

Originally Processed With FOIA(s):

S

FOIA Number:

S

FOIA MARKER

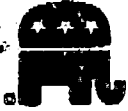
This is not a textual record. This is used as an administrative marker by the George Bush Presidential Library Staff.

Record Group/Collection: George H.W. Bush Presidential Records
Collection/Office of Origin: Speechwriting, White House Office of
Series: Speech File Backup Files
Subseries: Chron File, 1989-1993

OA/ID Number: 13715
Folder ID Number: 13715-004

Folder Title:
Bill Cabaniss Fundraiser, Birmingham AL 4/20/90 [OA 8311] [2]

| Stack: | Row: | Section: | Shelf: | Position: |
|--------|------|----------|--------|-----------|
| G | 26 | 20 | 5 | 3 |



Republican
National
Committee

FASCINILE TRANSMITTAL

DATE: April 17, 1990

TO: Stephanie Blumenthal

FAX: 456-6218

FROM: RNC Press Office (Tawha)

NUMBER OF PAGES (INCLUDING COVER SHEET) three

IF THIS DOCUMENT IS NOT RECEIVED, PLEASE CALL (202) 863-8609.

NEWS Republican National Committee

Lee Atwater
Chairman

FOR IMMEDIATE RELEASE
APRIL 10, 1990
RNC90-018

CONTACT: LESLIE GOODMAN
(202) 863-8550

THE SWITCH CONTINUES: GOP LIST TOPS 200

WASHINGTON, D.C. -- "This is a great get-well present," Republican National Committee Chairman Lee Atwater said today after it was announced that nine Democratic elected officials in Mississippi and Virginia switched parties and became Republicans.

"These new Republicans have left the Democratic Party because the Democrats have left the mainstream," Atwater added.

Since the 1988 presidential election, 215 former Democratic elected officials and key leaders from 22 states and the District of Columbia have made the switch and joined President Bush and the Republican Party.

Mississippi State Representatives Frank Ely (District 109), Alvin Endt (District 113), Danny Guice, Jr. (District 114), and Curtis Holston, Jr. (District 106) switched to the GOP yesterday at a press conference in Pascagoula, Mississippi. On April 6, three incumbent 19th District circuit judges - Darwin Maples of Lucedale, Clinton Lockard of Pascagoula and Robert Mills of Moss Point - also switched to the GOP. Alderman Sammy Carter announced his switch on April 5 in Noxapater to become the first Republican officeholder in Winston County.

In Richmond, Virginia, the City of Richmond Sheriff Andrew Winston also joined the GOP yesterday at a press conference. Winston said, "I see no place and no future for people like me in the Democratic Party."

In Jackson, Mississippi Republican State Chairman Evelyn McPhail applauded the four state representatives, three circuit judges and Alderman Carter for "putting principle over party" and welcomed them into the Republican ranks.

Mississippi Chairman McPhail said the eight switchers brings to 64 the number of Mississippi Democrats who have joined the GOP since the 1988 presidential election.

-more-

Previous switchers include State Auditor Pete Johnson, state representatives Mark Scarborough, J.B. Van Slyke, Terry Brown, and state senators Richard White and Cy Rosenblatt. "These switches clearly demonstrate that more and more southerners identify with the values and ideas of the GOP," McPhail said.

Mississippi state representatives Ely and Endt said they switched to the GOP because they support conservative issues more common to the Republican Party. "If you vote conservative, you ought to belong to a more conservative party," said Endt. "I've always been a Republican," said Guice. "My philosophy is basically conservative in nature. I vote as Republicans vote. This is something I should have done a long time ago," Guice added.

"This is further evidence the Republican Party is well on its way to becoming America's majority party," said Haley Barbour, Mississippi national committeeman.

Since the 1988 presidential election, the list of the largest states in which party switching has occurred include: 64 in Mississippi; 46 in Florida; 22 in South Carolina; 18 in Texas; 15 in Louisiana; and 14 in Alabama.

Other notable party switchers are: Florida Congressman Bill Grant, Louisiana Congressman Jim McCrery, and Arkansas Congressman Tommy Robinson.

4/17/90
Sutthurs

| | |
|-----|-------|
| 11 | 14 |
| 64 | Miss. |
| 46 | Fla. |
| 22 | S.C. |
| 18 | Tx |
| 15 | La |
| 179 | |

Both are child care bills
Both are highly objectionable

House bill passed this year. Senate
is dotted.
House is closer to Admin.
POTUS threatened to veto

THE WHITE HOUSE

WASHINGTON

April 18, 1990

INFORMATION

MEMORANDUM FOR THE PRESIDENT

THROUGH: CHRISS WINSTON *ew*
FROM: CURT SMITH *CS*
SUBJECT: BILL CABANISS FUNDRAISER

I. SUMMARY

On Friday, April 20, at 12:22 p.m., you will address a fundraising luncheon for Bill Cabaniss before about 2,000 people at the Birmingham Jefferson Civic Center. Ray Scott will introduce you. Congressman Callahan, former Senator Jeremiah Denton, Bart Starr, Mayor Richard Arrington of Birmingham, Randy Owen, lead singer of 'Alabama,' State Party Chairman Arthur Outlaw and National Committeewoman Jean Sullivan will also attend.

II. DISCUSSION

The attached remarks (12 minutes, teleprompter) applaud Bill Cabaniss for his achieves in the Alabama Senate and his potential as a U.S. Senator. The text also discusses some of the Adminstration's policy goals and the importance of having their legislation passed on Capitol Hill.

(Smith/Blessey)
April 18, 1990
7 P.M.
ALAB

PRESIDENTIAL REMARKS: CABANISS FUNDRAISER
FRIDAY, APRIL 20, 1990
BIRMINGHAM, ALABAMA
12:22 P.M.

Thank you, Ray [Scott], for that introduction. Congressman Callahan, Chairman Outlaw, National Committeewoman Jean Sullivan, Senator Denton, Mayor Arrington, Randy Owen, Bart Starr. And, of course, Senator Cabaniss. And special congratulations to Neil and Ann Berte [BUR-tee] and the Birmingham Southern basketball team, which just won the NAIA championship. Ladies and gentlemen.

