintendent of Public Instruction appointed a task force to develop a model School Accountability Report Card. The report card will expand the existing performance indicators and contain information on a variety of school conditions, including student achievement, dropout rates, expenditures, class size, teacher assignment, textbook quality, student services, school safety, teacher evaluation and staff development, classroom discipline, and instructional quality. Proposition 98 requires each public school district to issue an annual School Accountability Report Card for each of its schools beginning in the 1989-90 school year.

California Assessment Program

California's curriculum for kindergarten through grade twelve sets high expectations for students; emphasizes active, cooperative learning; and requires students to solve problems, seek answers, and search for solutions. The curriculum changes necessitate a movement away from limited testing which focuses entirely on narrow component skills and reliance on objective multiple-choice formats. Instead, California Assessment Program (CAP) testing now incorporates problem solving, writing, science, and history; and other areas are being developed. CAP is a mandatory testing program for all California students in grades three, six, eight, and twelve. In the past five years, CAP has responded to educational reform efforts by revising existing tests and expanding statewide testing to additional grade levels and content areas.

CAP tests are developed by teachers and educational specialists from throughout the country who serve on content-area assessment advisory committees. The

California Assessment Program Test Scores Are Rising



CAP results are not reported for individual students but are aggregated to provide comprehensive average scores for schools and school districts.

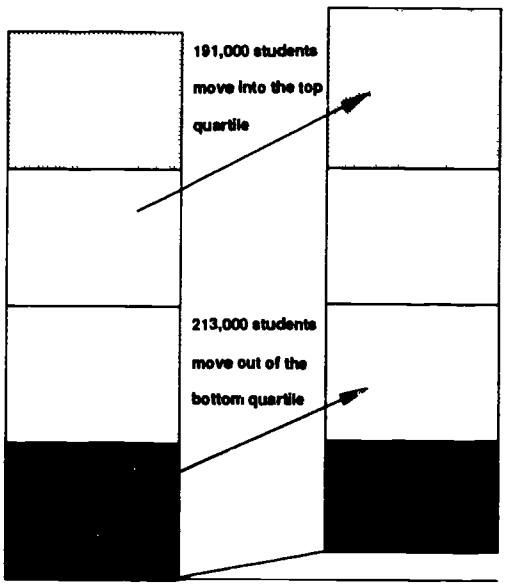
The process of upgrading CAP to provide the strongest possible support for California's new curriculum frameworks and guides intensified in 1988 as work began on revising tests in reading, written expression, and mathematics for grades three, six, eight, and twelve and developing comparable examinations for grade ten. CAP tests are also being developed in science and history–social science for grades six and twelve, and the history–social science test for grade eight is being revised.

The direct writing assessment, introduced for grade eight in 1987, was augmented in 1988 by a grade twelve writing assessment. This expansion of the writing assessment test is expected to reinforce the central role of writing in the curriculum, stimulate more instruction and student practice in writing, and supply more valid information to teachers about the strengths and weaknesses of their writing programs than traditional tests of knowledge about writing have provided.

In 1988 high school seniors earned the highest CAP reading scores ever. CAP's new twelfth grade mathematics test, with its emphasis on higher-level thinking skills and problem-solving ability, differs too much from the old test to permit sound equating. Future scores are expected to show continuing improvement in mathematics as they have in reading. CAP statewide scores for students in grades eight and six improved measurably over 1987, with average scores for eighth and sixth graders increasing in all areas due to growing emphasis on middle grade education. Although third graders performed at much higher levels than they did five years ago, their scores dropped slightly in writing and mathematics. (See charts above.)

Improvement in CAP scores is not limited to the better students; it is occurring across the board and for all ethnic groups. In 1983, the state's students were divided into quartiles of one million students each to help determine how students were progressing. Using the 1983 quartiles as a benchmark, about 191,000 students are now in the top quartile in mathematics who were not there in 1983, while 213,000 children have moved up out of the bottom quartile.

Over 200,000 Students Move Out of Bottom Quartile on CAP Tests; 191,000 Move Into Top Quartile



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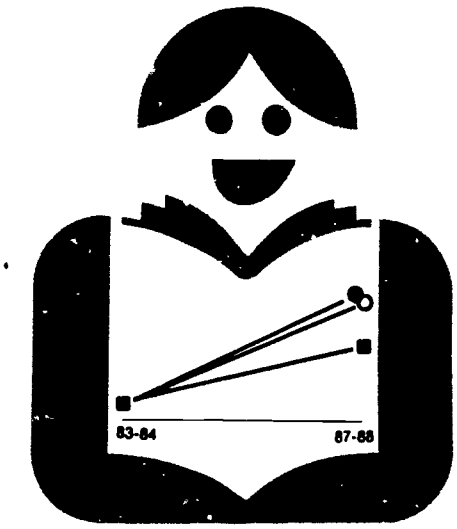
Quartiles

Top Middle Bottom

(Based on third, sixth, eighth, twelfth grade math CAP tests)

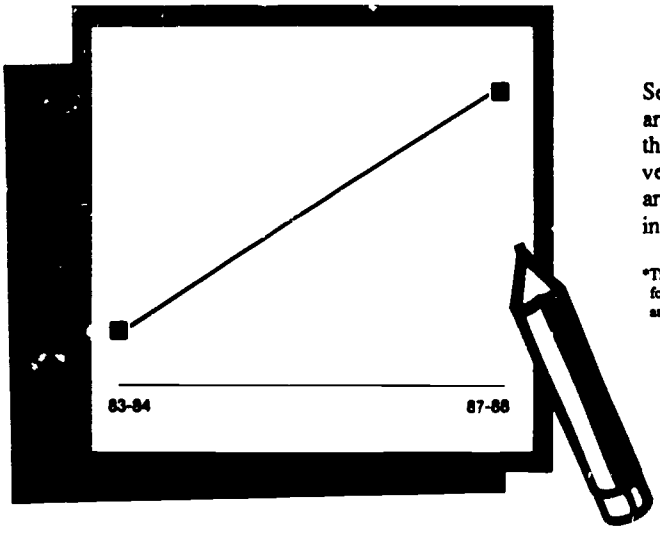
More High School Students Are Taking Tougher Courses



Before 1983 the only graduation requirement under California law was two years of physical education. Now, as a result of Senate Bill 813 (1983), California's sweeping educational reform legislation, all students must complete at least three years of English, two years of mathematics, two years of science, three years of social science, one year of fine arts or foreign language, and one semester of economics. As a result, far more students are getting a broader, richer education as enrollment in academic courses has risen. The increases are particularly dramatic in lower socioeconomic areas.

- Chemistry
- Physics
- Advanced Mathematics

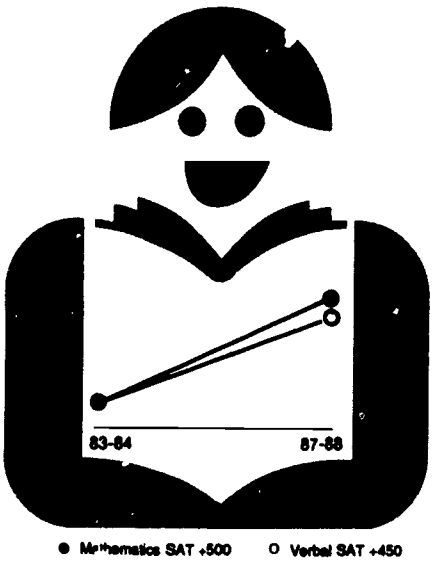
More Students Are Taking the SAT

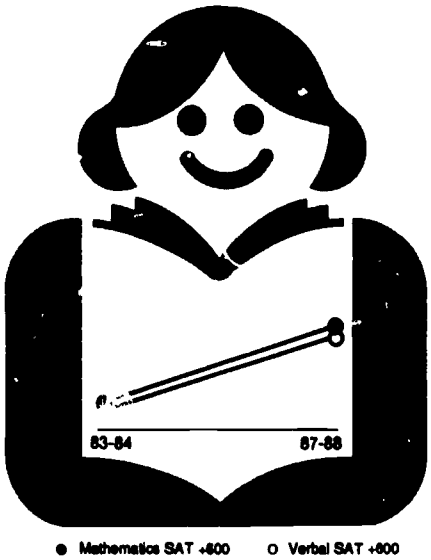


Seventeen percent* or 17,426 more students are taking the *Scholastic Aptitude Test* today than in 1983. At the same time, the average verbal score has increased from 421 to 424, and the average mathematics score has increased from 476 to 484.

*This percentage change, as well as the percentage changes on the following graphs, was calculated as a percentage of the size or rate as it existed in the 1983-84 school year

22.5 Percent More Students Have Good Scores on the Scholastic Aptitude Test





32 Percent More Students Have Excellent Scores on the Scholastic Aptitude Test

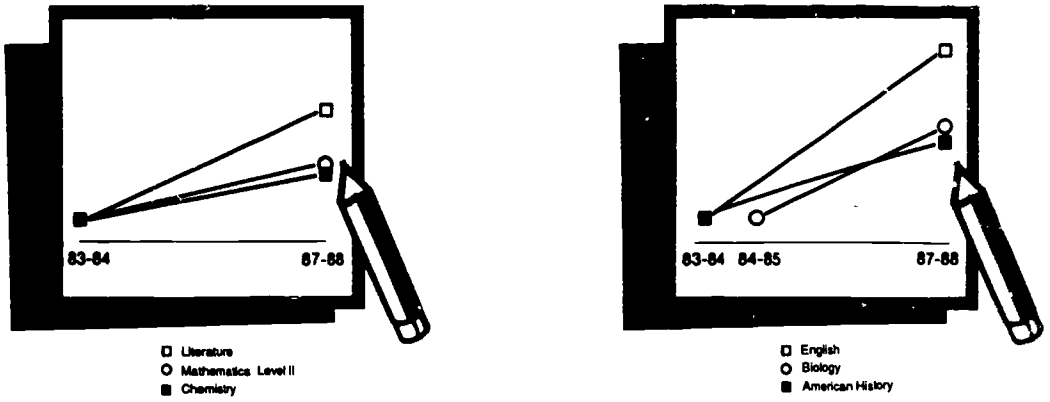
The number of students with higher-level skills is increasing dramatically. Students who score at or above 450 on verbal and 500 in mathematics are the students who will likely end up filling the most demanding jobs in our economy. The number of these high scorers has increased substantially—about 22 percent since 1983-84. An additional 32 percent more students are scoring over 600 on these tests.

Percent of California's Seniors with High Scores on SAT Is Growing and Significantly Greater Than in Rest of Nation

	1983–84	*1987–88*	*Percent of Change*	*1983–84*	*1987–88*	*Percent of Change*
Verbal						
Number of seniors	266,889	266,028		2,678,000	2,674,302	
Number scoring 450 or higher	41,425	50,108		408,171	480,788	
Percent scoring 450 or higher	15.5	18.8	21	15.2	18.0	18
Number scoring 600 or higher	6,639	8,700		70,479	83,035	
Percent scoring 600 or higher	2 5	3.3	32	2.6	3.1	19
Mathematics						
Number scoring 500 or higher	44,074	54,384		398,010	488,095	
Percent scoring 500 or higher	16.5	20 4	24	14.9	18 3	23
Number scoring 600 or higher	17,393	22,901		160,634	199,688	
Percent scoring 600 or higher	6.5	8 6	32	6.0	7 5	25

Although the number of high school seniors has remained about the same, the percentage of students scoring above 450 and 600 in verbal and 500 and 600 in mathematics is increasing in California and nationally. Progress in California is particularly impressive. The percentage of seniors receiving good or excellent verbal scores is approximately 4 percent higher in California than in the rest of the nation. In mathematics the percentage of students in California receiving good or excellent scores is 11 percent higher than in the rest of the nation.

Students Score Well on College Board Achievement Tests



Since 1983-84 there have been increases ranging from 19 percent to 100 percent in the number of students taking the difficult *College Board Achievement Tests* and scoring above 500. The percentage of seniors getting good scores of 500 and above has increased by 100 percent in literature, 50 percent in mathematics level II, 40 percent in chemistry, 40 percent in English, 23 percent in biology, and 19 percent in American history.

Incentive Programs

Business, community groups, and the educational community have joined together to recognize the accomplishments of California's outstanding educators and schools and to provide incentives.

School Recognition Program

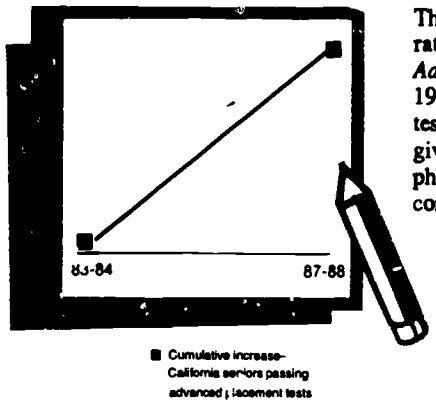
The State Department of Education established the California School Recognition Program to showcase outstanding educational achievement and to foster educational excellence. The annual program also helps to increase public awareness and provide support for those schools that deserve academic distinction. Elementary and secondary schools, recognized by the program in alternating years, serve as models for other schools seeking to improve and excel. In addition, schools chosen as California distinguished schools will advance to the U.S. Department of Education's National School Recognition Program competition.

In 1988 a total of 62 middle schools and 62 high schools were honored as California distinguished schools at the third annual awards ceremony. A comprehensive screening process, which took several months to complete, determined the winning schools. The first phase of the screening included a computer analysis of the California Assessment Program scores and other quality indicators for over 800 high schools and 1,000 middle schools. Those schools which ranked highest for performance and improvement on scores during the last three years were nominated.

Nominated schools then completed an extensive application designed to allow each school to detail the variety and strengths of its programs. The applications were rated by state and local educators. Next, a team of educators visited the schools that received high ratings on their applications. In 1987 a total of 245 elementary schools were similarly recognized.

In addition to honoring schools with all-around top test scores and academic improvement, the California School Recognition Program recognized achievements in other categories. High schools that demonstrated excellence through various quality indicators in the annual *Performance Report for California Schools*, such as a high percentage of students completing three years of mathematics, received Outstanding Achieve-

Rate of Seniors Passing Advanced Placement Test Increases by 92 Percent



There has been a 92 percent increase in the rate of seniors passing the *College Board Advanced Placement Examinations* since 1983-84. Students who pass these rigorous tests receive college credit. These tests are given in 24 subject areas such as biology, physics, French literature, music theory, computer science, and calculus.

ment Awards. These awards were given to high schools ranked in the top 5 percent of comparable schools having the highest performance on one or more quality indicators. High schools which ranked in the top 5 percent of schools having the greatest improvement on one or more quality indicators were also given certificates. These Outstanding Achievement Awards are provided by the State Department of Education through offices of county superintendents of schools each fall. Over 1,100 certificates were awarded to schools in 28 categories of outstanding achievement during the 1987-88 school year.

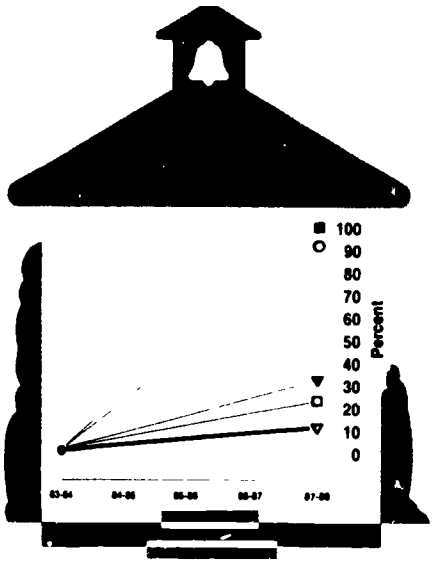
Seventeen exemplary special education programs, 11 vocational education programs, and two adult education programs were also recognized in 1988. These awards went to programs that supported the Department's mission and goals and to schools that showed positive results on their performance reports. In addition, the Exemplary People Award honored individuals who were not directly part of the public education system but have contributed significantly to its improvement. Certificates of recognition and commendation were also given to every California high school valedictorian and salutatorian.

Golden State Examination

The Golden State Examination (GSE) Program is a novel approach to motivation. The examination is not primarily a testing program but rather a vehicle to identify students worthy of being recognized for their academic accomplishments. The GSE provides capable students with an incentive to work harder and take more college preparation courses and motivates teachers to upgrade their teaching.

The Department has developed annual GSE end-of-course examinations in key academic subjects. District and student participation in the examination is voluntary. Students who achieve at the honors level are recognized by the state and their local school. In 1988 a total of 123,000 students took the tests in first-year algebra and geometry, a 28 percent increase from the 105,000 students who participated in the two mathematics tests in 1987. More than 47,000 of the participating students were recognized as Golden State scholars. As funding permits, the program will be expanded to include such subjects as U.S. history, American government, economics, English literature and composi-

Per Pupil Spending Goes up Just 11 Percent While Students' Test Scores Go Much Higher



Per-pupil spending in constant dollars has risen only 11 percent—or a little less than 3 percent annually—between 1983 and 1987. At the same time, educational productivity has risen at a much greater rate on a wide range of indicators, as the previous charts show. Few other industries can boast of such effective use of resources.

■ Seniors scoring above 500 on literature achievement test
○ Seniors passing Advanced Placement Test
▼ Seniors scoring 600+ on mathematics SAT
□ Seniors scoring 450+ on verbal SAT
▽ Spending per pupil

tion, health sciences, biology, chemistry, and foreign languages.

Educator Awards

The State Department of Education participated in the 1988 California Educator Award Program. Sponsored by the Milken Family Foundation of Los Angeles, the program awarded 12 educators $25,000 each for outstanding achievements.

The 1988 California Teacher of the Year Program gave $15,000 to an outstanding teacher. In addition, the three finalists in the competition received cash awards of $4,000 each, and the four semifinalists received $1,000 each. Funds for the awards were provided by the Teachers Management and Investment Corporation.

Fiscal and Management Accountability

The Department has initiated significant fiscal and management accountability efforts that allow educators, citizens, and lawmakers to understand better how funds for education are spent and that ensure that these funds are used wisely.

School Operations Improvement

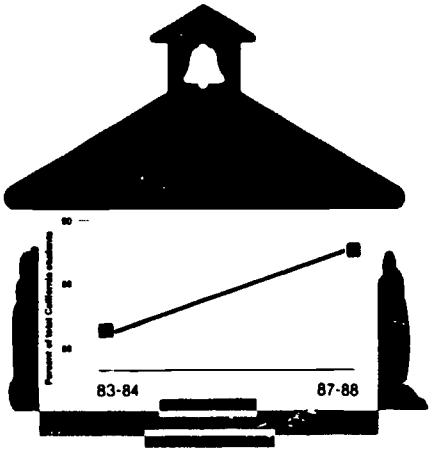
The Superintendent of Public Instruction formed the Committee on School Operations Improvement in 1988 to study how best to improve efficiency in the schools. The committee, composed of school administrators, business executives, and university faculty, is examining school business operations practices and will recommend ways in which schools can collaborate more effectively with other agencies and private businesses to improve productivity.