A writer once said, "Each spring in Alabama is as delicate as wisteria in the rain and as gentle as falling in love." //
It's great to be here in this kinder, gentler, time of year. //

It's also a privilege to be in Birmingham on behalf of a very dear friend. One of the great leaders in the Alabama Senate. Soon to be a great member of the United States Senate.
// My long-time friend, Bill Cabaniss. //

((As Bill tells it, this visit arose from a phone call. John Sununu told him, "We've got a surprise for Birmingham that will really excite people." // Bill replied, "You mean Birmingham's finally getting a World League of American Football franchise?")) //

It is wonderful that you'll have a team come 1991. And it's a delight to be back in this State to help elect a superb U.S. Senator. Someone this State and my Administration need in

Washington. // A Senator who will make Alabama proud. A leader who'll make the Nation proud. Bill Cabaniss is that man. ///

Bill and I go back a long way. We first met in the late '70s -- we've been friends for years. ((We're so close that not long ago Barbara and I invited ourselves after we found that for dinner Bill and Katherine were having Ollie's pork barbecue. // But you know how it goes. Twenty Secret Service men went over ahead of us. The good news is that by the time we got there, they had big smiles on their faces. The bad news is all the barbecue was gone.)) //

This year, Bill Cabaniss has plenty to offer Alabama voters. He is a man of character, a family man -- great wife, two great kids. He values loyalty -- worked for me in 1980. In '88, he cast our first vote at the Republican National Convention. // ((Like me, he is a charismatic speaker. // Also, Bill keeps things in perspective. It's like he says: "It's fine that you're here, Mr. President. But if you really want to wow the crowd, bring Barbara.")) //

Not surprisingly, these qualities have endeared Bill to the voters since his election to the Alabama Legislature. Just as they've impressed his peers. // In 1987, Bill was named Outstanding State Legislator by colleagues in a body then 6-to-1 Democratic. He's respected because he's a man of experience and judgment. // He knows that only new ideas can create the new leadership needed for the new decade of the 1990s.

These ideas are found at every level of our Republican Party -- they're the reason you don't just mean Alabama football when you refer to a Southern "Tide." // Since the 1988 election, 215 former Democrat elected officials and leaders have turned Republican -- 179 from the South and 14 from Alabama. Churchill said, "Some men change their principles for their party." These men and women changed their party for their principles. // They joined us because they want to see an Alabama of growth in the '90s. // An Alabama of progress, prosperity, and new ideas. // The Alabama of Bill Cabaniss. //

One new idea is our belief that greater competitiveness and incentives mean greater growth -- and one way to ensure continued growth is through a lower capital gains tax. As a businessman, Bill Cabaniss knows that lower taxes free more capital for investment -- and that more investment means more jobs. And he knows his geography. Japan has a much lower capital gains tax, while economies like Taiwan, Korea, Singapore, and Hong Kong don't tax them at all. So Bill supports our capital gains tax cut. // Once again I call on the Congress to pass that bill. // It's time we stop giving the edge to countries we can out-think, out-work, and out-perform any day of the week. ///

Bill also understands that only an educated work force can be a competitive work force. Alabama needs him and I need him in the Senate to back our Educational Excellence Act of 1990. // Bill's opponent believes in the old and discredited idea that tax and spend can make U.S. education Number One. Bill and I

disagree with that notion. There's nothing new about excellence. What is new is the idea of demanding higher standards, greater accountability, and more involvement by parents and communities to achieve it.

((You know, Ray Scott says that the fish I catch aren't any bigger than his -- but my stories about them are. // Let me tell a story that's true. In 1961, Bill was at Airborne School in Fort Benning, Georgia. The sergeant called out, "Cah-BAN-ahs." Bill corrected him: "Sir, my name is Cabaniss." // Not surprisingly, at midnight Bill was still running laps and doing pushups. The next day, the sergeant again called, "Cah-BAN-ahs." Bill replied, "YES, SIR.)) //

Talk about a quick study. // But that's just what we need in the U.S. Senate, as this country faces enormous challenges in the new decade of the '90s. // Like the fight against crime and drugs, and our campaign for a cleaner environment. And it's the Republicans who have the new ideas to meet these challenges. //

For instance, in January, we unveiled Phase II of our National Drug Control Strategy to knock out crime and drugs. We must toughen our laws and expand the death penalty for drug kingpins. // Capitol Hill doesn't need politicians who soft-pedal the need to be hard on crime. It needs a Bill Cabaniss who believes the penalty should be just as tough as the crime. //

And when it comes to the environment, here too we Republicans have plenty of new ideas to make it clean and safe.

After all, it was a Republican, Teddy Roosevelt, who was our first environmental President.

Teddy knew then what we know today -- that we can have a sound environment and strong economy. // That means rejecting the ideas of extremists on both sides -- and we will. It means using market forces in the service of the environment -- and we will. Let's keep in mind: We don't have to throw people out of work to protect our environment. //

Instead, we can protect it and we are through new ideas from expanding our parks to planting over a billion trees a year to banning asbestos. What's more, earlier this year we proposed landmark legislation rewriting the Clean Air Act to cut smog, acid rain, and toxic pollution. // I'm glad to say the Senate has now passed a clean air bill -- a bill that was gridlocked through the 1980s. // It's been 13 years coming. But no American should have to wait another day for clean air. So I call on the House of Representatives to move promptly to produce a bill consistent with the principles I have stated for an environmentally strong and economically sound new Clean Air Act.

In that spirit, this week is the 20th anniversary of Earth Day. And I can't help thinking what a breath of fresh air Bill Cabaniss would be in Washington, D.C. // Like me, he hopes the House will act soon, and responsibly. As a staunch defender of the environment, there's one thing Bill wants to make absolutely clear -- and that's Alabama. //

Let me close with another issue which clearly shows the gulf between new and old ideas. Child care. // Bill's child-care position rests on that historic 'Bama trait: Common sense. // Like me, Bill Cabaniss supports what works.

That's why he backs our child-care program which gives parents the freedom to choose. It's a nearly \$10 billion program to help low-income working Americans by increasing choice in child care through tax incentives, not Federal intervention. // We want to ensure that parents, not bureaucrats, decide how to care for America's children. And I will not see the option of religious-based child care restricted or eliminated. //

Bill Cabaniss wants to protect religious child-care centers, and parents' freedom to use them. But many liberals back the child-care legislation passed last month by the House and supported by the Democrat leadership. Let's take a look at what that bill would mean to this State and every State. //

The House bill would cost almost \$30 billion -- and force many States to change their rules. // It would create a Federal Committee -- really, a straitjacket -- to produce national child-care standards, intended to replace local standards that reflect local needs. // And it would put Federal funds into more endless paperwork -- creating 120 pages of new child-care law. Who would be hurt the most? Those who need help the most. The parents.

The truth is that we don't need this bureaucracy. It would be redundant, wasteful -- an invitation for Big Brother to get involved in yet another part of our lives. We don't want to

expand the budget of the bureaucracy. We want to expand the horizons of our kids and the child-care options for parents. // So let's reject those who measure progress made by dollars spent. And instead give families the help they need to solve the child-care problem themselves. // The Democrat leadership says, "The Federal government knows what's best for our children." Bill Cabaniss and I say: "Parents do." //

You can see, I hope, how much I think of Bill. How I respect him, trust him, and how much we need him in the United States Senate. //

To some, new ideas mean another bureaucrat to pick your pocket. // Bill Cabaniss knows better, because he knows the families, the taxpayers, the working people of Alabama. His ideas will help those people. And reflect the values of the State he loves. //

Bill Cabaniss believes in patriotism, love of country, and love of God. He thinks like we do. As a U.S. Senator, he will act on your behalf. He'll stand up for a strong America, a free America, a safe America -- a great America. He'll be the kind of Senator this State needs and deserves.

I came to Alabama to ask you to help this man. A public servant I admire. A wonderful friend I rely upon. Help him do for America what he's done for Alabama. // Thank you for this occasion. God bless the United States. And let's make Bill Cabaniss the next Senator from the great State of Alabama.

#

Cabaniss

5

// "I would take the fire," he replied.)) Like me, Bill Cabaniss supports what works.

That's why he backs our child-care program which gives parents the freedom to choose. A \$10 billion program to help low-income working Americans by increasing choice in child care through tax incentives, not Federal intervention. // We want to ensure that parents, not bureaucrats, decide how to care for America's children. And I will not see the option of religious-based child care restricted or eliminated. //


On the one hand, Bill Cabaniss wants to protect religious child-care centers, and parents' freedom to use them. On the other, ^{liberal democrats} Bill's ~~opponent~~ supports the bill passed last month by the House Democratic leadership. Let's take a look at what that bill would mean to Alabama and every State. //

The House bill would cost \$30 billion -- and force many States to change their rules. // It would create a Federal Committee -- really, straitjacket -- to demand national child care standards, mocking local standards and needs. // It would spawn new programs that deprive parents of choice -- even where a church was involved. // And put Federal funds into mindless paperwork -- creating 120 pages of new child care law, and six new grant programs. Who would be hurt the most? You got it: Those who should receive the funds. The parents.

The truth is that we don't need all this new bureaucracy. It would be redundant, wasteful -- an invitation for Big Brother to run wild. We don't want to expand the budget of the

April 10, 1990

MEMORANDUM FOR CURT SMITH

FROM: STEPHANIE BLESSEY 

SUBJECT: CHILD CARE FOR CABANISS REMARKS

The following are differences between the Democrats and Republicans on child care.

o The Democrats are moving closer and closer to complete federal regulation of child care.

1. Their legislation will force states to regulate in certain areas. About half of the states will have to change their regulations.

2. Their legislation will create a National Advisory Committee to create even more standards.

3. Next, they will want to federally regulate child care.

Why does the federal government think it knows more about child care than the parents or the states?

o Bidding War

1. The President proposes a \$10 billion bill

2. The Democrats come back with a \$30 billion bill

3. What's the difference:

6 new grant programs.

6 new sections of the law

6 new committees for jurisdiction

6 new bureaucracies to administer the grants.

Every one of the grants added to the bill by the Democrats could be covered by Title XX. We don't need to create a bunch of new bureaucracies.

o Who knows

1. American families can solve the problem.
Give them the money.
2. States can solve the problem.
Give them the money.
3. But the Democrats want the professionals to solve
the problem.
They want to create new bureaucracies.

OFFICE OF MANAGEMENT AND BUDGET
Human Resources, Veterans, and Labor
Special Studies Division

DATE: 4/10

TIME: _____

TO: STEPHANDE BLESSEY
X 7750

FROM: BARBARA SELFRIDGE
X 6150

5 pages including cover

Comments:

3/29/90

**COMPARISON OF STENHOLM-SHAW AND
MAJORITY LEADERSHIP CHILD CARE BILLS**

| Provision | 5-Year BA/EA (\$billions) | |
|---|-------------------------------|------------|
| | Stenholm-Shaw | Leadership |
| <u>Major Provisions and Estimated Costs (CBO)</u> | | |
| Head Start | \$3.3 | \$3.3 |
| New School-Based Grant Program | (permitted under Title XX) | 2.3 |
| Title XX Day Care Grants <u>a/</u> | 2.3 | 3.0 |
| Earned Income Tax Credit | 15.0 | 18.5 |
| Day Care Quality Improvement | (permitted under Title XX) | 1.4 |
| Business Incentive Grants | .1 | .1 |
| Child Care Standards Grant | (permitted under Title XX) | .4 |
| Total (direct spending) | \$17.2 | \$21.5 |
| Total (including authorizations) | \$20.6 | \$29.0 |
| Revenue Offsets | (\$14.0) | (\$14.4) |
| 5-Year Funding Shortfall | \$6.6 | \$14.6 |

a/ CBO includes costs of an inadvertent provision in the Leadership bill that increases the current Title XX grant by \$50 million in 1995.

NOTE: Details may not add to totals because of rounding.