Cost of a Typical School

In 1988 the State Department of Education expanded its project to describe how California schools spend their funds. The expanded analysis is based on a successful 1987 project which examined the costs of operating a hypothetical California school.

Figures used in the original analysis were based on statewide totals prepared from reports submitted by school districts. The 1987 analysis revealed that 63 percent of the funds were spent for the classroom—for people who work daily

Almost 90 Percent of Our Students Now Go to Public Schools



Californians are demonstrating renewed confidence in our public schools. Almost 90 percent of our students—nearly 4.6 million—now attend public schools, and the percentage is rising.

with students and for books and materials; 31 percent, for other essential school site activities, such as building maintenance, food services, and transportation; and about 5 percent, for district and county office administration. The upcoming analysis will base its data on standardized information obtained from a sample of districts. In addition, the new analysis will provide more specific information, breaking down the costs of elementary schools, middle schools, and high schools in suburban, urban, and rural areas.

Another study conducted by the Department in 1988 reveals that the ratio of one administrator to 23 other personnel compared favorably with the private sector's administrator to personnel ratio.

Financial Management

Adequate management of school district financial resources is a vital element of fiscal accountability. It requires qualified administrative and business office staff, adequate technology and information, and a well-informed and conscientious group of fiscal policy decision makers. During 1988-89 the Department completed a number of activities designed to provide assistance in enhancing school district financial management and business practices.

In 1988 the Department cosponsored, with the Association of California School Administrators (ACSA), the California Association of School Business Officials (CASBO), and the California School Boards Association (CSBA), the second annual series of conferences for fiscal policy teams. These sessions, designed specifically for school board members, superintendents, and chief school business officials, focused on long-range fiscal planning, decision making, team building, and communication. The Department also worked with the California school leadership academies to provide fiscal policy team training through its network of 13 centers.

ACSA, CASBO, and CSBA have entered into joint ventures to provide additional in-depth training in various aspects of financial management for school board members, superintendents, and school district chief business officials.

The Department published the 1988-89 edition of the *Resource Guide: Conferences, Workshops, and Training Opportunities for District and County Business Office Staff*. The Department also prepared a report on the first statewide study of chief business officials employed in the California public school system.

In conjunction with the Statewide Microcomputer Advisory Committee, the Department conducted the first statewide study of microcomputer software used in school district administration, business, and personnel activities. The report of the study, *Microcomputer Software Use in School District Business Offices*, identifies available software and the software needed within school districts and offices of county superintendents of schools.

The new analysis will provide more specific information, breaking down the costs of elementary schools, middle schools, and high schools.

School-based Coordinated Programs

The Legislature has recognized that categorical programs need to be carefully coordinated to ensure that duplication of services is reduced and administration of special programs does not create excessive paperwork. In 1981 the School-Based Programs Coordination Act created an option to improve coordination of services in schools already receiving categorical funds. The funding sources allowed to be coordinated were the School Improvement Program, Economic Impact Aid, the Miller-Unruh Basic Reading Act, Gifted and Talented Education, and Special Education. Initially, schools across the state did not take advantage of the new legal flexibility granted by this legislation. Today, however, the trend has been reversed. Increased coordination of special programs is a positive trend. Students, particularly those receiving services from numerous programs, stand a much greater chance of receiving higher-quality education.

CURRICULUM

Upgrading the curriculum in our schools has been a primary goal of California's educational reform movement. Significant progress has already been made in revising course content, and efforts to further strengthen instructional programs continue in all subject areas. Several of the more significant accomplishments are highlighted in this section.

English–Language Arts

The 1988 adoption of instructional materials in English–language arts marked a major step in California's textbook improvement effort. As a result of this adoption, instructional materials are moving away from the inadequate, fragmented materials of the past to books that include meaningful literature.

The 1987 *English–Language Arts Framework for California Public Schools: Kindergarten Through Grade Twelve* called for a literature-based program for all students that gives attention to ethical, aesthetic, and cultural values; focuses on integrating all of the language arts—listening, speaking, reading, and writing; and incorporates writing as a key strategy. Publishers were encouraged to submit English–language arts programs that would guide students, through the study of literature, toward a deeper understanding of themselves.

Twenty-two publishers submitted 67 instructional programs with over 7,000 items. These programs were reviewed by panels of teachers, curriculum specialists, administrators, and library and media specialists from throughout the state. As the result of this scrutiny, 23 programs were adopted. However, all separate spelling programs were rejected because they failed to teach spelling in a reading and writing context.

Although all of the programs fell short of the framework model by various degrees, the newly revised and adopted programs have many strengths. The inclusion of a wealth of significant literary works and new cooperative learning activities and teaching strategies suggest movement toward rich language arts programs in which students acquire knowledge and skills as they listen, speak, read, and write about literature.

History–Social Science

The reform of history–social science instruction took a major step forward in

"The money is in computers and physics and chemistry and biology. And they want you out there. But you have to speak their language first, and the language is math."

Jaime Escalante
Garfield Senior High School, Los Angeles
Recipient of
1988 California Educator Award

1988 with the publication of the landmark *History–Social Science Framework for California Public Schools: Kindergarten Through Grade Twelve*. In addition, a first-time national history textbook forum brought together history scholars and publishers to illustrate the need for more challenging and comprehensive textbooks.

The framework calls for rewriting, expanding, and deepening the study of U.S. history. It focuses on literacy in ethics, civics, democracy, economics, and geography and the introduction of the concepts of character and morality. Approximately 4,000 educators have already received training in implementing the framework statewide.

In addition, the Superintendent of Public Instruction, the State Board of Education, and the Association of American Publishers sponsored the National History Textbook Forum in conjunction with the release of the new framework. The meeting demonstrated a national consensus for higher-quality history textbooks and illustrated the immediate need to provide more challenging and comprehensive textbooks.

Mathematics

In 1986 the State Board of Education rejected the mathematics instructional materials submitted for adoption and gave the publishers participating in the process one year to align their materials with the *Mathematics Framework for California Public Schools: Kindergarten Through Grade Twelve*. By the end of 1987, the six kindergarten through grade eight series that were adopted contained a number of new lessons designed to engage students in exploring mathematics rather than merely following procedures spelled out in books. In these lessons students are directed to use manipulative materials and often to work cooperatively in groups. School districts began using these revised materials in 1988.

The Department also hosted an invitational conference on elementary mathematics education, bringing together publishers, representatives from other states and professional organizations, university mathematics educators, and the members of the newly appointed Mathematics Framework Committee. The agenda focused on the challenge of designing and installing new elementary mathematics programs in the schools by the mid-1990s.

At the high school level, new empha-

sis was given to the development of instructional materials for use in Math A, a course recommended in the framework as a replacement for both general mathematics and prealgebra courses. Because no generally suitable textbooks are available for this course, an alternative source of materials is of critical importance so that more schools can implement a high school mathematics course well suited to today's needs.

Science Safety

Laboratories are an essential part of good programs in science and vocational education. In addition to improving students' understanding of basic concepts, laboratory activities and demonstrations allow students to learn the processes and teachings of sound research. The need for high-quality science instruction goes hand in hand with the need for a safe classroom laboratory environment for our students.

To help create this environment, the State Department of Education established a Science Safety Project to improve school safety in the science laboratory. As part of this project, 17 science safety seminars were presented in 1988,

High-quality science instruction goes hand in hand with a safe classroom.

and the *Science Safety Handbook for California High Schools* was published. The handbook, featuring the latest technical information on laboratory safety in chemistry, biology, and physical science, has received national acclaim.

To facilitate the collection of outdated chemicals and other hazardous wastes, the Department arranged a unique, low-cost agreement with the Industrial Technology (IT) Corporation in collaboration with the Department of Health Services. Under the agreement approximately 700 schools were able to dispose of over 500,000 pounds of unwanted chemicals at 40 percent to 60 percent of the normal disposal fees. This joint venture, participated in by state agencies, the IT Corporation, and the schools, resulted in two-thirds of the high school districts being

"We are living in an electronic village, and the educational community is just beginning to face up to that. We can't stand still and settle for what we've got. We need to bring the latest technologies into the classroom if we are going to have an impact on the kids of today."

Charlie Koepke, Director
Model School Technology Grant
Upland Junior High School

able to certify compliance with legislative guidelines. The Department will continue to assist the other one-third of the high school districts in attaining compliance and will enforce the state mandate that districts certify compliance.

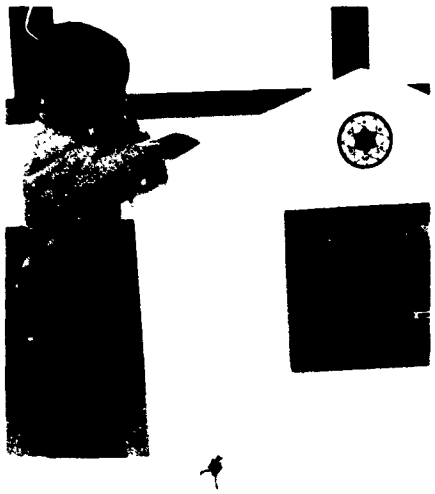
Foreign Languages

To realize its economic potential, California needs adults who can communicate in the international marketplace. To reach this goal, the Department began planning the Foreign Language Initiative to coincide with the release of the new *Foreign Language Framework for California Public Schools: Kindergarten Through Grade Twelve* in 1989. The framework will highlight the benefits of preparing students to communicate effectively with individuals from other cultures who speak other languages. The framework poses a challenging goal for the public schools to "develop students who can communicate effectively and with appropriate cultural sensitivity in at least one language in addition to their native language."

The initiative's purpose is to inform the public about the importance of developing in our students an awareness of other nations and cultures; encourage students to study foreign languages throughout their schooling; promote the establishment of foreign language programs in elementary schools; and encourage schools to teach languages not commonly taught. Representatives of foreign governments, numerous professional organizations, and the business community are working with the Department on the initiative.

Model Technology Schools

The integration of computer-based technology with classroom instruction is essential for bringing our schools into the twenty-first century and preparing our students for their future role as citizens and leaders. The Model Technology Schools Program, which gives students and teachers the opportunity to integrate the use of computers in the curriculum, completed its first year of operation in 1988. After a highly competitive selection process, five sites (Alhambra, Cupertino-Fremont, Los Angeles, Monterey, and Sacramento) were given $500,000 each in seed money. Participating in each project are two to four schools that are diverse in student ethnicity, school organization, instructional strategies, and type of technology configuration.



One of the major reasons for funding this program was to create models for the use of technology and to study the impact this use has on learning and other aspects of education. The new learning environment created by the infusion of technology into the classroom calls for instruction to move away from formal, teacher-centered learning with textbooks and toward student-centered learning and opportunities to learn by doing. Educators can visit the sites and adapt the projects to meet needs at their own schools.

Arts Education

The State Department of Education adopted major new recommendations in 1988 to strengthen arts education in the schools. These recommendations, made by the Superintendent of Public Instruction's Arts Education Advisory Committee, resulted from a unique partnership between the Department and the Getty Center for Education in the Arts, an entity of the J. Paul Getty Trust.

The recommendations are part of a new national focus on improving arts education in the classroom. Specifically, the committee recommended that the state's educational community (1) adopt a policy to support education in the arts; (2) support and develop training in the arts for both teachers and administrators; and (3) expand the state testing program to include visual and performing arts. Work will begin in 1989 on implementing the recommendations.

Health and Nutrition

The ability of students to perform successfully in the classroom is directly related to their physical well-being. In 1988 the State Department of Education placed an increased emphasis on encouraging health education and nutrition education in the schools.

Healthy Kids, Healthy California

The Healthy Kids, Healthy California Initiative will be launched early in 1989 to improve the health and well-being of students in kindergarten through grade twelve. The comprehensive program is designed to (1) guide students in adopting healthy lifestyles that will benefit the students now and for the rest of their lives; (2) address all aspects of students' physical, mental, emotional, and social health; and (3) draw on the support of parents, students, and school staff, local

medical services, businesses, and the community.

Healthy Kids, Healthy California will provide the structure for schools, in partnership with parents and the community, to educate students about such topics as AIDS and other sexually transmitted diseases; teenage pregnancy; suicide; eating disorders; drug, alcohol, and tobacco abuse; and prevention of accidental death or injury. Through this statewide campaign, information will be distributed to inspire educators, parents, and communities to begin planning their own programs.

The Superintendent of Public Instruction has also established an AIDS advisory committee and a drug advisory committee to guide policies regarding education in those areas. The activities of both groups are collaboratively planned, and the committees share a common goal of emphasizing comprehensive health programs in California schools.

Child Nutrition

By eating well-balanced meals, children can help themselves to attain optimal physical and intellectual development. But to do so, they need guidance in acquiring the knowledge required to make wise food choices. Child nutrition programs can improve the children's dietary habits by reinforcing what the children have already learned about eating healthy foods. The State Department of Education's goal is to improve the quality of school meals and promote model nutrition programs at schools.

The nutritional quality of school meals must be evaluated periodically to assess whether the best possible choices of food are available. To help child nutrition personnel focus on the nutritional quality of their menus, the State Department of Education disseminated the *Meal Quality Self-Assessment Instrument for School Nutrition Programs*, a self-evaluation tool designed to identify the nutritional strengths and weaknesses of meals served to children. A key element of the assess-

ment instrument is an action plan for improving nutritional quality that encourages food service directors to outline strategies for improving their programs. Criteria for assessing the quality of meals can be found in *Dietary Guidelines for Americans*, published by the U.S. Department of Health and Human Services, and in publications related to child nutrition programs sponsored by the U.S. Department of Agriculture.

The State Department of Health Services and State Department of Education plan to release a life-cycle food guide in 1989. This guide will contain recommendations for children's diets, including advice on intake of fat, sodium, and fiber. School nutrition program directors will be encouraged to follow the guide's recommendations.

TEACHING

Good teachers are the key to the future success of California's educational reform efforts. Ultimately, teachers have the power to transform a vision of excellence—higher academic standards, stronger civic and ethical values, and renewed enthusiasm for learning—into a reality for the state's 4.6 million schoolchildren. For this reason it is crucial that California continue to attract, inspire, and retain high-caliber instructors.

California will need at least 160,000 new teachers during the next ten years. To meet this need, the State Department of Education, working with the state's institutions of higher education, continued its A Class Act: Be a Teacher public awareness campaign to inform high school and college students of the rewards and opportunities in teaching. In addition, the Department supported local teacher recruitment efforts and Reach for the Power: Teach, a national teacher recruitment campaign. The result of these efforts has been a growing interest in teaching. Students are applying for admission to teacher education programs in greater numbers than at any other time in recent history, and teacher education programs at all California State University campuses are expanding to meet the new demand.

The State Department of Education is dedicated to ensuring that these new teachers and all other teachers get the strong support and training they need to inspire young people and teach the rigorous new curriculum. California must invest in its teachers in the same way a private corporation invests in its employees. Among the programs and training centers contributing to this effort in 1988 were the Mentor Teacher Program, the California New Teacher Project, the New Teacher Retention Project, Comprehensive Teacher Education Institutes, and the Bilingual Teacher Training Program.

Mentor Teacher Program

The Mentor Teacher Program, now in its fifth year, encourages and rewards exemplary teaching and provides staff development for new and experienced teachers. The program allows teachers to work together on common instructional issues and to assist one another in promoting student learning, school improvement, and enhanced professional status.

School districts have broad latitude in designing, implementing, and evaluating

their individual mentor programs to meet their needs most effectively. They may designate up to 5 percent of their permanent classroom teachers as mentors. Approximately 10,563 teachers were selected as mentors in 1988.

Mentor teachers are selected by committees composed mainly of teachers, are not required to hold administrative or other service credentials, and are prohibited from evaluating other teachers. Each mentor teacher receives a $4,000 stipend. In addition, districts receive $2,000 per mentor to offset the costs of mentor selection and training, purchase materials and equipment, and provide release time so that the mentor teacher can work with other teachers.

On a long-term basis districts are being asked to plan the future direction of their mentor programs (1) as part of a larger strategy for building teacher leadership, responsibility, and collegiality; and (2) in support of curriculum improvement, staff training, and opportunities for all students to receive a comprehensive curriculum.

"My mentor was great. She should now receive her halo and wings!"

Maureen Terry, Teacher
College Park Elementary School, Irvine

California New Teacher Project

About 16,000 teachers are credentialed by the state each year. Nearly half are teaching for the first time, and the other half are new to California. Of the first-time teachers, 50 percent will leave the profession within five years, according to national studies.

The California New Teacher Project is one of several pilot efforts intended to discover what strategies best prevent the attrition of new teachers. These strategies include staff development during a teacher's initial years in the classroom

"I was on my way out, looking for some other work. But today, with the help of my school and the new teacher retention program, I am thrilled to go to school each day. It is challenging, fulfilling and exciting."

Cynthia Morales, Bilingual Teacher
Sherman Elementary School, San Diego

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and more comprehensive approaches to testing for credential requirements. The project is coadministered by the State Department of Education and the Commission on Teacher Credentialing (CTC).

Fifteen local projects were chosen to pilot-test different means of increasing the retention and effectiveness of new teachers. Each project is unique. Some encourage new teachers to work one-on-one with an experienced or mentor teacher; others have new teachers work with a support team that includes an experienced teacher, a college or university faculty person, and other new teachers.

The Department and the CTC are also contracting for an assessment firm to pilot-test different approaches to the assessment of new teachers. Such approaches would extend the current reliance on multiple-choice examinations to a broader performance assessment. A multiyear evaluation of the project will appraise how successfully the project increased teacher retention, effectiveness, and satisfaction and reduced new teacher isolation by building collegiality and encouraging the commitment of new teachers to professional development and lifelong learning.

New Teacher Retention Project

The State Department of Education and the Office of the Chancellor, California State University, also received funds to expand two projects that support new teachers in inner-city schools. The two new teacher retention projects, in San Diego and in the Hayward-Oakland area, retained 90 percent of their first-year teachers after one year; and 82 percent of the teachers returned to teach in inner-city schools.