**COMPARISON OF STENHOLM-SHAW AND
MAJORITY LEADERSHIP CHILD CARE BILLS**

| Provision | 5-Year BA/EA (\$billion) | |
|-----------|--------------------------|------------|
| | Stenholm-Shaw | Leadership |

| Major Provisions and Estimated Costs (CBO) | | |
|--|-------|-------|
| Head Start | \$3.3 | \$3.3 |

Both bills establish a new grant within Head Start funded at about \$600 million per year. The Stenholm-Shaw grant is for comprehensive developmental services for currently eligible children, but up to 50 percent of the funds can be used for child care services for these children. The leadership grant cannot be used for developmental services for current eligibles. It is for child care services for current eligibles, but up to 20 percent of the funds can be used to provide developmental services and child care to nonpoor (100-125 percent of poverty) children who are not currently eligible for Head Start. The child care that is provided must result, in combination with developmental services, in Head Start programs that are 10 hours a day, every weekday, year around.

(The leadership has indicated that Ed and Labor "is preparing a separate bill to reauthorize Head Start and provide full funding for the program," which will be significantly more than the Administration's requested 36 percent increase.)

| | |
|--------------------------------|-----|
| New School-Based Grant Program | 2.3 |
|--------------------------------|-----|

Stenholm-Shaw has no new separate grant program for the public schools, but States can spend Title XX funds for school-based child care if they choose. Parents could choose sectarian services for their children through certificates. The leadership bill creates a new grant to State and local education agencies for early childhood development services and child care. State education agencies are required to impose standards in federally-specified categories on both child care and early childhood education. There is no provision for vouchers. All funds go to public school systems and would be governed by rules and court decisions that govern Chapter 1 of the Elementary and Secondary Education Act. Therefore, sectarian providers could not be funded through the contracting-out provisions in the bill.

| | | |
|--------------------------|-----|-----|
| Title XX Day Care Grants | 2.3 | 3.0 |
|--------------------------|-----|-----|

The Title XX Social Services Block Grant provides entitlement funds totaling \$2.8 billion per year to States for social services. The Title XX provisions in each bill add a new subtitle in Title XX expressly for child care. Both bills require States to offer certificates (vouchers) to parents. The

Stenholm-Shaw bill contains no new required standards, and accords States almost total flexibility in how they use funds. The leadership bill contains Federal requirements for standards, some State-set and others federally set, and constrains State use of funds more than Stenholm-Shaw. A different agency than the State education agency, which sets standards for school-based services, establishes the required State-set standards in this title of the leadership bill.

This section of both bills also contains the provisions on religion. The Stenholm-Shaw provisions are original; the leadership bill's are based on S.5's. Stenholm-Shaw has three provisions: 1) States must provide a certificate to any eligible parent who asks for one, 2) statement that vouchers can be used to purchase care that includes sectarian activities, and 3) religious day care providers can give preference in hiring to people who adhere to their tenets and teachings. The leadership bill's provisions are on the same subjects, but they do not provide for equal treatment of parents who want vouchers; and they have more expansive hiring preferences, as well as preferences in admissions. The preference provisions risk church-state entanglement and will deter religious providers from participation.

Earned Income Tax Credit 15.0

18.5

The current Earned Income Tax Credit (EITC) is a refundable credit for low income working families with children. The two bills have identical substantive provisions to 1) increase the credit and adjust it for family size, and 2) provide an additional credit for families with at least one child under age six. Stenholm-Shaw, but not the leadership bill, also provides an additional credit for families with a child under age one ("wee tots" credit) who do not claim the Dependent Care Tax Credit for this child. The leadership EITC provisions are more expensive than Stenholm-Shaw's because they are implemented a year earlier (January 1991).

Child Care Quality Improvement

1.4

This is one of five new grant programs established by the leadership bill. It would provide States with funds to train staff, improve information and referral, strengthen standards, and conduct similar activities. These activities are permitted under the Title XX provision of Stenholm-Shaw. This title of the leadership bill contains a host of mandates on States, particularly on enforcement of standards. It also establishes a national advisory committee to establish recommended child care standards for the nation.

Business Incentive Grants .1**.1**

Both bills provide grant funds of \$25 million per year for businesses to establish or expand child care services. Stenholm-Shaw is limited to small businesses; the leadership bill gives priority to them.

Child Care Standards Grant**.4**

This is another of the five new grant programs established by the leadership bill. It establishes competitive project grants to States to improve their child care standards. Under Stenholm-Shaw, States are expressly permitted to use Title XX funds for these activities.

Reduce Dependent Care**Tax Credit (\$70-90,000) (1.0)****(1.5)**

The amount of the Dependent Care Tax Credit is based on child care expenditures and adjusted gross income (AGI). Because the credit is not refundable, low income families do not benefit from it while higher income families do. Both bills would lower the credit percentage for families with AGI over \$70,000 and eliminate it for families with AGI over \$90,000. The leadership bill produces more revenue from this provision by implementing it one year earlier than Stenholm-Shaw.

| | | |
|--|--------|--------|
| Total (direct spending) | \$17.2 | \$21.5 |
| Total (including authorizations) <u>a/</u> | 20.6 | 29.0 |
| Revenue Offsets | (14.0) | (14.4) |
| 5-Year Funding Shortfall | 6.6 | 14.6 |

a/ Includes permanent extension of the telephone excise tax.

NOTE: Cost estimates, by CBO, are BA/EA Revenue Effects. Details may not add to totals because of rounding.

April 7, 1990

MEMORANDUM FOR CURT SMITH

FROM: STEPHANIE BLESSEY
SUBJECT: CABINESS FUNDRAISER

The following is information per my conversation with Chuck Greener of Eddie Mahe and Associates:

I. Themes

A. Campaign about the future

1. As you look to the 90s and the 21st century who best fits the needs of Alabama

B. Cabiness is a man the President trusts. A close personal friend. Someone he can count on and confide in.

II. Issues for the future

A. Environment (sending material)

1. Clean Air Act is in House negotiations.
2. Earth Day
3. Conference on Global Change

B. Children's Issues

1. Child Care -- supports POTUS; Heflin for ABC
2. Education -- supports POTUS

C. Crime and Drugs -- supports POTUS; Heflin on Judiciary Committee

III. Anecdotes

A. Cabiness was the first to cast vote for Bush at the nomination.

B. Mr. Smooth played right through Cabiness and Lee Styslinger (Finance Chairman who will be on dais) on the golf course last summer.

C. Heflin said that it does not matter if Bush campaigns for Cabiness because Reagan campaigned a few times for Denton and he still lost. But Bush is such a charismatic speaker he might just turn things around.

IV. Acknowledgements

A. Ray Scott - friend of President's and President of Bass Angler's Association. They fish together.

B. Governor Guy and Helen Hunt

C. Congressmen Sonny Callahan and Bill Dickinson

D. Jean Sullivan, National Committeewoman

E. Perry Hooper, National Committeeman

F. Catherine Cabiness, wife of Bill

V. Logistics

A. Prices from \$250 - \$1,000

B. Remarks before lunch. POTUS will not eat.

C. Location -- Birmingham Jefferson Convention Center

D. The band Alabama might play.

April 7, 1990

MEMORANDUM FOR CURT SMITH

FROM: STEPHANIE BLESSEY ^{SB}

SUBJECT: CABINESS FUNDRAISER

The following is information per my conversation with Chuck Greener of Eddie Mahe and Associates:

I. Themes

A. Campaign about the future

1. As you look to the 90s and the 21st century who best fits the needs of Alabama

B. Cabiness is a man the President trusts. A close personal friend. Someone he can count on and confide in.

II. Issues for the future

A. Environment (sending material)

1. Clean Air Act is in House negotiations.
2. Earth Day
3. Conference on Global Change

B. Children's Issues

1. Child Care -- supports POTUS; Heflin for ABC
2. Education -- supports POTUS

C. Crime and Drugs -- supports POTUS; Heflin on Judiciary Committee

III. Anecdotes

A. Cabiness was the first to cast vote for Bush at the nomination.

B. Mr. Smooth played right through Cabiness and Lee Styslinger (Finance Chairman who will be on dais) on the golf course last summer.

C. Heflin said that it does not matter if Bush campaigns for Cabiness because Reagan campaigned a few times for Denton and he still lost. But Bush is such a charismatic speaker he might just turn things around.

IV. Acknowledgements

- A. Ray Scott - friend of President's and President of Bass Angler's Association. They fish together.
- B. Governor Guy and Helen Hunt
- C. Congressmen Sonny Callahan and Bill Dickinson
- D. Jean Sullivan, National Committeewoman
- E. Perry Hooper, National Committeeman
- F. Catherine Cabiness, wife of Bill

V. Logistics

- A. Prices from \$250 - \$1,000
- B. Remarks before lunch. POTUS will not eat.
- C. Location -- Birmingham Jefferson Convention Center
- D. The band Alabama might play.

Smith/Blessey

Luncheon Event

BIRMINGHAM, ALBAMA - 20 APRIL 1990

EVENT: Fundraiser for Bill Cabaniss for U.S. Senate

CONTACTS:

1. Peggy Balliet # 205/970-1911 will put you in direct touch with the candidate
2. Donna Henderson NRSC # 675-6052 (consulting on race)

LOCAL COLOR:

The reason this event is happening is because the President promised Bill (a personal friend) he'd do the event. Bill is running against Howell Hefner who is the #1 targeted senate race in the South.

INTRODUCING THE PRESIDENT:

Probably Bill Cabaniss

WHERE HE IS BEFORE SPEECH:

Key Largo, FL - mtg. with Mitterand

WHERE HE GOES AFTER SPEECH:

maybe VAB to view & get briefed on their lab research, then later onto Florida again for a GOP Fundraiser in Orlando. He overnights in Islamorada.

YES
NO

HUMOR:

None at this time, but Bill has a home in Kennebunkport so there should be some good stories somewhere.

Bill served one term in the state house and one term in the state senate, this would be his first state-wide office.

Tickets range from \$50 - \$1,500. (to accomodate all the people who want to see the Pres. i.e. \$50 tickets) They expect 2-4,000 people.

POTUS arrive 11:45, 20 min. major donor photo then onto the luncheon speech, he departs around 12:30

* New Campaign Manager = Mike's Creel - use as contact

* Eddie Mahe is consulting on this race, talk to chuck * Greener

→ Ed Rogers and Doug Adair are from Birmingham & may be helpful with contacts for more information

Scully
Salmon
For Other's
* See below
against Howell Hefner

Smith
Blessey

SIGN-UP SHEET

Birmingham, AL.

#1 in 85
in kidney
trans
Charlie
2019

| <u>Name</u> | <u>Organization</u> | <u>Number</u> |
|-------------------|-----------------------------------|---|
| P. Hareling | WH Advance | 202/456-7565 |
| Peggy Bellitt | Cabinets Campaign | 870-1911 |
| Danna Henderson | NRSC | (205) 870-1911 - Cabaniss (202) 675-6052 |
| BERT BROSOVSKA | BJCC | 205-328-8160 |
| BOB RISNER | White House Comm. | (202) 395-4040 |
| Major Dave Bonwit | Maine Corps Aide to the President | 202-395-1747 |
| Alvin Pylant | BJCC election | 428-8157 |
| Vernon Varden | BJCC FORMAN | 428 8103 |
| Bill MAULAIN | BJCC COMMUNICATIONS | (205) 854-5074 |
| Don Roberts | BJCC CHIEF EMER | 328-8160 EXT-120 |
| Nick Di Vito | BJCC | 328-8160 EXT 131 |
| Roy Wilson | G.S.S.S. - B'ham | 731-1144 |
| Tim HALFMAN | " " | " |
| Russ Miller | " W.D.C. | " |
| Kristen Green | WH Speechwriting | 202-456-2930 |
| COPE | CH of Sa BJCC | 328-8160 BEEDEN 583-7789 |
| DOUG ADAIR | WH Cabinet Affairs | (202) 456-2800 |
| Lee McLemore | Cabinets Group | (205) 252 5905 |
| Lynn Lawson | WH Intergovernmental Affairs | 2024566547 |