Five types of support are provided. Each new teacher is paired with an experienced teacher; given release time to work with experienced teachers; enrolled in seminars on teaching in the inner city; provided access to a university consultant on course content or methodology; and given a stipend for classroom materials. During the 1987-88 school year, a total of 80 teachers participated in the two projects. In 1988-89 two new projects were added, one in San Francisco and the other in Los Angeles. The four projects will serve 300 to 400 new teachers at a cost of $1,667 to $2,500 per teacher.

Comprehensive Teacher Education Institutes

Revitalizing teacher preparation programs is critical to the continued improvement of the teaching profession. Academic, professional, and practical experiences must be developed and linked by institutions of higher education and the public schools to ensure that prospective teachers are prepared adequately to teach a diverse student population.

The purpose of California's Comprehensive Teacher Education Institutes is to reform teacher preparation programs over a four-year period through partnerships between school districts, university and college academic departments, and schools of education. The three work cooperatively to redesign and strengthen teacher preparation programs so that graduates are well prepared to teach in diverse classroom settings. During the 1988-89 school year, as many as four new institutes will be identified.

Results of the institutes include more practice-teaching experiences in multicultural settings; more field experiences for prospective teachers early in their training; and more communication between school districts and universities.

Bilingual Teacher Training Program

The Bilingual Teacher Training Program helped nearly 2,000 classroom teachers during 1988 to improve their teaching methods, cultural understanding, and second-language capability at 11 California sites. In addition, special intensive summer bilingual training institutes enabled teachers to receive bilingual certificates of competence.

Although many teachers have received training, the gap between the number of limited-English-proficient students and the number of teachers prepared to serve their special needs continues to widen. Aware of this increasing need, the Legislature in 1988 authorized a study of the Bilingual Teacher Training Program to determine the costs of various approaches to such training efforts, document their characteristics, and develop different strategies for training teachers of limited-English-proficient students.

UNDERREPRESENTED STUDENTS IN COLLEGES

Students from low-income families and from certain ethnic groups, notably blacks and Hispanics, are underrepresented in our colleges and universities. This pattern is evident throughout the nation and has particularly serious consequences in California, where the total ethnic student population now constitutes the majority of public school students.

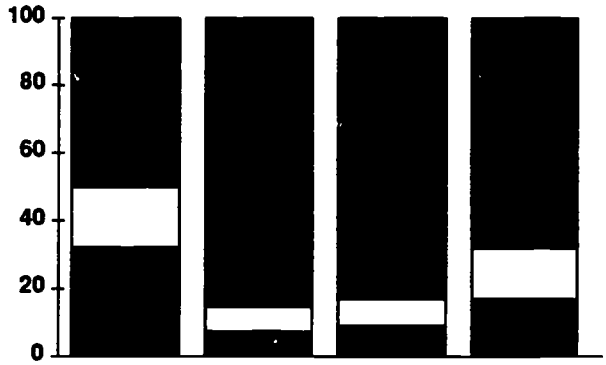
During the 1987-88 school year, the State Department of Education launched a major new effort to make college preparation for all populations of students a priority for California schools. The Superintendent of Public Instruction appointed an Advisory Committee on College Preparation of Underrepresented Students to develop strategies to increase the number of low-income and ethnic students who will be eligible for admission to a college or university and, once admitted, will go on to graduate. As part of this effort, the Department is working to set targets for improving the college eligibility of underrepresented students. These targets will appear in the annual performance reports for high schools.

Publications and training packages are being developed to raise the level of awareness and commitment of school staff regarding college preparation for all populations of students. Schools will be urged to engage in a planning process to include setting college enrollment goals, providing appropriate staff development, and incorporating effective practices.

More than 1,600 California students were enrolled during 1988 in nine pilot projects geared toward increasing the number of ethnic and low-income students who attend college. Created in 1985 by Assembly Bill 2321 (Tanner), the projects offer college preparatory core curriculum courses that prepare students for taking the *Scholastic Aptitude Test (SAT)* and the *American College Test (ACT)*, field trips to neighboring universities, special tutorials for students, and evening workshops for parents. The projects showed impressive results in 1988. For example, in the Long Beach program, one-half of the senior class took the *SAT* and scored an average of 140 points higher than last year's senior class; and in a San Francisco program, the number of students taking the *SAT* increased by almost 100 percent.

The Department also initiated two regional partnerships (in Long Beach and

College Eligibility Rates of State's High School Graduates, 1986



	Asian	Black	Hispanic	White
■ Ineligible for admission	50.0%	89.2%	86.7%	68.4%
□ Eligible for CSU admission	50.0%	10.8%	13.3%	31.6%
■ Eligible for UC and CSU admission	32 8%	4.5%	5 0%	15.8%

San Diego) in collaboration with school districts, colleges and universities, and the Intersegmental Coordinating Council, whose mission is to improve coordination among the various segments of kindergarten through grade sixteen education in California. These partnerships established incremental targets for improved college eligibility and college graduation rates of underrepresented students. Incorporating many of the effective practices of previous programs, the partnerships are examples of the institutional commitments and collaborative agreements needed to make significant progress.

The total ethnic student population now constitutes the majority of public school students.

PARTNERSHIPS

Partnerships take on many shapes in California's educational reform movement. Representatives from schools, law enforcement and other government agencies, business, and the community have joined together in a variety of innovative programs to enhance our schools. A few of these partnerships are described here.

Middle Grade Reforms

Middle grade reform efforts are well under way with the formation of the California Regional Networks of Foundation and Partnership Schools, a project committed to state-of-the-art middle grade education.

A total of 115 schools have made a commitment to become state-of-the-art middle schools over the next three to five years. They are working together to implement the recommendations of the 1987 State Department of Education's Middle Grade Task Force report, *Caught in the Middle: Educational Reform for Young Adolescents in California Public Schools.* The 105 partnership schools and ten foundation schools, selected in a competitive application process in 1987, are grouped into ten networks with nine to 11 partnership schools and one foundation school per region. At the beginning of the project, a three-day symposium with over 400 participants was held to organize the networks and develop plans for the 1988-89 school year. Major funding for the development of the ten networks was received from the Carnegie Corporation and the W. K. Kellogg Foundation.

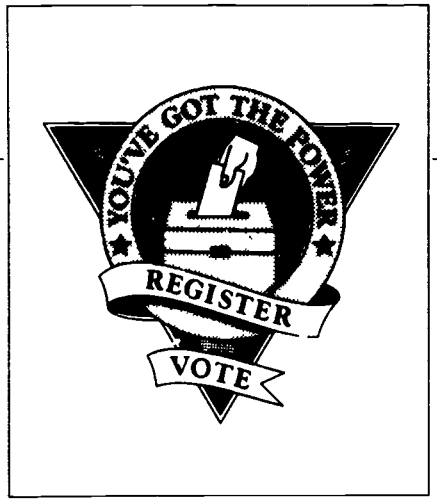
Parent Involvement Initiative

A critical component of effective schooling is parent involvement. Research has shown that students learn better if, in addition to receiving a good instructional program, they have the support of parents and other adults. In 1988 the Department formed a Parent Involvement Steering Committee to draw on the expertise of nationally recognized researchers, California educators, and PTA representatives. The committee developed a parent involvement initiative that includes a statewide policy and a five-year plan of action. The policy demonstrates the state's commitment to encouraging parental involvement in education and points out the link between that involvement and student achievement.

School/Law Enforcement Partnership

Providing safe campuses for students is a vital concern that demands the cooperation of educators and law enforcement personnel. Begun as part of an interagency agreement and then authorized by legislation in 1985, the School/Law Enforcement Partnership was formed between the State Department of Justice and the State Department of Education. The partnership focuses on providing a safe, secure, and peaceful environment in school and encouraging students to attend school regularly and be good citizens.

The partnership's goals include keeping more students in school and reducing substance and alcohol abuse. The partnership sponsored two annual regional conferences and assisted school and law enforcement and other agencies, through a 120-member resource cadre, in improving attendance; reducing school violence, vandalism, truancy, substance abuse, and dropout rates; and encouraging good citizenship. In addition, the partnership funded the development and distribution of a guide to assist local educational agencies in developing safe school plans and helped 25 school districts establish a peer training program for middle grade students to reduce school crime.



You've Got the Power Campaign

One of the greatest challenges in education is to instill strong civic and ethical values in students. Toward this end the State Department of Education initiated a partnership with the California Secretary of State's Office to launch a nonpartisan voter education and registration awareness campaign in California schools—You've Got the Power: Register and Vote!

National statistics underscore how most newly eligible high school students feel about voting: *Four out of five students do not vote*. The goal of the You've Got the Power campaign was to begin turning this devastating reality around in California. The Department set aside specific weeks in the spring and fall of

"When you grow older, you need to have someone close to you. The same is true for children. They need us, I think, as much as we need them."

Frida Rotman, age 73
Hancock Park Elementary School,
Los Angeles
Volunteer,
Intergenerational School Program

1988 for parents, teachers, and staff to encourage students to understand the principles of civic responsibility by talking about democracy and registering to vote.

During the campaign approximately 50,000 high school students registered to vote for the first time—twice as many as had registered for the previous presidential election. Voter education and registration programs were initiated in hundreds of California high schools, and voter education was offered in many middle and elementary schools. To achieve its objectives, the campaign coordinated the efforts of 38 cosponsors, such as the League of Women Voters of California and the California Parent Teachers Association. The campaign was publicized through news conferences, T-shirts, posters, newsletters, a brochure for teachers, appearances by young celebrities, and public service announcements on television.

You Can Shape the Future Program

The Department launched an intergenerational education program in 1988 to recruit California senior citizens to assist in educational reform efforts by becoming classroom volunteers. The program, You Can Shape the Future—Volunteer in Our Schools! encourages older adults to share their wisdom and knowledge with students. The purpose of the campaign is to (1) recruit qualified seniors to volunteer at their local schools; and (2) prepare principals and teachers to employ the skills of the volunteers.

The school community is beginning to look to older adults, with their lifetime of experience and expertise, as important resources for strengthening the state's educational program. Students thrive on the individual attention provided by the seniors, and seniors benefit from sharing their experiences and remaining active, contributing members of the community. In addition, older volunteers can give children individualized instruction and attention, thereby allowing teachers more teaching time.

Eleven California school districts operated state-funded intergenerational education pilot programs in 1988. In addition, many districts without state funding assistance successfully integrated the services of older volunteers in their school programs.

CHILD DEVELOPMENT

Quality care for the estimated two million California children who need it is a crucial concern for the State Department of Education. The future physical, emotional, social, and intellectual development of these children depends on the state's success in ensuring that high-quality child care is available.

The growing need for child care offers a unique opportunity to provide a nurturing environment for millions of young California children during their most formative years. A growing body of evidence demonstrates the importance of early experiences that build on children's unique attributes and promote psychological and social well-being and school achievement.

During 1988 the Department continued to provide resources and services that promote a safe and caring environment for children being cared for outside the home. Over $320 million was administered by the Department to provide services to children and their families through 18 programs. Other activities included the following:

- The Department published the report of the School Readiness Task Force, *Here They Come: Ready or Not!* The task force recommended sweeping changes in methods of teaching children four through six years of age. Recommendations included a call for developmentally appropriate curriculum and teaching practices; reduced class size; staff training; a change in assessment methods; full-day options; improved links between public school programs and child care; parental involvement; elimination of work sheets and dittos; and an increased use of manipulative materials, such as blocks, paints, and objects to sort and count.
- The Infant/Toddler Media Training Project continued in its second year to develop quality training materials for infant/toddler caregivers through the use of audiovisual technology. The project developed four training videos in three languages (English, Spanish, and Chinese); four video magazines; four curriculum guides; an annotated guide of audiovisual training materials; and a handbook outlining goals for directors and caregivers in infant/

toddler programs. Pilot programs were established with Child Action, Inc. (a private, nonprofit children's advocacy organization), the Pomona Unified School District, and the Office of the Stanislaus County Superintendent of Schools to test the effective use of these materials.

- Program quality review instruments were developed for programs serving school-aged latchkey children, teenaged parents, and infants and toddlers.

"Most of what I really need to know about how to live, and what to do, and how to be, I learned in kindergarten. Wisdom was not at the top of the graduate school mountain, but there in the sandbox at nursery school."

Robert Fulghum
Author, *All I Need to Know I Learned in Kindergarten*

The existing program quality review document for preschool programs was also revised to make the compliance process more equitable. In addition, efforts continued to secure a permanent cost-of-living adjustment for child development programs and expand programs for latchkey children, preschool programs for four-year-olds, and services to pregnant and parenting teenagers to enable them to graduate from high school.

BILINGUAL EDUCATION

Almost one in four California public school students comes from a home in which a language other than English is spoken, with most of the students being enrolled in the early elementary grades. The number of limited-English-proficient (LEP) students in public schools in 1988 was approximately 652,000, an increase of 6 percent over 1987.

Helping all children to communicate and eventually to learn in English is a major challenge facing educators. The State Department of Education continued to address the increasingly important task of ensuring that LEP students are provided with educational programs that meet their unique needs.

Sunset Legislation

During 1988 the Department focused on helping school districts adjust to the "sunsetting" of the Bilingual Education Act while it worked to reinstate and improve the Act. The sunset legislation did require that the general purpose and intent of the Act be continued. As a result, school districts are still obligated to provide instructional services in English language development and the core curriculum.

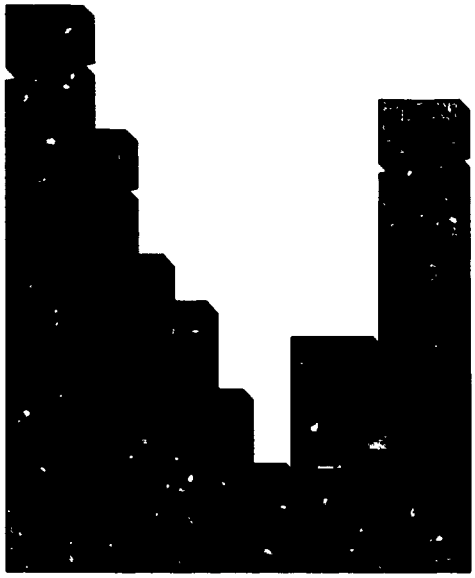
Technical Assistance

The Department was also instrumental in providing school districts with technical assistance in obtaining federal bilingual education funds. In 1987-88 districts received approximately $25.5 million in Title VII grants for improvement of instruction. Of this amount $3.3 million was allocated for new grants and $22.2 million for continuation or renewal grants. California received approximately one-third of the nationally allocated funds.

New Publications

In 1988 the Department published the Pilipino/English edition of the *Handbook on California Education for Language Minority Parents*. And in collaboration with the Office of the Los Angeles County Superintendent of Schools, the Folsom-Cordova Unified School District, and the

Enrollment of Limited-English-Proficient Students, Kindergarten Through Grade Twelve, by Language Group, 1988



Multifunctional Resource Center (South) in San Diego, the Department helped to develop other documents: *Let's Learn Cambodian* (Volume 3); *English-Khmer Bilingual Glossary of School Terminology; Handbook for Teaching Hmong-Speaking Students; English-Hmong Bilingual Glossary of School Terminology; Introduction to Indochinese Cultures; The Indochinese and Their Cultures;* and the *English Bilingual Glossary of School Terminology.*

The Department and the Superintendent of Public Instruction's Asian-Pacific Islander Task Force also began work on a review of Asian-Pacific Island literature and on a position paper to guide Department policy regarding the schooling of Asian-Pacific Island-language students.

Immigration Reform and Control Act

California has the largest number of eligible legal aliens (ELAs) in the nation. More than 1.3 million ELAs have registered to become legal residents in California under the Immigration Reform and Control Act (IRCA) of 1986, which gives undocumented aliens an opportunity to attain legal status and the right to remain and work in the United States. The State Department of Education worked in 1988 to expand educational opportunities and services to help these aliens secure the education and training they need to realize their full potential as U.S. citizens. Instruction in English as a second language and courses on citizenship education are priority educational needs for ELAs. A total of $351 million in federal funds has been allocated to California to fund IRCA-related education programs over the next five years.

MIGRANT EDUCATION

Migrant education provides supplementary instruction to 135,000 California students whose education is frequently interrupted because their families relocate to seek agricultural work. Historically, migrant students have had limited academic success and are more likely than any other group in California to drop out of school. The State Department of Education is working to alleviate some of the problems associated with moving from school to school.

Approximately $8. million was allocated to migrant education to provide supplemental instruction. Funding was distributed for day care, instruction, health, identification and recruitment, parent participation, administration, and staff development. Some of these funds have been awarded to migrant programs for assessment. The programs, designed to meet critical migrant education needs, deal with language acquisition, elementary counseling, extended-day schooling, educational technology, parent and staff training, work-study skills development, and high school graduation.

During 1988 the State Department of Education, in cooperation with 18 regional migrant education offices, developed strategies to assist schools in improving their programs. Resource centers, established in conjunction with each regional office, provided in-service training programs and information regarding successful California migrant programs. Summer programs extended the migrant students' learning process through outdoor education, home tutoring, leadership training, and the use of individualized learning packets.

Parent involvement in migrant education is also critical. Regional parental advisory councils make recommendations on program evaluation, selection and assignment of staff, and goals and objectives for local migrant education programs.

More than 30 migrant parents served on a parental advisory committee that provides guidance to the State Department of Education. In 1988 this group conducted an annual parental training conference, which included classes and workshops on helping migrant parents understand migrant education programs and services. Training was provided to encourage parents to become involved in their children's education.

All migrant programs also include a significant health component. Over 60,000 children were screened in 1988 for dental and medical problems. Those students with health problems were given help with transportation, counseling, and financial matters.

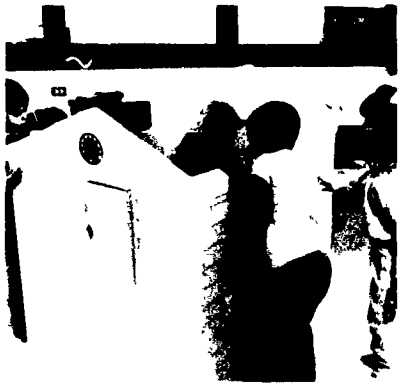
CAREER-VOCATIONAL EDUCATION

Dramatic changes in technology, the job market, and demographics demand that all students be helped to build a strong academic foundation as the twenty-first century approaches. Toward this end career–vocational education must be joined in partnership with academic instruction to provide a student's total educational experience.

The mission of career–vocational education is to ensure that students can start and advance in a chosen career. They must participate in quality programs that reinforce the core curriculum and are well planned, coordinated, and articulated and are sequential at all levels.

The following major events related to career–vocational education occurred duri[illegible] 1988:

- The model career–vocational education curriculum standards and frameworks, developed with assistance from



over 2,000 educators and representatives from business and industry, were tested, refined, and approved. They are being implemented in a large number of California schools.