THE WHITE HOUSE
WASHINGTON

March 25, 1990

MEMORANDUM FOR PRE-ADVANCE PARTICIPANTS

FROM: JOHN G. KELLER, JR. *JGK.*

SUBJECT: PRE-ADVANCE TO ORLANDO, FL; BIRMINGHAM, AL;
TULSA AND STILLWATER, OK; AND TORONTO, CANADA

PRE-ADVANCE PARTICIPANTS

Office of Presidential Advance

Judd Swift, Deputy Director, Presidential Advance Office
Spence Geissinger, Deputy Director of Presidential Advance for
Press
Peggy Hazelrigg, Assistant Director, Presidential Advance Office

United States Secret Service

Russ Miller, DSAIC, Presidential Protective Division

White House Communications Agency

Major Bob Risney, Trip Officer

White House Military Office

Major David Bonwit, Marine Corps Aide to the President
Captain Beau Newman, HMX Advance
Captain Rex Jordan, Air Force One Advance

White House Political Affairs

Sally Salmon, Associate Director +
Andy Foster, Associate Director +

Office of Communications

Kristin Gear, Special Assistant to the Deputy Assistant for
Communications +

Intergovernmental Affairs

Lynn Lawson, Deputy to the Special Assistant +

Office of Cabinet Affairs
Doug Adair, Associate Director +

Office of National Service
Perry Liles*

* drops in Orlando 3/26; returns to Washington via commercial air
+ drops in Tulsa 3/27; returns to Washington via commercial air

PRE-ADVANCE SCHEDULE

Monday, March 26, 1990

7:20 am Vans depart West Basement for those requiring transportation to Andrews Air Force Base.

(Drive Time: 30 Minutes)

7:45 am Those with own transportation should be at Andrews Air Force Base, Distinguished Visitors Lounge, Base Operations Building at this time for check-in.

7:50 am Vans arrive Andrews Air Force Base.

8:00 am Depart Andrews Air Force Base en route Orlando, Florida. (C-9, Tail #681)

(Flying Time: 2 Hours)
(Time Change: None)
(Food Service: Breakfast)

10:00 am Arrive Orlando International Airport and proceed to vans.

Met by:

✓ John Fabrega
Republican Party of Florida
904/222-7920

Ramp: Page AvJet 407/851-6682

10:10 am Board vans and depart Orlando Airport en route Orange County Convention Exhibit Center.

(Drive Time: 20 Minutes)

10:30 am Arrive Convention Center and begin Site Survey.

- * FUNDRAISING RECEPTION AND DINNER FOR FLORIDA GOP
 - Reception: Closed Press
 - Dinner: Open Press
 - Remarks

Contact: Orange County Convention Center
407/345-9800

11:30 am Conclude Site Survey and depart Convention Center en route TBD.

(Drive Time: 30 Minutes)

12:00 pm Arrive TBD and begin Site Survey.

- * ENVIRONMENTAL EVENT

1:30 pm Conclude Site Survey and depart TBD en route Orlando Airport.

(Drive Time: 25 Minutes)

1:55 pm Arrive Orlando Airport and proceed to board C-9.

2:00 pm Depart Orlando, Florida en route Birmingham, Alabama.

(Flying Time: 1 Hour 25 Minutes)

(Time Change: Back 1 Hour)

(Food Service: Lunch)

2:25 pm Arrive Birmingham Municipal Airport, Birmingham, Alabama and proceed to board vans.
(C.S.T.)

Met by:

Ms. Peggy Balliet
Bill Cabaniss for U.S. Senate
205/970-1911

Ramp: Hangar One 205/591-6830

2:30 pm Depart Birmingham Airport en route the Birmingham-Jefferson Civic Center.

(Drive Time: 10 Minutes)

2:40 pm Arrive Civic Center and begin Site Survey.

* FUNDRAISING RECEPTION AND LUNCH FOR
B. CABANISS
- Reception: Closed Press
- Lunch: Open Press
- Remarks

Contact: Birmingham-Jefferson Civic Center
205/328-8160

3:50 pm Conclude Site Survey, board vans and depart Civic Center en route Medical Center, University of Alabama at Birmingham.

(Drive Time: 10 Minutes)

4:00 pm Arrive Medical Center and begin Site Survey.

* MEDICAL CENTER (4:00 - 5:30 pm)

Contact: Mr. Bill Croker
Asst. Vice President for Governmental
Relations
UAB Medical Center
205/934-3554 (w)
205/967-9844 (h)

* PRESS FILING CENTER (5:30 - 6:00 pm)

6:00 pm Conclude Site Survey and depart TBD Press Filing Center en route Birmingham Airport.

(Drive Time: 20 Minutes)

6:20 pm Arrive Birmingham Airport and proceed to board C-9.

6:25 pm Depart Birmingham, Alabama, en route Tulsa, (C.S.T.) Oklahoma.

(Flying Time: 1 Hour 40 Minutes)
(Time Change: None)
(Food Service: Dinner)

8:05 pm Arrive Tulsa International Airport, Tulsa, (C.S.T.) Oklahoma and proceed to board vans.

Met by:

Contact: Mr. Clinton Key
State Chair, Oklahoma Republican Party
405/528-3501

Ramp: Butler Aviation 918/836-3737

8:15 pm Board vans and depart Tulsa Airport en route Westin Hotel.

(Drive Time: 15 Minutes)

8:30 pm Arrive Westin Hotel.

Remainder of Evening is Free.

RON

HOTEL: Tulsa Westin Hotel
918/582-9000
Contact: Lin Bergeron
Director of Marketing
(Home: 918/749-7048)

Tuesday, March 27, 1990

8:00 am Board vans and depart Westin Hotel en route
Doubletree Hotel.

(Drive Time: 5 Minutes)

8:05 am Arrive Doubletree Hotel and begin Site Survey.

* OKLAHOMA STATE GOP FUNDRAISING RECEPTION
- Closed Press
- Remarks TBD

Contact: Mr. Clinton Key
State GOP Chair
405/528-3501

9:00 am Conclude Site Survey and depart Doubletree Hotel
en route Convention Center (across the street).

9:10 am Arrive Convention Center and begin Site Survey.