- Part I *(Policy Directions)* of the new *California Plan for Career–Vocational Education* was developed cooperatively by the Department and the Chancellor's Office, California Community Colleges, with assistance from interested public and private organizations and entities. *Policy Directions* will be published in 1989.
- Special efforts are under way to make the policy directions an integral part of the curriculum for the California State Leadership Academy, which trains school administrators.
- A process for the voluntary certification of career–vocational education programs is being developed. It will

be based on the successful implementation of the career–vocational education quality criteria and model curriculum standards and frameworks. Once the process is in place, a statewide quality indicator will be considered to measure an increase in the number of certified programs.

- The continued planning, development, testing, and implementation of 24 curriculum-based 2+2 types of programs (two years of high school plus two years of community college for a total of four years of education and training) and 2+2+2 programs (same as 2+2 but with the addition of two years of college for a total of six years and leading to a degree) were pilot-tested in projects funded jointly with the Chancellor's Office, California Community Colleges.
- Over 14,400 local educational and business and industry personnel participated in in-service training activities dealing with all aspects of the new directions for career–vocational education and the upgrading of educational, professional, and technological skills.

Over 14,400 local educational and business and industry personnel participated in in-service training activities dealing with career–vocational education.

SPECIAL EDUCATION

In 1988 the State Department of Education made further progress toward its goal of educating California's growing population of students with exceptional needs so that the students will have opportunities to become productive members of society when they complete school.

Since the implementation of the *California Master Plan for Special Education* in 1975, public schools and parents of students with special needs have been encouraged to see that each child's education should be based on that child's needs rather than on a disability. California has continued to emphasize that goal while emphasizing the importance of providing handicapped students with social and academic opportunities for interaction with nonhandicapped peers.

The State Advisory Commission on Special Education and the State Board of Education updated the master plan in 1986 to ensure a continuing relationship between regular and special education programs. All state and local educational agency plans now emphasize providing a quality education appropriate to a student's needs while ensuring instruction in the core curriculum. In addition, in 1988 a statewide evaluation process was developed to assist in planning California's future special education needs.

Infant and Preschool Education

California's infant and preschool programs provide special education and related services to youngsters with exceptional needs until the children are five years old. Major initiatives were recently enacted to ensure early intervention for handicapped children. One initiative was the state's participation in the new federal handicapped infant/toddler program, which addresses the special education needs and other related needs of these children through an interagency approach. In addition, state legislation allowed California to participate in a federal program, authorized by Public Law 99-457, which provided $30 million for 1988-89 to approximately 5,200 more preschoolers with special education needs.

As a result of this legislation, during 1987-88 the Department allocated $20 million in federal funds through more than 500 federal grants; provided technical assistance to 77 infant programs and 149 new preschool programs; and re-

"I see the effect of special education on my own children. I see it improving and strengthening them as they become part of the community. I see it making them want to take part."

Ann Kinkor, Vice-Chairperson
California State Advisory Commission on
Special Education

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viewed and approved 109 local plans. Between 1982 and 1987 the number of infants enrolled in these programs increased 126 percent to a total of 4,363.

Awareness Training Program

The Awareness Training Program, designed to make nonhandicapped students aware of the needs and abilities of the disabled, was funded by the California Legislature in 1987-88 so that the dissemination of materials and training developed in the pilot program (1984 through 1987) could be continued. Five pilot projects have reached over 50,000 students. Many teachers have incorporated information on the disabled into the regular curriculum.

Blind and Deaf Students

The Department has been working to improve programs and services to meet the needs of students who have low-incidence disabilities, chiefly blindness and deafness. The Department has already published program guidelines for the hearing impaired, the severely orthopedically impaired, and the visually impaired and will publish program guidelines for deaf-blind individuals. Several other states are using California's guidelines as models.

In addition, the California Deaf-Blind Project provided training, technical assistance, and resources to educational personnel, care providers, families, and others who work with individuals who have multisensory disabilities. The services facilitate maximum participation for students in educational, community, and vocational environments.

Transition Partnership Program

The Department of Education has joined with the Department of Rehabilitation in a unique program to bridge the gap between special education and rehabilitation services for students. The program involves a comprehensive services agreement to permit schools to establish a Transition Partnership Program with their local rehabilitation offices. The schools and rehabilitation offices receive federal funds for staff positions, student employment, training, curriculum materials, and adaptive employment devices. To make their services accessible to students, rehabilitation counselors hold office hours at the high schools.

DROPOUT PREVENTION

More rigorous courses and increased academic demands have not, as some had feared, pushed more students out of California schools. The estimated three-year-average dropout rate of 22 percent reported in 1986-87 indicated improvement over the 26 percent reported in 1985-86. Nevertheless, the state's annual student dropout rate is too high and must be reduced. The educational community must take the lead in helping students realize that once they drop out of school, they are at a great disadvantage. The Committee for Economic Development, a group of national business leaders and educators, recently estimated that over a lifetime each year's group of high school dropouts costs the nation more than $240 billion in lost earnings and foregone taxes—and more still in expenditures for welfare and crime control.

National statistics highlight the high price society has to pay for the dropout problem. For example, only two years after leaving school, dropouts are:

- More than three times as likely as graduates to be unemployed
- More than four times as likely to have been in trouble with the law
- If female, more than nine times as likely as graduates to be on welfare
- If female, married or not, six times as likely as graduates to have given birth

Motivation and Maintenance

The School-Based Pupil Motivation and Maintenance Program and Dropout Recovery Act of 1985 directed the State Department of Education to begin a program to reduce the dropout rate in 200 California schools: 50 high schools, 50 middle schools, and 100 elementary schools. The program involves implementing a schoolwide plan to coordinate resources to motivate students to finish school. Each school has a local council that prepares a dropout prevention plan; a student study team to assist at-risk students in gaining motivation to stay in school; and an outreach consultant who works with at-risk students to help prevent them from dropping out.

Fifty school districts operate alternative education work centers (AEWCs). These centers offer reentry programs for students who have dropped out of school. AEWCs combine classroom instruction with on-the-job training.

"Basically, we think every kid can graduate. Our philosophy is simple. Do a lot of prevention. Don't deal with everything on a crisis basis. Figure out what the problem is beforehand and figure out a strategy to solve it."

Reuben Trinidad, Principal
William C. Overfelt High School, San Jose
Distinguished School for 1988

Ninety-four grants have been awarded to school districts to disseminate information on successful dropout prevention programs. Ten educational clinics have continued to provide basic skill remediation to students aged fourteen through nineteen who have left school. Four are operated privately, and six are operated by school districts. The clinics return a large percentage of their students to regular educational programs.

The California Compact

The Superintendent of Public Instruction and numerous California business leaders signed the California Compact, 1988—a major partnership the Department launched to improve student achievement through business and community involvement and incentives. The partnership commits the state's business and educational community to teaching students about the importance of completing school and preparing them for jobs and lifelong learning.

As part of the compact, involved businesses pledge to guarantee to California high school graduates priority hiring status for jobs or financial assistance for postsecondary education. In this way the business community can provide crucial incentives and guidance to assist students—particularly those students who are at risk of failing to complete coursework—in meeting increased job demands.

The agreement, modeled loosely after the highly successful Boston Compact, grew out of research which indicates that the nation's work force must have more technical skills than were needed in the past if it is to remain competitive.

Partnership Academies

The partnership academies' school-within-a-school job training effort, which serves students who are at risk of dropping out of school, provides academic preparation and technical training for future employment in such fields as electronics, computers, and health. The program has been hailed by many as a partial solution to California's dropout problem. It has received national recognition and has been replicated in 16 California sites since its inception in the Sequoia Union High School District in 1981.

The program requires the joint participation of business, government, labor, the community, and educational organizations. The training it provides to students meets the needs of business and ensures that at-risk students have marketable skills when they graduate from high school.

SCHOOL FACILITIES

Providing adequate school facilities continues to be a top priority for California. Enrollment in the state's public schools will grow by about 150,000 children each year through 1996 because of increased birth and immigration rates. An estimated $1.8 billion will be needed per year until at least 1993 to house this burgeoning school population. Proposition 79, approved by California voters in November, 1988, does provide $800 million for school facilities. However, with requests from school districts for state aid for building school facilities amounting to $4 billion, the Proposition 79 funds will be fully expended by the spring, 1990.

In addition to building new schools, school districts will have to consider alternatives to new construction, such as maximum utilization of existing facilities, year-round education programs, use of portable classrooms, joint-use projects with community entities, and private-sector support.

Schools for 21st Century Project

The Schools for the 21st Century Project, which addresses the need to be forward-looking in planning for and designing schools, was launched in 1988. This program will draw on the expertise of leaders in industry and education and will develop a model for school districts to use as they examine key elements in designing schools of the future. Among these elements are computers and other innovative technological equipment, teaching methods, flexibility in architectural design, energy conservation, and enhanced community use of school facilities.

School Facilities Advisory Committee

The Superintendent of Public Instruction formed a School Facilities Advisory Committee in 1988 to advise him on the statewide impact of major school facilities policy issues and to propose how the Department should direct its school facilities resources and efforts. The committee is composed of school district superintendents, assistant superintendents, school board members, and community representatives.

Year-round Schools

In this period of increasing enrollments, year-round education programs are being looked at by many school districts, particularly those with large urban

schools, as a means to relieve school overcrowding and postpone or avoid new school construction. These programs can also have a positive impact on academic achievement. In 1988 the State Department of Education responded to this increased interest by bolstering services which ıable schools to consider the option of year-round education.

To inform school districts about the growing number of year-round education programs in California, the Department issued a directory of school districts with year-round education programs. The document describes the state's existing year-round programs in detail.

In addition, groundwork was laid during 1988 for the startu, early in 1989 of the Superintendent of Public Instruction's Year-round Education Resource Committee. The committee's chief task is to develop legislation to facilitate year-round education programs in California.

FINANCIAL NEEDS

The year 1988 proved to be extremely significant for school funding in California. The state's voters approved Proposition 98, the Classroom Instruction Improvement and Accountability Act, designed to provide a stable funding base for schools. With the help of this initiative, it is hoped that school funding will finally be removed from the political arena and that schools will receive adequate funds to keep even with inflation and enrollment growth.

Proposition 98

Proposition 98 contains three basic provisions regarding funding for kindergarten through grade fourteen. First and foremost, it stops the erosion of funding for schools that has occurred over the past several years by mandating that schools and community colleges receive a fair share of new state funds. Schools and colleges must receive the greater of either (1) the same percentage share of the general fund revenues appropriated for kindergarten through grade fourteen education in 1986-87; or (2) the prior-year total, adjusted for growth and cost-of-living increases.

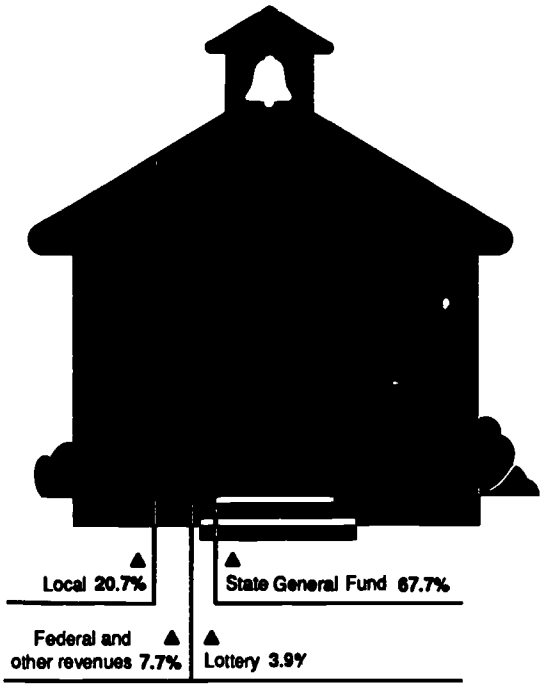
Second, Proposition 98 requires that if the state receives funds in excess of the state appropriations limit as it is defined under Article XIIIB of the California Constitution, kindergarten through grade fourteen education will receive up to a 4 percent increase from those funds. However, the additional funds must be used only for instructional improvement. The third provision of Proposition 98 calls for an annual School Accountability Report Card to be issued by each school, which is discussed on page 2 of this report.

The intent of Proposition 98 is clear. However, problems concerning terminology and technical issues related to the proposition must still be resolved. Legislation is being introduced to address those problems.

State Budget for 1988-89

The state budget for 1988-89 includes $35.9 billion in general fund expenditures, with about $13.4 billion or 37.3 percent earmarked for kindergarten through grade twelve. In comparison with funding in 1987-88, general fund spending for schools will increase by approximately $859 million or 6.9 percent in 1988-89, and local property tax revenues for kindergarten through grade twelve will increase by $283 million. Total state and local funding of $17.5 billion will reflect an increase of approximately $1.1

Estimated Expenditures for Education in California, by Revenue Source, 1988-89



billion or 7 percent more than in the previous year. As a result of voter approval of Proposition 98, funding for kindergarten through grade fourteen should increase by $150 million to $200 million in 1988-89.

Among the major items provided for the public schools in the 1988-89 Budget Act are the following:

Item	*Amount (in millions)*
Cost-of-living adjustments	$632.4
Enrollment growth	289.6
Special education programs	64.2
Other program increases	104.9
Contributions to State Teachers' Retirement System	50.9

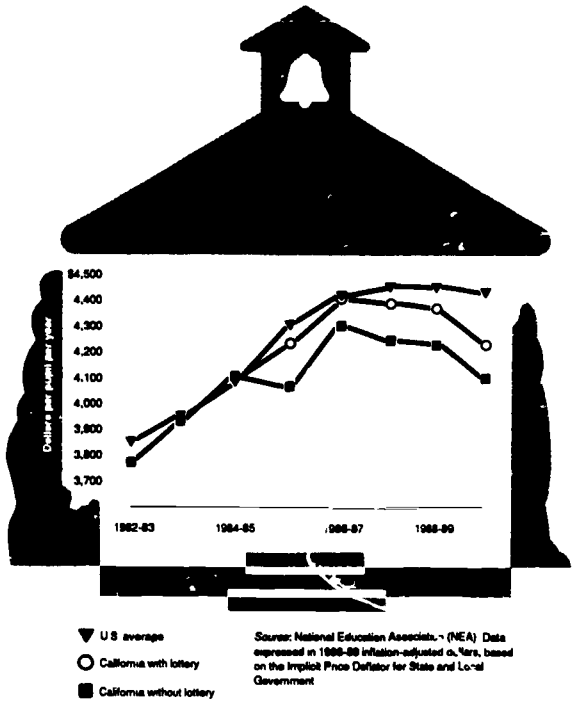
In addition to receiving revenues from the state general fund and local property taxes, schools receive revenues from such sources as the California State Lottery. Approved by the voters in 1984, the lottery distributes at least 34 percent of its revenues for all levels of public education. In 1987-88 kindergarten through grade twelve education programs received $651 million in lottery revenues or $41 per student. A total of $763 million is anticipated for 1988-89.

Lottery funds are available to local educational agencies to use at their discretion within the broad guidelines contained in the law. The law requires that funds be used "exclusively for the education of pupils and students and [that] no funds shall be spent for acquisition of real property, construction of facilities, financing of research, or any other noninstructional purpose." Although lottery revenues have sometimes allowed districts to enhance their current educational programs, those revenues amount to only 3.9 percent of total funding for kindergarten through grade twelve. Revenues received from the federal government for federally supported programs and revenues from other sources will account for an additional $1.5 billion. (See the figure above which describes the sources of funds supporting public education in California.)

From 1983-84 through 1986-87 education programs for kindergarten through grade twelve received substantial increases in real dollars per pupil, and schools began to make up for the many previous years of insufficient funding. With the 1987-88 budget, however, the revenue available for each pupil decreased when adjusted for inflation.

As shown in the table on the lower half of page 46, per pupil expenditures improved significantly from 1983-84 through 1985-86 and slightly in 1986-87. In 1987-88, however, per pupil purchasing power declined for the first time since 1982-83, falling $46 per pupil. In 1988-89 per pupil

California Falls Behind in Pupil Support



income continues to decline, resulting in a further reduction in purchasing power of $11 per pupil.

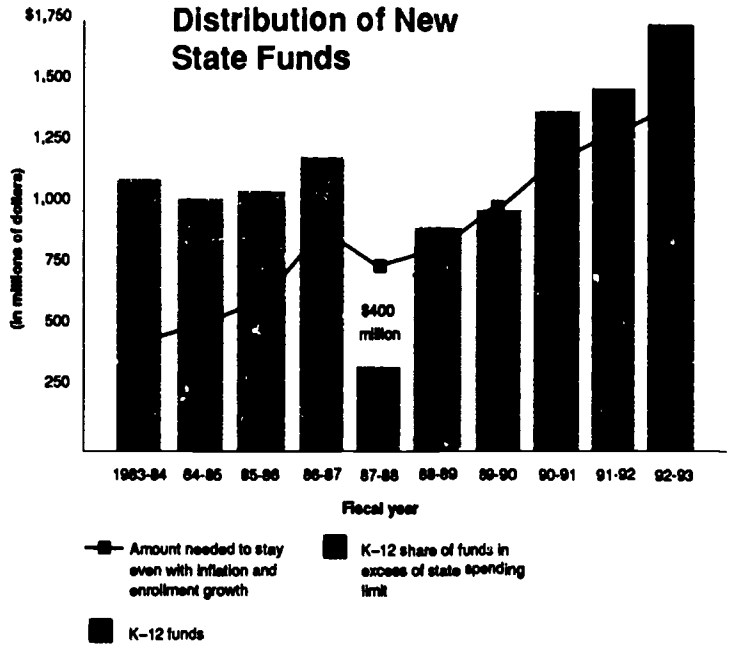
The table at the top of the next page displays the new funds anticipated for kindergarten through grade twelve education over the next four years, given current estimates of state revenues, and the increased level of funding needed to maintain current programs after adjustments for inflation. The years in which the projected funding is above the level needed to maintain the base program are those years in which funds in excess of the state's appropriation limit are anticipated. In the year before the passage of Proposition 98, support for kindergarten through grade twelve education fell far short of the level of new funds needed to offset inflation and enrollment growth. And if Proposition 98 had not passed, a similar shortfall would have occurred in 1988-89.

California and the Nation

Much has been made of the $1,268 increase in California's per pupil expenditure between 1982-83 and 1987-88. In fact, California's expenditures did not increase appreciably more than the national average through 1987-88 and are projected to fall slightly below the average in 1988-89. (See the figure above.) In addition, other states have made significantly greater investments in their schools. For example, between 1982-83 and 1987-88 Connecticut increased per pupil expenditures by $2,551; New Jersey, by $2,482; and New York, by $2,415. (See the table at the top of page 47.)