* ADDRESS OKLAHOMA FOUNDATION FOR EXCELLENCE
DINNER
- Open Press
- Brief Remarks

Contact: Mr. Brett Wessner
Executive Director
Foundation for Excellence
405/236-0006 (w)
405/235-1277 (h)

10:10 am Conclude Site Survey and depart Convention Center
en route Stillwater, Oklahoma.

(Drive Time: 1 Hour 15 Minutes)

11:25 am Arrive Oklahoma State University, Stillwater,
Oklahoma, and proceed to Working Luncheon.

Met by:

Mr. Harry Birdwell
Vice President
Oklahoma State University
405/744-8531

11:40 am Working Luncheon with University Counterparts.

12:30 pm Conclude Luncheon and begin Site Survey.

* ADDRESS OKLAHOMA STATE UNIVERSITY
COMMENCEMENT EXERCISES
- Open Press
- Remarks

Sites:

- Football Stadium
- Field House (Rain Site)
- President's House
- Coach's Building (Holding Room)

2:00 pm Conclude Site Survey and depart Stillwater,
Oklahoma en route Tulsa International Airport.

(Drive Time: 1 Hour 15 Minutes)

3:15 pm Arrive Tulsa International Airport and proceed to
board C-9.

NOTE: At this time, those not proceeding to
Toronto will return to Washington
via commercial flights.

3:25 pm Depart Tulsa, Oklahoma en route Toronto, Canada.
(C.S.T.)

(Flying Time: 2 Hours 15 Minutes)
(Time Change: Ahead 1 Hour)
(Food Service: Snacks)

6:40 pm Arrive Toronto International Airport, Toronto,
(E.S.T.) Canada and proceed to board vans.

Met by:

TBD

6:50 pm Board vans and depart Toronto International
Airport en route TBD Hotel.

(Drive Time: 30 Minutes)

6:40 pm Arrive TBD Hotel for RON.

Remainder of Evening is Free.

Wednesday, March 28, 1990

8:00 am Board vans and depart TBD hotel en route
Toronto Stadium.

(Drive Time: 30 Minutes)

8:30 am Arrive Toronto Stadium and begin Site Survey.

* BILATERAL MEETING

* BASEBALL GAME

11:30 am Conclude Site Survey, board vans and depart
Toronto Stadium en route Toronto International
Airport.

12:00 pm Arrive Toronto Stadium and proceed to board C-9.

12:10 pm Board C-9 and depart Toronto Stadium en route
Andrews Air Force Base.

(Flying Time: 1 Hour 5 Minutes)
(Time Change: None)
(Food Service: Lunch)

1:15 pm Arrive Andrews Air Force Base and proceed to board vans.

1:20 pm Board vans and depart Andrews Air Force Base en route White House.

(Drive Time: 30 Minutes)

1:50 pm Arrive White House.