California does not spend enough to provide the scope and quality of educational services available in states that, on the basis of per pupil expenditures, rank in the top 25 percent nationwide. As displayed in the chart on the lower portion of page 47, California is slipping further behind other major industrial states in its investment. In 1982-83 California spent at least $467 per pupil below the top 25 percent of states, including New York, New Jersey, Connecticut, Massachusetts, and Pennsylvania, which have economies as diverse and complex as California's. In 1988-89 California will spend an estimated $751 per pupil less than the amounts spent in those other states and $207 less than the national average.

The approval of Proposition 98 should bring an end to the erosion in funding for education and will ensure, at a minimum, money for enrollment growth and cost-of-living increases. In addition, it is anticipated that Proposition 98 will in the long run provide the financial support needed to sustain and expand the education reform efforts initiated in 1983.



California's Expenditures per Unit of Average Daily Attendance Shown in 1977-78 Dollars, K–12

Fiscal year	*Expenditures per a.d.a. in 1977–78 dollars, with lottery funds*[a]	*Expenditures per a.d.a. in 1977–78 dollars, without lottery funds*	*Differences from previous funds, including lottery funds*
1978–79	3,289		-140
1980–81	3,262		-60
1982–83	3,085		-175
1984–85	3,436		209
1986–87	3,777	3,677	76
1988–89	3,720	3,559	-11

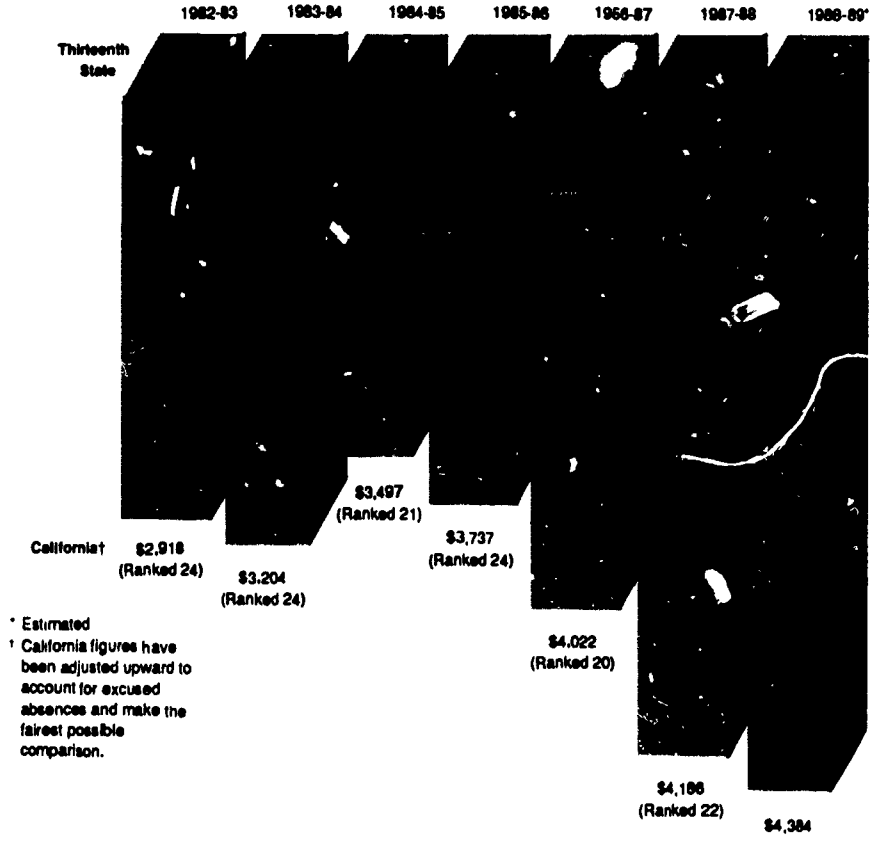
Note: The expenditures per unit of a.d.a. for kindergarten through grade twelve education shown here represent the definition used in the *Governor's Budget Summary* under "State/Local Government Partnership" and will differ from per pupil expenditure figures shown in the figures on the next page.

[a] Derived from Table 4-2 in the *Governor's Budget Summary, 1989-90* (p. 38). Adjusted for the change in the implicit price deflator for state and local government purchases of goods and services.

Increases in per Pupil Expenditures in Selected States, 1982-83 and 1987-88

State	*1982-83*	*1987-88*	*Change*
[redacted]			
New Jersey	4,428	6,910	2,482
[redacted]			
Pennsylvania	3,385	5,063	1,678
[redacted]			
National Average	2,978	4,241	1,263

Expenditures per Pupil Compared with Those in Top 25 Percent of Other States



"Education gives young people the freedom to make choices about their future, an appreciation for the freedom democracy affords them, and the freedom to participate fully in our society."

State Superintendent
of Public Instruction

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ABSTRACT

This report, submitted to the 71st Texas Legislature in fulfillment of the mandates contained in House Concurrent Resolution 84, summarizes a study of the feasibility of an 8-year cycle for the adoption of certain textbooks and considers the feasibility of contracting with textbook publishers on a freight prepaid basis. First, 6-year versus 8-year textbook adoption cycle is discussed in terms of essential elements, and curriculum, as well as pedagogical, equity and cost considerations. The State Board of Education recommended that the 6-year textbook adoption cycle be maintained in order to guarantee up-to-date textbooks. The second section discusses prepaid freight in terms of ordering, shipping, and distributing textbooks. The depository system is also discussed with relation to impact on publishers, school districts, and state. First, the maintenance of the present depository system was recommended and the second recommendation was that the board not be required to contract with textbook publishers on a freight prepaid basis. Nine pages of attachments/illustrations are appended. (SI)

REPORT ON A SIX-YEAR VERSUS EIGHT-YEAR TEXTBOOK ADOPTION CYCLE AND PREPAID FREIGHT

FROM THE STATE BOARD OF EDUCATION

TEXAS EDUCATION AGENCY
AUSTIN, TEXAS

A Report on
A Six-Year Versus Eight-Year
Textbook Adoption Cycle

Prepared by the
Texas State Board of Education

In response to
House Concurrent Resolution 84

Enacted by the
Seventieth Texas Legislature

And Submitted to the
Seventy-First Texas Legislature

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State Board Of Education

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December 1988

TO: The Honorable William P. Clements Jr., Governor of Texas
The Honorable William P. Hobby, Lieutenant Governor of Texas
The Honorable Gibson D. Lewis, Speaker of the House
Members of the Seventy-First Legislature

House Concurrent Resolution 84, Seventieth Legislature, directed the State Board of Education to report to the Seventy-First Legislature on the feasibility of an eight-year textbook cycle for the adoption of certain textbooks and the feasibility of contracting with textbook publishers on a freight prepaid basis. The board was to consider all reasonable means of reducing costs in these areas without compromising the quality of services. The attached report presents the board's findings and recommendations in response to this resolution.

The appointed State Board of Education devoted a significant amount of time to the review of all aspects of the textbook adoption process. For example, board rules have been revised and operations changed to improve the entire system. As a result, we leave office with higher quality textbooks available for use by the students of Texas. Even so, we recognize that further improvements in the quality of books must be made if Texas children are to be prepared to live and work in the future Texas economy.

In this context, the board strongly recommends that all textbooks continue to be adopted on a six-year cycle. House Bill 72 mandated that textbooks be used for a maximum of six years. With the current knowledge explosion, textbooks simply must continue to be updated at least every six years. Texas will not be able to compete in the international marketplace unless students have access to current instructional materials. Changing to an eight-year cycle for certain books would derail the drive for excellence in Texas public education.

Similarly, the board recommends that the current depository system be maintained and that textbooks not be purchased on a freight prepaid basis. The system is now operating efficiently and effectively. Contracting for books on a freight prepaid basis would impose undue burdens on local school districts, both in terms of additional costs and paperwork. These would outweigh any possible savings to the state.

Although changes in these areas are not recommended, the board does recommend other statutory changes to improve the quality of the textbook system. In particular, an increase in the number of persons on the state textbook committee would ensure a higher level of expertise. If this, and other recommended changes in the textbook system are enacted, we believe that Texas students will have equitable access to the high quality materials which they need, and the citizens of Texas expect.

Respectfully submitted,

Jon Brumley, Chairman iii
State Board of Education

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Contents

Executive Summary: Report on A Six-Year Versus Eight-Year Textbook Adoption Cycle and Prepaid Freight

House Concurrent Resolution (HCR) 84 (Attachment I) directed the State Board of Education to study the feasibility of an eight-year cycle for the adoption of certain textbooks and to consider the feasibility of contracting with textbook publishers on a freight prepaid basis. The state board was directed to report its findings and recommendations to the Seventy-First Texas Legislature when it convenes in January 1989.

Working toward a response to the resolution, the State Board of Education requested that the Commissioner's Ad Hoc Advisory Committee on the Operation of the Texas Textbook System and staff of the Texas Education Agency review the state's textbook adoption system and the textbook depository system and report the findings to the board. In its study of the feasibility of an eight-year cycle for the adoption of certain textbooks and prepaid freight, the State Board of Education considered all reasonable means of reducing costs to the state without compromising the quality of its services, as stipulated in HCR 84. To this end, the state board offers the conclusions and recommendations set forth below:

Six-Year Versus Eight-Year Adoption Cycle

The State Board of Education recommends that the six-year cycle be maintained to ensure that textbooks are current in curriculum and instructional methodologies. Because of the knowledge explosion, the six-year cycle is critical to guarantee students have textbooks that are as up-to-date as possible.

Prepaid Freight

Based on the magnitude of the created costs which would emanate from contracting with publishers on a prepaid freight basis (i.e. administration, recordkeeping, warehousing, communications, computer hardware, and interstate freight for school districts) in the state and textbook publishers, the State Board of Education recommends to the Seventy-First Texas Legislature that the present textbook depository system be maintained. The State Board of Education also recommends that it not be required to contract with textbook publishers on a freight prepaid basis.

Based on all available information to the State Board of Education, the following report is submitted to the Seventy-First Texas Legislature in fulfillment of the mandates contained in House Concurrent Resolution 84. The report contains two major sections:

I. Six-Year Versus Eight-Year Textbook Adoption Cycle

II. Prepaid Freight

I. Six-Year Versus Eight-Year Textbook Adoption Cycle

The Essential Elements

In March 1984, to comply with Section 21.101 of the *Texas Education Code* (i.e. House Bill 246), the State Board of Education adopted essential elements of instruction for subjects and courses for each grade, kindergarten-grade 12. The essential elements are the State Board of Education's rules for curriculum (19 TAC Chapter 75) and, as such, comprise the basic curriculum for Texas public schools. They provide for the sequential development of basic skills and concepts by subject and grade needed by Texas public school graduates. They are the core knowledge, skills, and competencies students need to be effective and productive members of society.

According to Chapter 75, during the school year 1990-91 and every five years thereafter, the state board is to review and evaluate the appropriateness of the essential elements and other provisions of Chapter 75. Based upon the results of the five-year assessments, the state board may modify the essential elements. As part of this process, the Texas Education Agency staff conducts an annual statewide review of curriculum and related issues. Groups of educators from all general and vocational education disciplines convene in zone meetings across the state. They assess strengths and weaknesses of each essential element and make consensus recommendations. These recommendations form the basis for the board's consideration for further improvements of the curriculum.

The Essential Elements and Textbooks

The *Texas Education Code* Section 21.101(c) and the State Board of Education's rules for curriculum (19 TAC Section 75.3) require that each school district provide instruction in the essential elements in a manner which will enable all of its students to participate actively in a well-balanced curriculum and to master, to the best of their abilities, the knowledge, skills, and competencies established in the essential elements. The textbook is a primary means to instruct students in the essential elements. Each year, the State Board of Education issues its textbook proclamation calling for bids from textbook publishers as mandated by the *Texas Education Code* (TEC), Section 12.34(k):

> To insure that current material is always available to the school children of Texas and to enable the development of material in an orderly and efficient manner, the State Board of Education shall develop and implement a balanced adoption cycle for proclamation of needs for textbooks and other instructional material...

The essential elements and consensus recommendations generated from the statewide curriculum review are the basis of the development of the annual proclamation. The proclamation specifies for textbook publishers what content is to be included in texts. Proclamations have listed essential elements since they first were adopted by the state board in 1984. In addition, the proclamation typically specifies instructional strategies, teaching methodologies, assessment procedures, and lists limitations of price, durability, and packaging. The State of Texas is recognized for having some of the most stringent proclamation specifications in the nation. These standards are the primary means for assuring that textbooks offered for adoption are of high quality and appropriate for instruction in Texas' public schools.

Prior to House Bill 72, the adoption cycle mandated by TEC Section 12.34(k) was for eight years. However, to ensure that current material would be available to the school children of Texas, the state legislature

mandated in House Bill 72 that the state move from an eight-year adoption cycle to a six-year adoption cycle. In effect, the Sixty-Eighth Texas Legislature communicated to the State Board of Education that six years was the longest that any textbook should be in use in order to ensure current material.

Chapter 75 created new courses for which there were no textbooks. Also, textbooks in use prior to 1984 did not provide instruction in the essential elements. As a result, there are essential elements for subjects for which textbooks are yet to be adopted, and school districts must implement courses without appropriate textbooks which correlate with the essential elements. These include junior high and high school literature, mathematics, sciences, foreign languages, and social studies. If the six-year cycle established by House Bill 72 remains unchanged, there will be textbooks for each of the new courses created by Chapter 75 by school year 1991-92, as well as all other subjects. This transition from an eight-year to a six-year cycle and the transition to an expanded array of subjects has been costly. For example, costs have increased sharply because more subjects are adopted each year of a six-year cycle than in each year of an eight-year cycle. Moreover, costs have risen sharply as publishers have had to develop textbooks for those new courses created by Chapter 75.

The Six-Year Versus the Eight-Year Cycle: Curriculum, Pedagogical, and Equity Considerations

Through House Bill 72, the state legislature mandated a six-year textbook adoption cycle. There are a number of compelling curriculum and pedagogical reasons supporting continuation of this cycle. First, since the textbook is a primary means to instruct students in the essential elements, the essential elements are delivered to the students in a more timely fashion. Second, the six-year cycle provides for a more timely incorporation into the textbooks of current research in instructional strategies and methodologies. For example, current research findings and teaching approaches are vital to the development of language arts textbooks, including spelling texts and basal readers. New strategies that call for the integration of reading, writing, and spelling have promise of improving students' skills in all language arts.

Equity in instructional resources is also increased through a six-year cycle. To illustrate, textbooks in areas such as mathematics, science, and computer science are impacted almost daily by rapidly changing technology. When the curricula of these books become outdated, affluent districts simply purchase new books and software so their students will have appropriate and current materials. However, less wealthy districts typically are not able to purchase such supplementary materials. This leads to instructional inequities for students resulting from the property wealth of their districts.

Six-Year Versus Eight-Year Adoption Cycle: Cost Considerations

The *Texas Education Code* Section 12.34(k)(3) requires that the total cost of new adoptions be approximately equal for each year of the adoption cycle. Presently, 210 subjects are spread over the six-year cycle mandated by House Bill 72 in such a way that the total cost for each adoption year is approximately equal to the other years. To offer its recommendations on a six-year versus eight-year adoption cycle, the Ad Hoc Advisory Committee on the Operation of the Texas Textbook System conducted an analysis of textbook replacement patterns for a sample of 15 titles in Grade 7 (eight titles) and Grade 8 (seven titles) from 1975-76 to 1987-88. The analysis identified the number of textbooks purchased each year after the third year of the contract for each title to determine the textbook replacement factor. The sum total of the books

purchased during the fourth year and thereafter was multiplied by the unit price of each title to arrive at the total cost and percentage of textbooks replaced. The first three years of a contract were not analyzed since the replacement of textbooks during the first three years is negligible.

The Ad Hoc Committee analysis revealed that the higher-use textbooks typically begin to wear out during their fourth year and thereafter. The textbook replacement factors for both a six-year and an eight-year contract are as follows:

Year of Contract	(A) Average Replacement Factor		(B) Enrollment Increase Factor	(C) Adjusted Replacement Factor	
4th	4%	(minus)	1.5%	2.5%	
5th	12%	(minus)	1.5%	10.5%	
6th	18%	(minus)	1.5%	16.5%	29.5%
7th	33%	(minus)	1.5%	31.5%	
8th	33%	(minus)	1.5%	31.5%	63.0%
	Standard Replacement Factor Total				92.5%

(A) This represents the percentage of textbooks which will need replacement at the end of the contract year indicated. The replacement factor includes textbooks which are worn out, damaged, and lost, as well as textbooks needed to meet increased enrollment in the state each year.

(B) Based on agency pupil projection models, the state's enrollment is expected to increase approximately 1.5% per year after the 1991-92 school year. The 1.5% is subtracted from the replacement factor (A) since it is a necessary cost to meet increased enrollment in the state.

(C) This percentage represents what the adjusted level of replacement will be for both a six-year and an eight-year cycle.

The preceding table indicates that the state expends 29.5% above what a six-year textbook adoption cycle costs. To illustrate: The total cost for the 210 titles which are to be adopted for a six-year contract would be $527,463,453. Additionally, the state would expend $155,601,718 (29.5%) of the six-year contract total for replacement of textbooks due to usage. These costs would be incurred during the fourth, fifth, and sixth year of the contracts. The replacement cost under an eight-year cycle would increase to 92.5% if the average for the sample were extended to all textbooks. Based upon this analysis, the Ad Hoc Committee recommended the state continue the six-year cycle.

To assess further the textbook costs of the six-year adoption cycle versus the eight-year adoption cycle, the following analysis was done by agency staff. A set of ratings based on the curriculum and pedagogical considerations discussed previously was developed to determine if a textbook could be adopted for a six-year cycle rather than an eight-year cycle. Each subject (210 tities) for six annual proclamations was assessed as to its need and extent for periodic curriculum changes and its need to utilize current research in instructional strategies and methodologies. A third rating also was developed: the frequency and intensity of use of that particular subject's textbook by students. A scale of high (3 points), medium (2 points), and

low (1 point) was applied, and a combined rating for each subject was derived. Each subject ended up with a combined total ranging from 3 (1 point for each factor) to 9 (3 points for each factor). Subjects with an assigned total of 7 to 9 points are listed on the six-year cycle (Illustration 1). Subjects with an assigned total of 3 to 6 are listed on the eight-year cycle (Illustration 2). Utilizing the rating scales, curriculum experts from the agency determined that 117 of the 210 titles could be adopted every six years. The remaining 93 titles could be adopted every eight years if the Legislature mandated use of an eight-year cycle for certain textbooks. The State Board of Education, however, recommends that all 210 titles be adopted every six years instead of eight.

By distributing the 210 titles of the six proclamations over a six-year and an eight-year cycle, different costs were obtained. For the first six-year cycle, the costs would be based on the number of titles which require adoption more frequently due to curriculum changes, advances in research, and intensity of utilization by students. The state would expend $386,390,251.64 for 117 titles selected for a six-year contract plus $113,985,124.23 (29.5%) of the total amount for this cycle for replacement of textbooks, for a total of $500,375,375.87. These figures would be repeated every six years, subject to inflationary cost increases in textbook prices. For purposes of this analysis, an increase in the consumer price index of 3% per year was assumed, or 19.4% compounded at the end of a six-year contract. The cost profile for the six-year contracts would be as set forth below **if** the following assumptions were fulfilled: (a) the consumer price index rose 3% each year, (b) publishers' bid prices approximated the rise in the consumer price index, (c) intensity of use for each of the titles remained the same, (d) advances in research and in the curricula continued at the same rate of change, and (e) the projected enrollment increases were realized.

Fiscal Year 1990-1995
6-year contract based on bid price of titles adopted **plus**
29.5% replacement factor
Total cost for 117 titles: $500,375,375.87
Average cost per title: $4,276,712.61

Fiscal Year 1996-2001
6-year contract based on bid price of titles adopted, **plus**
29.5% replacement factor, **plus** inflationary factor of 19.4%
Total cost for 117 titles: $745,058,934.67
Average cost per title: $6,368,025.08

Fiscal Year 2002-2007
Total cost for 117 titles: $1,109,392,753.72
Average cost per title: $9,481,989.35

Fiscal Year 2008-2013
Total cost for 117 titles: $1,651,885,810.28
Average cost per title: $14,118,682.14

There are two basic differences in the calculation of the eight-year costs from those used for the six-year cycle. First, the replacement factor would be adjusted to reflect the specific subject areas which were

identified as feasible for adoption every eight years. Staff analysis showed that 26% of the subject areas identified for the eight-year cycle would be subjected to high wear and tear. They would have an average replacement factor of 92.5%. The remaining 74% of the subject areas on the eight-year cycle would have low utilization. For this reason they would be able to withstand usage over eight years without the extraordinary replacement factor identified for high use books. To adjust for the higher replacement factor for 26% of the books, a weighted average was calculated. The eight-year replacement factor resulting for this calculation was 45.9%.

The second difference in cost calculations for the eight-year cycle is an adjustment for inflation. If an eight-year cycle were required by the state legislature, a contract period of eight years for such books would be appropriate. This would lock in the bid price for the entire eight years. Under the previous eight-year cycle, contracts could not extend for longer than six years, forcing a readoption period of at least two years. Publishers could raise the price for the seventh and eighth years, or longer. This resulted in sharply higher unit costs for the extra years as compared with bid prices for the initial six-year contract. If legislative mandate for an eight-year contract were enacted, then two years of inflationary increase would be delayed until the beginning of the next eight-year cycle.

Based on these calculations, the state would expend $152,861,626.94 for the first eight-year cycle for the eight-year bid prices for 93 titles, plus $70,163,486.77 for replacements after adjustment due to low utilization for these titles, for a total of $223,025,113.71. During the first cycle only, there would be a deferral of two years of inflation since prices would be locked in for eight years. To represent this savings, the first cycle cost was reduced by $15,388,732.85, for an adjusted total of $207,636,380.86. However, this deferral would be made up by a full inflationary increase of 27% on the original base of $152,861,626.94 as publishers sought to recoup any inflationary increase over the period. The cost profile for the eight-year cycle would be as follows if these assumptions were met: (a) the consumer price index rose 3% each year, (b) publishers' bid prices approximated the rise in the consumer price index, (c) intensity of utilization by students did not increase, (d) advances in curriculum and research did not accelerate, and (e) the projected enrollment increases were realized.

Fiscal Year 1990-1997

8-year contract based on bid price of titles adopted, **plus**
45.9% replacement factor using low utilization adjustment
less 6.9% deferred inflationary factor
Total cost for 93 titles: $207,636,380.86
Average cost per title: $2,232,649.26

Fiscal Year 1998-2005

8-year contract based on bid prices of titles adopted, **plus**
45.9% replacement factor, plus full inflationary increase of
27% on original base
Total cost for 93 titles: $385,610,421.60
Average cost per title: $4,146,348.62

Fiscal Year 2006-2013

Total cost for 93 titles: $666,720,418.95
Average cost per title: $7,169,036.76

To determine total cost savings, the analysis considered the 93 titles identified as viable for adoption on an eight-year cycle with cost factors of a six-year cycle, e.g., 29.5% replacement factor and 19.4% compounded inflation rate. The graphic below reflects the costs for the 93 titles for 3 eight-year cycles compared to the costs for the same 93 titles for 4 six-year cycles.

Costs for 3 Eight-Year Cycles	Costs for 4 Six-Year Cycles
	$ 197,955,806.89
$ 207,636,380.86	294,756,196.46
385,610,421.60	438,891,976.53
666,770,418.95	653,510,153.05
$1,259,967,221.41	$1,585,114,132.93

$1,585,114,132.93	Cumulative Total for 4 Six-Year Cycles (93 Titles)
$1,259,967,221.41	Cumulative Total for 3 Eight-Year Cycles (93 Titles)
$ 325,146,911.52	Savings of 3 Eight-Year Cycles as Compared with 4 Six-Year Cycles
$ 13,547,787.98	Savings per year over a 24-Year Period

This comparison of the same 93 subject areas on a six-year and eight-year cycle indicated that a cost savings of $13,547,788 per year could be realized if these 93 subject areas were adopted on an eight-year as compared with a six-year cycle. This cost estimate is based on the assumptions stated in the report, including an inflation rate of 3% per year; publishers' bid prices approximating the rise in the inflation rate; continuation of the same rates of usage, changes in curriculum and changes in instructional strategies; and realization of projected enrollment increases.

Conclusion and Recommendation

The State Board of Education strongly affirms the need to adopt the majority of textbooks on a six-year cycle due to advances in technology, changes in curricular content, and changes in instructional methodologies. Use of textbooks in areas with rapid changes for longer than six years would preclude achievement of quality education for the children of Texas. Textbooks in these areas must be updated so that Texas students may be prepared to live and work in the Texas of the 21st century. The State Board of Education continues to support fully the action of the Sixty-Eighth Texas Legislature which mandated that six years be the longest that any textbook should be used by the school children of this state.

The State Board of Education therefore recommends that:

The six-year textbook adoption cycle be maintained to ensure that textbooks are current in curriculum and instructional methodologies. Because of the knowledge explosion, the six-year cycle is critical to guarantee students have textbooks that are as up-to-date as possible.

II. Prepaid Freight

The Depository System

For school year 1987-88 and school year 1988-89, the legislature appropriated $1,179,750 and 1,179,750, respectively, for textbook freight. These amounts are used for three purposes: (1) to ship new textbooks to the state's 1,067 school districts from each of the seven textbook depositories in Dallas County; (2) to ship surplus textbooks from the state's school districts to the State Textbook Depository in Austin; and (3) to redistribute surplus textbooks to the state's public schools from the State Textbook Depository.

The *Texas Education Code*, Section 12.31(a), states that "all parties with whom existing book contracts have been or hereafter may be made shall establish or designate a depository in some city of this state approved by the State Board of Education as the shipping point for depositories, where a stock of their goods to supply all immediate demands shall be kept." On this point, the State Board of Education's rules for textbooks [19 TAC Section 81.164(a)(5)] stipulate an approved depository is one whose address has been approved by the Railroad Commission for lot shipment purposes. The addresses approved by the Railroad Commission for lot shipments are in three cities in Dallas County: Carrollton, DeSoto, and Dallas. Four of the seven approved Dallas County textbook depositories are publisher owned, and three are independently owned. The State Textbook Depository is owned by the state and is operated by the Textbook Division of the Texas Education Agency in Austin.

A "lot shipment" is a consolidated shipment. For example, a school district may order textbooks which are housed in several different depositories in Dallas County. Rather than ship separate orders to the school district from each of these depositories, a freight company consolidates the textbooks from each of these depositories into one shipment, i.e., a "lot shipment," and then ships the books to the school district in one delivery. This provides for minimal paperwork for the school district, the publisher, the freight company, and the Textbook Division at the Texas Education Agency. It also provides for a minimum number of scheduled shipments from the depositories to the school districts. Accountability to the Texas Education Agency, the school districts, and the textbook publishers also is enhanced.

Additionally, lot shipments are not as costly as non-lot shipments. To illustrate, textbook shipments are their heaviest during the summer months because schools are ordering new textbooks for the upcoming school year. The total weight of textbooks shipped to all school districts during a typical summer week of shipments would be approximately 1.9 million pounds. Without lot shipments, the cost to the state would be approximately $68,500; with lot shipments, however, the cost to the state would be approximately $50,100.

As required by law, each publisher who provides textbooks to Texas public schools either establishes an approved depository or contracts with an approved depository in Dallas County for the contract (adoption) period of the publisher's textbooks. The contract prices the State Board of Education has with publishers for adopted textbooks include the freight costs to the publishers to ship their textbooks either from their national distribution sites or manufacturing sites to a central depository within Dallas County. Since each publisher deals with one of the seven depositories in Dallas, single shipments of textbooks are sent by the publishers to keep an adequate stock of their goods to supply all immediate textbook demands in Texas.

Ordering, Shipping, and Distributing Textbooks

The present process for textbook ordering, shipping and distributing involves the publishers, school districts, the Textbook Division of the agency, and the textbook depositories.

a. Process for Publishers

(1) Publishers contract with the state to provide new textbooks to school districts through the depository system on a bid price which includes interstate freight costs from the publisher's textbook manufacturer or national warehouse shipping point to the designated Dallas County depository.

(2) Publishers contract with an approved Dallas County depository (a) to warehouse its textbooks for the adoption cycle and (b) to ship textbooks to school districts as orders are placed by the Textbook Division during each textbook's entire adoption cycle.

b. Process for Textbook Depositories (Dallas County)

In those instances where a publisher does not maintain its own depository, a depository is contracted to represent the publisher as follows:

(1) Receive interstate bulk shipments from client publisher's designated national shipping point, e.g., national textbook manufacturer's site or national warehouse sites for the publishing company or its corporate offices.

(2) Warehouse an adequate stock of goods to fill the requisitions for textbooks to school districts in the state. The depository acts as the "middle man" for its client publishers and maintains control on inventory in its warehouse. The independent depository is paid, on the average, slightly more than 4% of the value of textbook inventory warehoused/sold by the client publisher.

(3) Ship textbook orders to school districts.

(4) Submit payment requests to the Textbook Division for each of its client publishers which has had textbooks shipped to Texas school districts.

(5) Inform client publishers under contract with the State Board of Education when inventory needs replenishing to meet the textbook demands of the state. Stock orders are usually placed by the depository in February in preparation for the shipping season which begins in June.

(6) Select the most economical means of transporting shipments to school districts.

(7) Resolve shipping errors and damaged shipments as may be reported by the school districts which receive textbook shipments.

(8) Distribute funds to client publishers if agreed by the publishers from payments made by the Textbook Division for books shipped and received.

In those instances where a publisher owns its own depository in Dallas County, the process is identical except for the contracting with a depository.

c. Process for School Districts/Textbook Division (TEA)

(1) School districts submit orders to the Textbook Division where they are validated against pupil enrollment and existing textbook quotas. This process allows the Textbook Division to ensure

that school districts order state-adopted textbooks and ensure compliance with established textbook quotas. The Textbook Division submits orders to five depositories via computer tape and to two depositories via paper forms. It is anticipated that electronic transmission of orders to the remaining two depositories will be achieved in time to process orders for school year 1990-91.

(2) The Textbook Division assigns shipment dates to district orders for depository(ies) to process as one or two shipments to arrive in the school district(s) on the scheduled dates. School districts contact depositories directly to resolve shipment errors. The Textbook Division pays freight charges (intrastate) for orders shipped from depositories in Dallas County.

The State Textbook Depository (Austin)

The State Textbook Depository redistributes surplus current-adoption textbooks, braille books, large-type books, and tangible apparatus to the public school districts of Texas. The braille books, large-type books, and tangible apparatus are for use by the blind and visually-handicapped students. Tangible apparatus includes such items as braille writing and embossing equipment, electronic devices, low-vision stimulation materials, reading readiness materials, and many other educational aids. Current-adoption textbooks, braille books, large-type books, and tangible apparatus that are surplus, badly worn, or otherwise not needed by the public schools are shipped by those school districts to the depository which, in turn, redistributes them to those school districts with shortages. All orders from school districts for either regular textbooks, braille textbooks, large-type textbooks, or tangible apparatus are processed first by the State Textbook Depository. If an order can be filled from the depository's inventory, then the Textbook Division does not have to purchase additional textbooks from the publishers nor does it have to purchase additional braille textbooks, large-type textbooks, and tangible apparatus from the vendors.

This redistribution effort provides a cost savings to the state. For example, from June 1987 through February 1988, the State Textbook Depository redistributed 594,761 textbooks valued at $6,820,800.20. From June 1986 through February 1987, the State Textbook Depository redistributed 452,061 textbooks valued at $6,076,904.37. Similarly, for school year 1987-88, the depository shipped 557 orders for braille textbooks and 1,893 orders for large-type textbooks at a total value of $203,217.96. For school year 1986-87, the depository shipped 458 orders for braille textbooks and 1,695 orders for large-type textbooks at a total value of $136,037.54. From January 1987 until December 1987, the State Textbook Depository filled 310 orders for tangible apparatus.

The refurbishing of worn-out textbooks also provides a cost savings to the state. From September 1985 through August 1986, 48,175 worn-out textbooks received at the depository from the school districts were repaired at an average cost of $1.21 per book. The average cost of a new textbook during this time period was $11.19 thereby compiling a savings to the state of $480,786.50. From September 1986 through August 1987, 55,453 textbooks were repaired at an average cost of $1.05 per book. The average cost of a new textbook during this time period was $12.23 thereby compiling a savings to the state of $619.964.54. Once refurbished, these textbooks are placed in the depository's inventory for redistribution to the state's school districts. However, those textbooks too badly worn to be refurbished for reuse in the schools are sold for recycling and the income is deposited in the State Textbook Fund.

Contracting for Prepaid Freight: The Elimination of the Textbook Depository System

To contract with publishers on a freight prepaid basis would cause the present textbook depository system to become obsolete. Instead, the Textbook Division and each public school district would interface directly with each individual publisher for textbook shipments as opposed to the seven Dallas County depositories. To determine if the elimination of the textbook depository system would have a financial impact—either negatively or positively—on the textbook publishers and on the school districts, a sample of school districts (130) and textbook publishers was surveyed. Following is a discussion of the survey results and discussion of the financial impact on the state.

If the textbook depository system were eliminated to facilitate the contracting directly with textbook publishers on a freight prepaid basis, the state apparently would save approximately $1 million on intrastate freight costs since the agency would not be shipping textbooks from the Dallas County textbook depositories to the school districts throughout the state. Since textbooks would be shipped directly to school districts in Texas, the publishers would no longer encounter the commissions and administrative overhead costs now expended by publishers who utilize an independent depository or operate their own depository in Dallas. Conceivably, publishers could pass on these cost savings to the state in their textbook prices. All of these factors appear to support the notion contained in HCR 84 that contracting with publishers on a prepaid freight basis would be more cost effective to the state.

Even though there may be a cost elimination in excess of $1 million for intrastate freight, contracting with publishers on a prepaid freight basis still would create additional costs for the publishers and school districts in the state.

a. Impact to Publishers

(1) Publishers still would incur some of the current depository costs for administration, office staff, warehouse space, and communications at a national distribution site in order to carry out the same distribution functions as currently performed at a Dallas County depository. For example, the publisher would have to ship the textbooks printed from the textbook manufacturer to a national shipping point; warehouse the inventory; establish adequate computer equipment to process orders from the Textbook Division; prepare individual shipments to as many school districts as may adopt the publisher's textbook(s) and repeat the process based on the supplemental orders which will follow during a school year. Many publishers would have to increase their manpower and warehousing capability to handle the influx of orders that would be arriving. All publishers also would have to deal with increased paperwork and administrative overhead costs.

Although cost increases for some large publishers might be minimal due to economies of scale, the majority of the savings, if any, would be from elimination of the profit margin of the three independently owned depositories. Smaller publishers could incur high additional costs due to diseconomies of scale associated with distribution of small number of books. It is estimated that the overall costs to publishers would be $2 million in addition to the costs transferred from current contracts with independent depositories.

(2) Some of the publishers' cost savings would be offset by higher processing and shipping costs. Publishers no longer would process one or two large shipments to their selected depository in

Dallas to establish a sufficient inventory for the upcoming school year. Instead, publishers would have to process single shipments to each of the school districts which order their textbooks. In effect, the division would place orders for textbooks with numerous publishers which, in turn, would translate to single interstate shipments from each of the publishers not based in Texas. Interstate freight costs would escalate for these publishers since individual shipments would be made to each school district. A number of shipments per order would mean smaller individual shipment sizes resulting in an increased cost per pound shipped. Moreover, since many shipments would be made from outside Texas to numerous school districts in the state rather than from one depository, the increased distance, coupled with the increased number of shipments, likely would offset any savings that come from using interstate tariff rates. Intrastate rates would increase for Texas-based publishers also.

For example, utilizing data provided by a survey of textbook publishers, a cost impact review was conducted. Five of the larger publishing companies, i.e., companies with a volume of sales per year in excess of $2 million, were used for the cost impact review The review shows that these five companies, reflected as Company A through E in Illustration 3, paid an average of 8 cents per textbook for interstate freight charges in 1987-88, and estimate an average of 12 cents per textbook in 1988-89 under the present system. These figures on interstate freight charges are based on bulk shipments to the respective Texas textbook depository which distributes the textbooks for each of the companies. According to the survey, the number of distribution sites (shipping points) used by these publishing companies total 24 sites in 9 states. However, if publishers were to ship directly to each school district, they estimate the average interstate freight charge per textbook shipped to each school district would be 46 cents (Illustration 3). Based on data provided by these publishing companies, it is estimated that interstate freight charges for these publishing companies would increase by approximately $1.8 million. The total increase for all publishers would be higher.

b. Impact to School Districts

(1) There would be a greater potential for back orders for school districts. Orders would have to be placed by the Textbook Division by computer tape. Many of the publishers, especially the smaller ones, do not have the capability to process computer-tape orders. These publishers would be required to utilize a service bureau to transcribe the computerized orders onto paper for processing. The potential for back orders is great because service bureaus operate in the open market, and publishers would not be guaranteed immediate computer services to process the textbook orders contained in the computer tapes submitted by the Textbook Division.

(2) Direct interface with each publisher rather than with the Dallas County depositories would require many school districts to have a full-time freight/warehouse manager to place the orders with numerous publishers and to receive the orders. If school districts received several truckloads at one time, or if shipments were sent when textbook personnel were not available in a district, funds from one source or another would have to be expended. For example, either the freight costs would be greater because of time delays in the unloading of shipments or part-time employees would be hired to process shipments which might come at unannounced dates from one or more publishers.

(3) Every school district which experienced a shipment error would have to contact each of the publishers which committed the error. This also would appear to be a significant responsibility for school districts when consideration is given to the numerous orders submitted and shipments received from all of the publishers which provide the textbooks ordered. This demand further corroborates the need for a full-time freight/warehouse manager in the larger school districts.

(4) School districts would experience an inordinate paperwork burden as well as the need for additional staff. A preliminary time and effort calculation by the Ad Hoc Committee on the Operation of the Texas Textbook System indicates that these demands would cost the school districts an additional $5 million.

c. Impact to the State

(1) The increased expenditure level for publishers' interstate freight costs (minimum of $1.8 million) and their administrative costs ($2 million) would have to be absorbed by the state appropriations earmarked for purchasing textbooks through higher bid prices.

(2) Direct interface with each publisher rather than with the Dallas County depositories would require the Textbook Division to prepare as many computer tapes as there are publishers who are to provide textbooks for 1,067 school districts in the state. This demand could be met only by augmenting the staff and the computer system of the Textbook Division.

Conclusion and Recommendations

Based on the magnitude of the manpower and financial costs which would emanate from contracting with publishers on a prepaid freight basis, the State Board of Education recommends to the Seventy-First Texas Legislature as follows:

- **The present textbook depository system be maintained.**
- **The board not be required to contract with textbook publishers on a freight prepaid basis.**

ENROLLED

H C R. No 84

HOUSE CONCURRENT RESOLUTION

WHEREAS, Choosing from a list approved by the State Board of Education, local school districts provide textbooks for all public school students without charge to the students or to the schools, and

WHEREAS, About half of the state's biennial budget has traditionally been set aside for education, and textbook purchase is an important factor in the total; in the current biennium, more than $185 million was appropriated for the state textbook fund; and

WHEREAS, Contracts for textbooks adopted by the State Board of Education are written for a maximum period of six years, a statutorily defined limit that balances financial considerations with the need for current information presented in an up-to-date manner; and

WHEREAS, While this six-year limit is appropriate for textbooks in many areas, such as science and health, a longer period may be acceptable for textbooks in other subjects, such as spelling, typing, and reading; and

WHEREAS, In addition to the cost of buying new textbooks, the cost of delivering the books to local school districts is a significant expense incurred by the state; in just one year, the state will spend $1 million in freight for textbooks, and

WHEREAS, The State of Texas is currently in the midst of a severe budgetary crisis, and it is imperative that the legislature consider all reasonable means of reducing costs without

compromising the quality of its services; now, therefore, be it

RESOLVED, That the 70th Legislature of the State of Texas hereby request the State Board of Education to study the feasibility of an eight-year cycle for the adoption of certain textbooks; and, be it further

RESOLVED, That the board include in its study consideration of subject areas for which adoption of eight-year textbook contracts may be feasible, procedures for implementing eight-year contract periods for a portion of state-approved textbooks, estimates of cost reductions resulting from lengthening the contract period for certain textbooks, and any other matter deemed appropriate by the board; and, be it further

RESOLVED, That the board also conduct a study of the costs of textbook distribution and consider methods for reducing these distribution costs; the board should specifically consider the feasibility of contracting with textbook publishers on a freight prepaid basis; and, be it further

RESOLVED, That the board make a complete report of its findings and recommendations to the 71st Legislature when it convenes in January 1989; and, be it further

RESOLVED, That an official copy of this resolution be prepared and forwarded to the chairman of the State Board of Education as an expression of the wishes of the Legislature of the State of Texas.

Crusendorf

ILLUSTRATION 1

LIST OF TITLES WHICH COULD POSSIBLY BE
ADOPTED ON A SIX-YEAR CYCLE

New Adoptions	Projected Cost
1989-90	
Recordkeeping	498,415.68
Accounting	734,281.08
Advanced Accounting	114,100.00
World Geography Studies	1,817,255.59
Environmental Science	397,800.00
Spanish, Grades 7-8	935,500.00
Literature Grade 7	5,574,766.00
Literature Grade 8	5,013,027.52
Literature I H.S.	4,649,201.84
Literature II H.S.	722,376.30
Literature, III H.S.	4,443,699.24
Literature, IV H.S.	3,589,958.91
Total for 12 Titles	$28,490,382.16
1990-91	
Algebra I	5,753,874.45
Algebra II	3,523,152.51
Health Grade 4	5,353,130.20
Health Grade 5	5,373,162.90
Health Grade 6	5,339,702.14
Health Grade 7-8	7,294,000.00
World History Studies	7,123,237.80
Language and Composition Grade 1 (consumable)	3,235,406.67
Language and Composition Grade 2 (consumable)	2,530,664.25
Language and Composition Grade 3	6,544,454.85
Language and Composition Grade 4	6,320,282.96
Language and Composition Grade 5	6,381,843.30
Language and Composition Grade 6	6,398,873.60
Language and Composition Grade 7	6,088,920.60
Language and Composition Grade 8	5,706,470.40
Physiology and Anatomy	414,215.01
Geology	230,904.17
Total for 17 Titles	$83,612,295.81
1991-92	
Mathematics, Grade 1 (consumable)	5,429,234.79
Mathematics, Grade 2 (consumable)	4,814,833.59
Mathematics Grade 3	7,884,732.65
Mathematics Grade 4	7,632,278.99
Mathematics Grade 5	7,368,255.00

Mathematics Grade 6	7,188,715.80
Mathematics Grade 7	7,523,063.20
Mathematics Grade 8	6,823,938.48
Mathematics Grade 1 Spanish (consumable)	823,896.53
Mathematics Grade 2 Spanish (consumable)	749,184.69
Mathematics Grade 3 Spanish	938,284.08
Mathematics Grade 4 Spanish	749,511.30
Mathematics Grade 5 Spanish	641,081.65
Science Learning System Grade 1 (English)	6,523,857.86
Science Learning System Grade 2 (English)	6,420,187.02
Science Learning System Grade 1 (Spanish)	832,094.90
Science Learning System Grade 2 (Spanish)	837,551.26
Science Grade 3	6,520,137.55
Science Grade 4	6,864,493.46
Science Grade 5	7,014,982.50
Science Grade 6	6,979,208.60
Science Grade 3 (Spanish)	671,502.32
Science Grade 4 (Spanish)	570,609.90
Science Grade 5 (Spanish)	516,216.96
Introductory Biology	2,212,486.87
Biology I	8,391,491.56
Biology II	686,192.57
Business Data Processing	1,057,351.20
Introduction to Computer Programming	779,155.86
Elementary Analysis	366,117.44
Probability and Statistics	19,381.92
Total for 31 Titles	$115,830,030.50

1992-93

Life Science Grade 7	4,494,865.16
Computer Literacy Grade 7	4,054,001.94
Office Procedures	458,674.20
Calculus	618,210.72
Fundamentals of Mathematics	1,676,155.12
U.S. History H.S.	5,267,725.66
Computer Mathematics I	631,168.20
Correlated Language Arts I	2,753,178.88
Correlated Language Arts II	2,170,968.41
Correlated Language Arts III	1,986,927.72
Correlated Language Arts IV	1,857,622.40
Total for 11 Titles	$25,969,498.41

1993-94

Computer Science I	308,151.69
Mathematics for Consumer Economics	1,760,528.46
Pre-Algebra	4,428,041.92
Informal Geometry	1,325,655.87
Personal Business Management	847,931.70
Consumer Mathematics	1,753,196.61
Basal Readers Readiness (consumable)	1,460,955.60

Basal Readers, Pre-Primer -Grade 8	36,543,811.10
Earth Science 7	4,693,786.08
Health Education, H.S.	5,138,137.80
United States Government, H.S.	3,800,397.92
Computer Science II	29,892.24
Health Teacher Resource Book Grades 1-3	1,426,512.00
Chemistry I	1,7[illegible]6,014.44
Chemistry II	2[illegible],529.30
Advanced Typewriting, Word Processing	270,558.40
Basal Readers, Readiness Spanish (consumable)	218,285.80
Basal Readers, Pre-Primer - Grade 5 (Spanish)	4,899,498.08
Typewriting H.S.	2,340,177.25
Pre-Calculus	235,490.58
Total for 20 Titles	$73,481,552.84

1994-95

Business Communications	40,545.72
Pre Kindergartem Learning System (English)	214,200.00
Pre Kindergartem Learning System (Spanish)	963,900.00
Kindergarten Learning System (English)	4,095,200.00
Kindergarten Learning System (Spanish)	991,692.66
Social Studies Learning System Grade 1 (English)	3,135,243.23
Social Studies Learning System Grade 1 (Spanish)	599,940.00
Social Studies Learning System Grade 2 (English)	3,037,048.14
Social Studies Learning System Grade 2 (Spanish)	594,260.38
Social Studies Grade 3	4,406,331.15
Social Studies Grade 4	4,877,405.61
Social Studies Grade 5	5,219,512.65
Social Studies Grade 6	5,242,495.11
Social Studies Grade 3 (Spanish)	488,768.84
Social Studies Grade 4 (Spanish)	446,706.90
Social Studies Grade 5 (Spanish)	416,051.23
Reading Improvement, Grade 7	1,771,431.65
Reading Improvement, Grade 8	1,660,821.80
Physics I	542,245.41
English Composition I-IV	9,801,895.92
Geometry	4,068,844.80
Trigonometry	858,944.04
Business & Consumer Law	295,277.66
Analytic Geometry	288,300.00
Physical Science	4,218,090.22
Introductory Physical Science	731,338.80
Total for 26 Titles	$59,006,491.92

Grand Total 117 Titles $386,390,251.64

ILLUSTRATION 2

LIST OF TITLES WHICH COULD POSSIBLY BE
ADOPTED ON AN EIGHT-YEAR CYCLE

New Adoptions	Projected Cost
1989-90	
Art I H.S.	1,577,868.60
Art II H.S.	373,064.67
Art III H.S.	225,000.00
Art IV H.S.	150,000.00
Spanish Level I	2,556,132.70
Spanish Level II	1,401,454.16
Spanish Level III	197,501.50
Spanish Level IV	334,099.34
Theatre Arts I H.S.	253,275.00
Theatre Arts II H.S.	168,850.00
Theatre Arts III H.S.	84,425.00
Theatre Arts IV H.S.	599,750.00
Choral Music II H.S.	359,850.00
Choral Music III H.S.	135,924.34
Choral Music IV H.S.	119,614.14
English as a Second Language System 1-2	2,516,000.00
English as a Second Language System 3-5	2,230,800.00
Music Learning System, Grade 1	5,384,100.00
Music Learning System, Grade 2	4,803,900.00
Vocal Music, Grade 3	3,045,804.96
Vocal Music, Grade 4	2,996,158.08
Vocal Music, Grade 5	3,097,777.55
Vocal Music, Grade 6	3,024,248.15
Art, Teacher Resource Book, Grades 1-3	2,444,100.10
Art, Teacher Resource Book, Grades 4-6	2,542,260.00
Theatre Arts Grades 7-8	651,643.26
Debate I	214,800.00
Total for 27 Titles	$41,488,401.55
1990-91	
Band Level I	1,384,125.60
Band Level II	701,342.40
Orchestra I	90,213.20
Orchestra II	81,034.80
Marine Science	317,994.52
English as a Second Language System 6-8	1,133,000.00
English as a Second Language System 9-12	844,000.00
Personal Finance	179,438.88
Business Management and Ownership	93,747.50
Total for 9 Titles	$4,824,896.90

1991-92

Speech Grades 7-8	1,047,653.50
Business Mathematics	116,193.96
Total for 2 Titles	$1,163,847.46

1992-93

U.S. History Grade 8	4,851,850.64
Public Speaking I	180,720.90
Public Speaking II	139,023.90
Public Speaking III	2,908
Journalism	1,857,6[illegible].40
Advanced Journalism: Newspaper Production	590,260.78
Photo Journalism	188,066.74
Total for 7 Titles	$7.810,453.98

1993-94

Driver Education H.S.	2,723,361.75
German I	192,509.35
German II	136,503.36
German III	57,581.36
Sociology	757,815.62
Psychology	928,838.05
Total 6 Titles	$4,796,609.49

1994-95

Art Grades 7-8	2,400,962.40
Economics with Emphasis on Free Enterprise	4,420,955.76
Supplementary Readers, Pre-Primer - 6	41,914,797.87
Supplementary Readers, Pre-Primer - 5 (Spanish)	4,176,308.02
Shorthand	187,156.40
Advanced Shorthand	8,131.92
Total for 6 Titles	$53,108,312.37

1995-96

Typing Grade 7	266,672.35
Handwriting Grade 1	1,053,618.44
Handwriting Grade 2	936,271.93
Handwriting Grade 3	1,038,834.61
Handwriting Grade 4	968,822.04
Handwriting Grade 5	931,781.22

Handwriting Grade 6	950,160.66
Physical Education Teacher Resource Book Grade 1-3	1,426,512.00
Theatre Arts, Teacher Resource Book Grade 1-3	573,390.00
Theatre Arts, Teacher Resource Book Grade 4-6	452,696.44
Texas History and Geography Grade 7	6,264,618.72
Latin I	265,111.28
Latin II	183,181.83
Advanced Latin	61,123.72
French I	1,128,178.90
French II	723,738.61
French III	135,533.04
Total for 17 Titles	$17,360,245.79

1996-97

Spelling Grade 1 (consumable)	2,079,311.86
Spelling Grade 2	3,457,899.00
Spelling Grade 3	3,179,550.00
Spelling Grade 4	2,997,100.00
Spelling Grade 5	2,892,488.50
Spelling Grade 6	287,400.00
Spelling Grade 7	2,710,794.33
Spelling Grade 8	2,577,623.78
Spanish as a Second Language System Grade 1	35,191.20
Spanish as a Second Language System Grade 2	33,191.70
Spanish as a Second Language System Grade 3	70,582.35
Spanish Grade 4	90,455.40
Spanish Grade 5	94,890.60
Spanish Grade 6	115,137.60
Vocal Music Grade 7	215,673.44
Vocal Music Grade 8	191,893.84
Choral Music, Grades 7-8	871,398.00
Introduction to Speech Communication H.S.	408,277.80
Total for 18 Titles	$22,308,859.40
Grand Total 93 Titles	$152,861,626.94

COST IMPACT REVIEW
(Source: SURVEY OF TEXTBOOK PUBLISHERS UNDER CONTRACT WITH SBOE IN TEXAS)

PRESENT SYSTEM
From Dallas to School Districts (State Cost)

PUBLISHING COMPANY	1987-88 *1	2	3	1988-89 ESTIMATES *1	2	3
A	2,974,232	$ 319,223	11¢	3,591,429	$ 354,000	10¢
B	839,727	17,755	2¢	421,000	7,402	2¢
C	209,095	9,000	4¢	241,254	9,000	4¢
D	2,910,000	103,050	4¢	508,000	90,000	18¢
E	525,000	101,000	19¢	825,000	199,000	24¢
OVERALL	7,458,054	$550,028	8¢	5,566,683	$ 659,402	12¢

PREPAID FREIGHT SYSTEM
From Publisher's Distribution Points to School Districts (Publisher Cost)

A	N/A	N/A	3,571,429	$ 1,500,000	42¢
B	N/A	N/A	421,000	34,500	8¢
C	N/A	N/A	241,000	15,000	6¢
D	N/A	N/A	508,000	120,000	24¢
E	N/A	N/A	825,000	875,000	$ 1.06
OVERALL	N/A	N/A	5,566,683	$ 2,544,500	46¢

AVERAGE INTERSTATE FREIGHT COST PER TEXTBOOK

PRESENT SYSTEM	PREPAID FREIGHT SYSTEM
12 CENTS	46 CENTS

*1 NUMBER OF TEXTBOOKS SHIPPED TO A TEXAS DEPOSITORY
2 INTERSTATE FREIGHT CHARGES PAID TO SHIP TEXTBOOKS
3 AVERAGE INTERSTATE FREIGHT CHARGE PER TEXTBOOK SHIPPED

COMPLIANCE STATEMENT

TITLE VI, CIVIL RIGHTS ACT OF 1964; THE MODIFIED COURT ORDER, CIVIL ACTION 5281, FEDERAL DISTRICT COURT, EASTERN DISTRICT OF TEXAS, TYLER DIVISION

Reviews of local education agencies pertaining to compliance with Title VI Civil Rights Act of 1964 and with specific requirements of the Modified Court Order, Civil Action No. 5281, Federal District Court, Eastern District of Texas, Tyler Division are conducted periodically by staff representatives of the Texas Education Agency These reviews cover at least the following policies and practices:

(1) acceptance policies on student transfers from other school districts;

(2) operation of school bus routes or runs on a non-segregated basis;

(3) nondiscrimination in extracurricular activities and the use of school facilities;

(4) nondiscriminatory practices in the hiring, assigning, promoting, paying, demoting, reassigning, or dismissing of faculty and staff members who work with children;

(5) enrollment and assignment of students without discrimination on the basis of race, color, or national origin,

(6) nondiscriminatory practices relating to the use of a student s first language; and

(7) evidence of published procedures for hearing complaints and grievances.

In addition to conducting reviews, the Texas Education Agency staff representatives check complaints of discrimination made by a citizen or citizens residing in a school district where it is alleged discriminatory practices have occurred or are occurring.

Where a violation of Title VI of the Civil Rights Act is found, the findings are reported to the Office for Civil Rights, U.S. Department of Education.

If there is a direct violation of the Court Order in Civil Action No. 5281 that cannot be cleared through negotiation, the sanctions required by the Court Order are applied.

TITLE VII, CIVIL RIGHTS ACT OF 1964; EXECUTIVE ORDERS 11246 AND 11375; TITLE IX, 1973 EDUCATION AMENDMENTS; REHABILITATION ACT OF 1973 AS AMENDED; 1974 AMENDMENTS TO THE WAGE-HOUR LAW EXPANDING THE AGE DISCRIMINATION IN EMPLOYMENT ACT OF 1967; AND VIETNAM ERA VETERANS READJUSTMENT ASSISTANCE ACT OF 1972 AS AMENDED IN 1974.

It is the policy of the Texas Education Agency to comply fully with the nondiscrimination provisions of all federal and state laws and regulations by assuring that no person shall be excluded from consideration for recruitment, selection, appointment, training, promotion, retention, or any other personnel action, or be denied any benefits or participation in any programs or activities which it operates on the grounds of race, religion, color, national origin, sex, handicap, age, or veteran status (except where age, sex, or handicap constitute a bona fide occupational qualification necessary to proper and efficient administration). The Texas Education Agency makes positive efforts to employ and advance in employment all protected groups.

TEXAS EDUCATION AGENCY
1701 NORTH CONGRESS AVENUE
AUSTIN, TEXAS 78701

DOCUMENT RESUME

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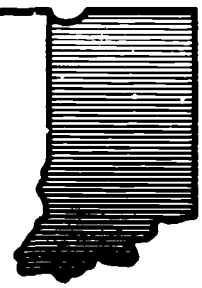
ABSTRACT

This report advocates the implementation of accelerated schools as a new strategy for at-risk students by focusing on the success of the model Accelerated Schools Program (ASP) at Stanford University. Under this program, conventional schools with large at-risk populations can be transformed into accelerated schools. Designed to accelerate at-risk students' progress, the goals of ASP include closing the achievement gap so that students perform at grade level by the time they leave the sixth grade. Founded on the principles that parents, teachers, and students should have common goals (unity of purpose); that each accelerated school constituency should participate in the decision-making process (empowerment); and that each school constituency (especially parents) can and should contribute as a learning resource to the total educational endeavor (building on strengths), the successes of the ASP have been substantial. (JAM)

POLICY BULLETIN

Consortium on Educational Policy Studies
BLOOMINGTON, INDIANA



Accelerated Schools: A New Strategy for At-Risk Students

Henry M. Levin

POLICY BULLETIN

Consortium on Educational Policy Studies
BLOOMINGTON, INDIANA

Accelerated Schools: A New Strategy for At-Risk Students

Henry M. Levin

A research team from Stanford University is piloting a new approach, the Accelerated Schools Program, to assist at-risk students. Under this program, conventional schools with large at-risk populations can be transformed into accelerated schools. The main features of these schools include:

- *Empowering teachers*
- *Requiring substantial parental involvement*
- *Utilizing the services of businesses, senior citizens, and other community resources*

Ultimately, accelerated schools become total institutions devoted to speeding up, rather than slowing down, the progress of at-risk students, so they can perform at or above grade level by the end of sixth grade.

The At-Risk Crisis

The public schools of Indiana and the nation are becoming increasingly characterized by students considered to be educationally at-risk or disadvantaged. At-risk students lack the home and community resources to fully benefit from conventional schooling practices. Such students are especially concentrated among minority groups, immigrants, non-English-speaking families, single-parent families, and poverty populations. Because of poverty, cultural differences, or linguistic differences, they tend to have low academic achievement and high secondary school dropout rates. These educational deficiencies translate into poor life chances with respect to employment and income as well as political and social participation in American society.

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The challenge of meeting the educational and social needs of at-risk students has become especially prominent because of the rapid growth of these populations. High birth and immigration rates among these groups have increased substantially the numbers and proportions of disadvantaged students in U.S. schools. Recent estimates suggest that about 30% of America's students in primary and secondary schools are disadvantaged and that this proportion will continue to rise sharply in the future (Levin, 1986; Pallas, Natriello, & McDill, 1988). In many major cities—including Indianapolis and Gary—the majority of students are educationally at-risk.

More often than not, at-risk students begin school without the skills needed to succeed in the standard school curriculum. And the longer they stay in school, the farther behind they fall. By sixth grade their achievement is two years behind grade level on average, and by twelfth grade it is four years behind. Even these statistics understate the magnitude of the problem because about half of the at-risk student group fails to complete high school.

Unless we are able to intervene successfully, there are dire consequences in store for the American economy. Because a larger and larger portion of new workers will be unprepared for available jobs, the quality of the labor force will deteriorate considerably. As a result, employers—especially those in regions most affected by disadvantaged labor forces—will experience higher training costs, lagging productivity, and competitive disadvantages.

These economic losses will be accompanied by rising costs of public services for disadvantaged populations. More citizens will have to rely upon public assistance for survival, and increasing numbers of undereducated teens and adults will pursue illegal activities to obtain the income that is not available through legal pursuits (Berlin & Sum, 1988, pp. 28-30). In fact, economic analyses suggest that it is much less expensive to pay now for education than to pay later for crime and welfare (Levin, in press).

Are We on the Right Track?

At present, the most common way to assist the educationally disadvantaged is to provide them with remedial

or compensatory services to improve their educational achievement. But this approach often does not work and may actually contribute to student failure (Levin, 1988) by:

- reducing expectations for at-risk students and their teachers and stigmatizing such students as slow learners;
- slowing down the pace of instruction so that at-risk students fall farther and farther behind their non-disadvantaged peers;
- emphasizing the mechanics of basic skills without providing substance and applications that will keep the at-risk student interested and motivated;
- providing no mechanisms or incentives for closing the achievement gap between disadvantaged and non-disadvantaged students; and
- advancing strategies for at-risk students without adequately involving teachers and parents in the formulation of these strategies.

Educators had hoped that the reform movement of the 1980s, which stressed higher standards for all students (particularly those in high school), would generate new strategies for helping at-risk students. But at-risk programs have tended to rely on remedial or compensatory services. It is not surprising, therefore, that the status of at-risk students has not improved under the latest reforms. Some researchers have even suggested that raising standards without providing additional resources or new strategies to assist disadvantaged students may actually increase the likelihood of their dropping out (McDill, Natriello, & Pallas, 1985).

Thus it seems clear that we need new strategies to improve the educational chances of at-risk students, strategies that focus not on remediating students who have already fallen behind, but on accelerating the progress of students early in their elementary school careers.

Accelerated Schools for At-Risk Students

One alternative to present practice is the Accelerated Schools Program (ASP) at Stanford University. This program is designed to build on the knowledge base that supports a different set of assumptions for helping at-risk students achieve school success (Edmonds, 1979; Levin, 1987, 1988; Slavin, 1987). At its heart is the notion of doing for at-risk students what has been done for many gifted and talented students—striving to accelerate their progress rather than lowering expectations for their advancement.

The goal of ASP is to accelerate learning so that at-risk students are able to close the achievement gap and perform at grade level by the time they leave sixth grade. This approach is also expected to reduce dropouts, drug use, and teenage pregnancies by creating a strong sense of self-worth and educational accomplishment for students who now feel rejected by schools and frustrated about their own abilities.

Accelerated schools are characterized by high expectations on the part of teachers, parents, and students; target dates by which students are expected to meet particular educational requirements; stimulating instructional programs; planning by the educational staff who offer the programs; and the use of all available resources in the community, including parents, senior citizens, and social agencies.

Organizational Approach

The organizational approach of accelerated schools is based on three major principles:

- Unity of purpose
- Empowerment
- Building on strengths

Unity of purpose refers to agreement among parents, teachers, and students on a common set of goals for the school that will be the focal point of everyone's efforts. Clearly, these should focus on bringing children into the educational mainstream so that they can fully benefit from their later schooling experiences and adult opportunities.

Empowerment means expanding the ability of key participants to make important decisions at the school level and in the home to improve the education of students. It is based upon breaking the stalemate among administrators, teachers, parents, and students in which the participants tend to blame each other, as well as other factors "beyond their control," for the poor educational outcomes of disadvantaged students. Unless all of the major actors can be empowered to participate in and take responsibility for the educational process and educational results, it is unlikely that the desired improvements will take place or be sustained.

Central to the accelerated school strategy is the placement of curriculum and instructional decisions in the hands of the instructional staff of the school. Classroom teachers know the children best. They understand their learning needs, styles, and capabilities in ways most administrators and program specialists cannot. If desired changes in student achievement are to be realized, teachers must be given the authority and responsibility to design curriculum and instructional programs in ways that are compatible with their unique classroom perspectives.

To facilitate this process, each accelerated school has an overall steering committee and task forces composed

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of the principal, teachers, other staff, and parents. The principal serves a central function as instructional leader in coordinating and guiding the decisions of teachers and in addressing the logistical needs for translating these decisions into reality. School staff work together to set out a program that is consonant with student needs and the strengths of the district and the staff itself. Information, technical assistance, and training are provided by district personnel. In this way, the reform is a "bottom-up" approach: those who are providing the instruction make the decisions that they will implement and evaluate.

Building on strengths means utilizing all of the learning resources that teachers, administrators, students, parents, and communities can bring to the educational endeavor. In the quest to place blame for the lack of school efficacy in improving the education of the disadvantaged, it is easy to exaggerate weaknesses of the various participants and ignore strengths. But the strengths of these groups are considerable. Parents have a tremendous influence on the education of their children; they love their children deeply and long for them to succeed. Teachers are capable of insights, intuition, and organizational acumen that are lost when schools exclude them from participating in the decisions they must implement. School-based administrators are underutilized because they are placed in "command" roles to meet the directives and standard operating procedures of districts rather than to work creatively with parents, staff, and students.

Instead of perceiving disadvantaged students as lacking the learning behaviors associated with middle-class students, the ASP views them as having unique assets that can be used to accelerate their learning. These often include an interest in oral and artistic expression, a capacity for involvement in intrinsically interesting tasks, and an ability to learn to write before attaining competence in decoding skills which are prerequisite to reading. In addition, at-risk students can serve as enthusiastic and effective learning resources for other students through peer tutoring and cooperative learning approaches (Slavin, 1983).

Finally, communities have a number of resources including youth organizations, senior citizens, businesses, and religious groups that could become major assets for the children attending an accelerated school.

Main Features of Accelerated Schools

- Changes the entire structure of the school instead of simply grafting remedial classes onto a school with a conventional agenda
- Empowers teachers to plan the school's educational programs
- Requires substantial parental involvement (parents are expected to sign an agreement detailing their obligations to their children)
- Utilizes the services of businesses, college students, senior citizens, and other community resources
- Uses an extended-day program with emphasis on language and problem solving
- Stresses acceleration rather than remediation, intending to bring students to grade level by the end of sixth grade

Curriculum and Instructional Strategies

The instructional program is based upon an accelerated curriculum designed to bring all children to grade level or higher in core curricular areas (i.e., scoring at the 50th percentile or above on norm-referenced standardized achievement tests in reading comprehension, language, mathematics, etc.). The program involves a heavily language-based approach across the curriculum, even in mathematics, with an early introduction to writing and reading for meaning. Students learn to apply their new academic skills in interesting ways to everyday problems and events—a practice that demonstrates the usefulness of what is being taught and introduces a problem-solving orientation.

Accelerated schools also use an extended-day program that includes rest periods, physical activities, arts, and a time for independent assignments or homework. During this period, volunteers—college students and senior citizens—work one-on-one with students to provide individual learning assistance. Students also engage in peer tutoring and cooperative learning, both of which are especially effective with disadvantaged students (Slavin & Madden, 1989). Since many of the students are "latch-key" children, the extension of the school day is attractive to parents.

Parent Involvement

Parent involvement is a central focus of the Accelerated Schools Program. Research on parental and family involvement supports the important role that families can play in raising the educational accomplishments of their students (Epstein, 1987). The accelerated school builds on parental involvement in several ways.

First, parents or guardians are expected to affirm an agreement that clarifies the goals of the accelerated school and the obligations of parents, students, and school staff. The agreement is explained to parents and translated, if necessary. Parental obligations include:

- ensuring that their children go to bed at a reasonable hour and attend school regularly and punctually;

- setting high educational expectations for their children;
- talking to them regularly about the importance of school;
- taking an interest in their children's activities and the materials that the children bring home;
- encouraging their children to read on a daily basis;
- ensuring that independent assignments are addressed; and
- responding to queries from the school.

The importance of the parental role is emphasized through the dignity of an agreement that is accepted by all parties. Students and school staff also have appropriate obligations, with the understanding that the accelerated school will only succeed if all three parties work together.

Second, parents may participate in the governance structure of the school through membership on task forces and the steering committee.

Finally, parents are given frequent opportunities to interact with the school program and school staff through an "open door" policy and a parent lounge, as well as to receive training for providing active assistance to their children. Such training includes not only the skills for working with a child, but also many of the academic skills necessary to understand what the child is doing. In this respect, accelerated schools may find it necessary to work closely with agencies that offer adult basic education to provide parents with the necessary academic foundation. The parental dimension can improve the capacity and effort of the child, increase the time devoted to academic learning, and provide additional instructional resources in the home.

Evaluation

Student progress is evaluated by an assessment system that periodically monitors performance to assure that students are on the appropriate learning trajectory. The system emphasizes acquisition of higher order thinking and reasoning skills in core curricular areas and assesses proficiencies in other areas (e.g., arts, social skills) as well. These periodic assessments are used to provide feedback and to guide the use of interventions and new practices. In addition, the schools conduct evaluations of other areas of operation, including parental involvement, staff decision-making, and implementation of new programs.

A Total Learning Environment

The Accelerated Schools Program does not simply graft compensatory or remedial classes onto schools with a conventional agenda. Rather, it transforms the school into a total learning environment for accelerating the educational progress of the disadvantaged. The stress is on the school as a whole rather than on a particular grade, curriculum, approach to teacher training, or other more limited strategy.

Parents believe that this approach has a high probability of ultimate success because it emphasizes the instrumental goal of bringing students to grade level or above by the completion of sixth grade; it elicits a renewed commitment on the part of administrators, teachers, parents, and students; it stresses acceleration of learning, critical thinking, and high expectations; it relies on a professional model of school governance which is attractive to educators; it benefits from instructional strategies that have shown good results for the disadvantaged within existing models of compensatory education; and it draws upon all of the resources available to the community, including parents, college students, and senior citizens.

Present Status of Accelerated Schools

Since 1987, the Accelerated Schools Program at Stanford University has been collaborating with two elementary schools that have very high concentrations of disadvantaged students. These two schools are in San Francisco and Redwood City, California. Through these pilot programs, ASP staff have begun to translate and implement the principles of accelerated schooling while simultaneously learning how to collaborate most effectively with practitioners. It is important to remember that a conventional school cannot be transformed overnight; ASP staff estimate that this process takes about six years. This means that neither pilot school has implemented the full program at this time. Each school has set initial priorities and is working to implement these while undertaking additional priorities as the initial ones are addressed.

In the first year and a half of operation, the pilot schools have experienced notable gains in parental involvement, student behavior, and staff decision-making and responsibility. The evaluation model for the schools has been designed to look sequentially at: (a) changes in the decision process and staff interactions, as well as outcomes of the decision process; (b) implementation of decisions; and (c) results of implementation for students, parents, and staff. Evaluations of initial gains in achievement will be available in the Autumn of 1989.

Since the Fall of 1988, the Commissioner of Education for the State of Missouri has been sponsoring a statewide system of pilot accelerated schools in six districts including St. Louis and Kansas City. The Illinois State Board of Education has initiated a statewide network of 24 pilot accelerated schools to begin functioning in the Fall of 1989, and Salt Lake City has made commitments to three accelerated schools this year. In these cases, ASP staff have been providing training and technical assistance, although responsibility for the schools has been undertaken by the local educational agencies with state support in Missouri and Illinois.

The potential for accelerated schools to address the needs of at-risk students is a matter that should be considered by state and local educational policymakers. The transformation of existing schools to accelerated ones, however, is not a trivial change. Such a metamorphosis requires careful planning, analysis of requirements for support and technical assistance, and a willingness to shift many of the major educational decisions to staff and parents at school sites. And like any other changes, this transformation will have its costs. Costs can be divided into two types, the costs of implementing the accelerated school process and the costs of improvements in instruction. Implementation of the accelerated school process requires resources for release-time for teachers and consultant and materials expenses for training and facilitation. The transformation necessitates creative scheduling of meetings and the use of all staff development times and faculty meetings for accelerated school activities. In addition, approximately $5,000-10,000 a year is needed for substitutes to provide adequate time for teachers to participate in the accelerated school process. About another $5,000 a year is required for training personnel, materials, and other costs of retreats. Thus, for about $30 per student, a school with 500 students can initiate the accelerated school process. Of course, any changes that emerge from the process may have additional resource requirements, particularly those that would require additional staff.

Accelerated Schools in Action

Illinois Network of Accelerated Schools
c/o Dr. Lyndon Wharton
Illinois State Board of Education
100 North First St.
Springfield, IL 62777-0001
This network includes 24 schools that will initiate their programs in the 1989-90 school year. Copies of their newsletter can be obtained by writing:

INAS Newsletter
Illinois State Board of Education
PD & D (E-233)
100 North First St.
Springfield, IL 62777-0001

Missouri Accelerated Schools
c/o Ms. Joan Solomon
Missouri Department of Elementary and Secondary Education
P.O. Box 480
Jefferson City, MO 65102
This group includes 6 pilot schools that began operation in the 1988-89 school year.

Salt Lake City Accelerated Schools
c/o Dr. Mary Jean Johnson
Assistant Superintendent of Instruction
Salt Lake City School District
440 East 100 South
Salt Lake City, UT 84111
This group includes 2 elementary and 1 middle school that began operation during the 1988-89 school year.

Stanford Accelerated Schools Program
c/o Henry M. Levin
CERAS 402
Stanford University
Stanford, CA 94305
These 2 schools include the Daniel Webster School in San Francisco and the Hoover School in Redwood City, California. They have been in operation since the 1987-88 school year and are the basis for experimentation and testing of the accelerated school model.

Conclusion

The Stanford Accelerated Schools Program is not the only approach to acceleration. Comer (1980) and Madden, Slavin, Karweit, and Livermon (1989) have achieved extraordinary results using principles that are similar to the ASP, and the Reading Recovery Program developed by Marie Clay has demonstrated the potential to accelerate initial reading performance of at-risk students (Boehnlein, 1987; Clay, 1979).

But one must be cautious of the "quick fixes" and the mechanical packaged approaches to curriculum and instruction that have characterized educational reform for the disadvantaged. These have not shown long-term results that are educationally meaningful. If we are to stem the emerging tide of educational, economic, political, and social problems attached to rising numbers of at-risk students, we must change the structure of schools rather than just focus on providing new "teacher-proof" curriculum or staff development packages. At Stanford, the ASP staff believes that a major theme underlying those changes is the motto: "Don't Remediate: ACCELERATE."

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