RESEARCH

**THE ALMANAC
OF AMERICAN
POLITICS
1990**

**The Senators, the Representatives
and the Governors:
Their Records and Election Results,
Their States and Districts**

Michael Barone and Grant Ujifusa

**National
Journal**
Washington, D.C.

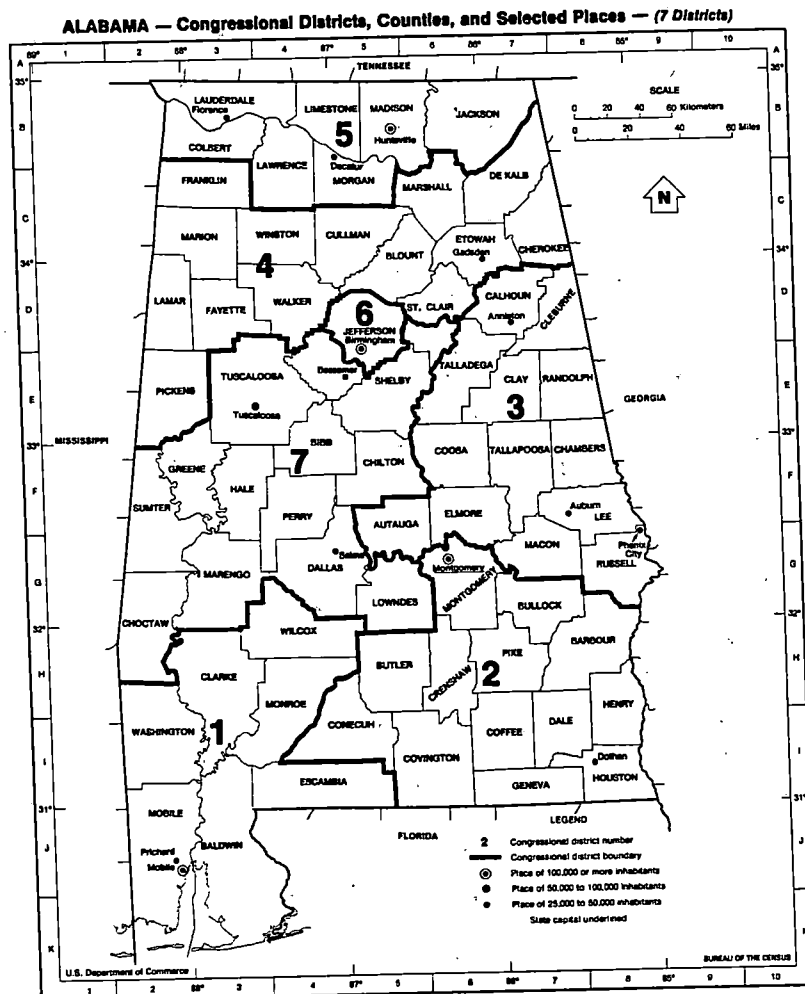
ALABAMA

"Moons, red with the dust of barren hills," Carl Carmer wrote in the 1930s in *Stars Fell on Alabama*, "thin pine trunks barring horizons, festering swamps, restless yellow rivers, are all part of a feeling—an emanation of malevolence that threatens to destroy men through dark ways of its own." Against a "background of lazy serenity, of happy-go-lucky ease," Carmer, a Yankee who lived six years in Tuscaloosa, concluded as he witnessed mountain men aim guns at outsiders who might be revenueurs, hooded Klansmen burn crosses, and white townspeople lynch a Negro, that "the inevitable reaction to any unusual stimulus was to do something about it, something physical and violent." That violent impulse has been part of life and politics in Alabama since the first Jacksonian farmers replaced the Indians sent west and plowed the steeply inclined red clay hills of the Tennessee Valley and the first plantation owners had hundreds of slaves shipped in to grow cotton on the Black Belt (named for the soil, which grew the cotton that brought the slaves). It was the violent reaction of white Alabamians to desegregation in Tuscaloosa and Freedom Riders in Anniston and schoolchildren on the streets of Birmingham and marchers in Selma that finally gained national backing for the civil rights revolution. Even in Alabama's peaceful economic development there are signs of rawness, in the miners hacking away in the 1880s at the solid-iron rock of Red Mountain to feed the newly cast steel mills glaring in the valley of Birmingham below, in the drivers in the 1980s speeding past the exposed red earth of gouged-out hillsides to interchanges where the small factories and Wal-Mart shopping centers have been sprouting up.

A similar rawness, if not violence, can be seen in Alabama's politics. In tone and often in substance it is as populist as any state, cutting to the bone of deep resentments and yearnings, generous and violent in its impulses. Fifty years ago, Alabama produced some of the most progressive American politicians, crusaders against Wall Street and against the local economic potentates they called the "Big Mules": Hugo Black, senator until he became a Supreme Court Justice in 1937; Lister Hill and John Sparkman, young congressmen who went on to the Senate, sponsors of landmark health and housing legislation; young politicians who as congressmen in the 1950s—Carl Elliott, Albert Rains, Kenneth Roberts, Robert Jones—would give Alabama arguably the nation's most legislatively productive House delegation. On the state level, the foremost populist was Kissin' Jim Folsom, a huge, oratorically overpowering, personally flawed populist who was elected governor (back when consecutive terms were forbidden) in 1946 and 1954 and was a serious candidate again in 1962 when, far into drunkenness, he appeared ridiculous in a late-campaign appearance on the new medium of television, and later watched some of his populist following taken over by his onetime protégé, a young bantam-sized lawyer named George Wallace.

While Wallace was orating in the state Capitol in Montgomery, only a few blocks away at the Dexter Avenue Baptist Church, Martin Luther King, Jr., was leading what turned out to be a civil rights revolution. None of it was planned: seamstress Rosa Parks, tired and footsore, just decided one day in 1955 that she was not going to move to the back of the bus, as Alabama's segregation laws required. King, a 26-year-old minister from Atlanta with a fancy East Coast education, agreed to lead the seemingly hopeless bus boycott and soon found himself the leader of a national movement whose moral force he was one of the few to comprehend. In the standard currency of the time, what King demanded seemed impossible; it was unthinkable that blacks should even vote. In short-run politics, it helped the politician who proclaimed most strongly his opposition. George Wallace, running as a Folsom protégé in the 1958 governor's primary,

2 ALABAMA



believed he lost because he was “out-segged,” and vowed that he never would be again. He wasn’t, and for most of the 24 years from 1962, when he was first elected governor, until he retired in 1986, George Wallace set the tone of public life in Alabama. His feisty populist rhetoric resonated with the state’s political tradition and reflected his own political origins—and, together with his own extraordinary intuition for public opinion, made him a national political figure. His first and critical term as governor was not only a failure, but a tragedy. His pledge to stand in the schoolhouse door to prevent desegregation was a charade, its only practical effect being to put others’ lives at risk. The violent resistance of Alabama officials—Birmingham commissioner Bull Connor’s police dogs and fire hoses in 1963, Sheriff Jim Clark’s cordons in Selma in 1965—highlighted, as Martin Luther King sensed they would, the unreason behind the white South’s resistance to desegregation and made possible the passage of the Civil Rights Act of 1964 and the Voting Rights Act of 1965.

Yet Wallace's own career prospered. He campaigned effectively in the North in the 1964 and 1972 Democratic presidential primaries, and as a third-party candidate in the 1968 presidential race won 13.5% of the vote. "Send them a message!" Wallace cried, and he shrewdly tailored his own message to local causes and local complaints. Crippled by a gunshot wound in 1972, his force as a national politician was spent by his political defeat by Jimmy Carter in the 1976 Florida primary. But he remained the key figure in Alabama, retiring in 1978 but returning to office in 1982 after his successor, Fob James, proved inept and decided not to seek reelection. In those declining years, he became a sad figure, crippled and unable to hear much, often in dreadful pain, inspiring sympathy by seeking the support of the blacks he had once scorned. "The South has changed," this opportunist who didn't seem to care about race one way or the other said, "and for the better."

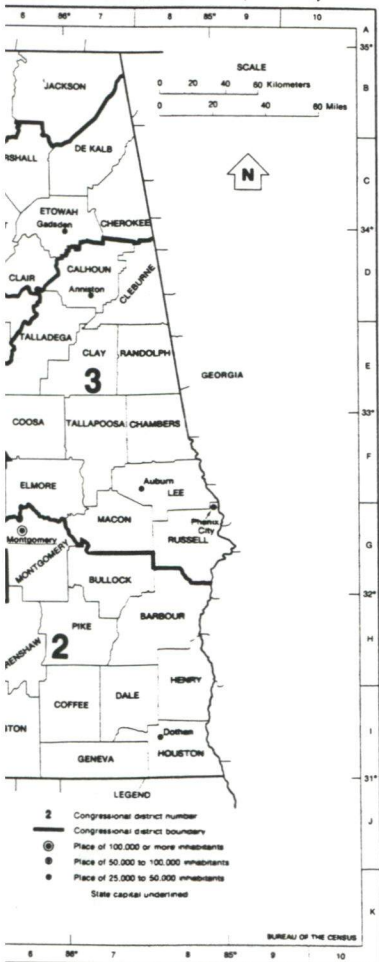
Has Alabama? The populism of the 1940s has been transformed, after 40 years of Jim Folsom and George Wallace, into a strident conservatism; a credo that placed Alabama politicians at the fulcrum point of national policy has been shed for one that gives it politicians who stand on the periphery of the national debate. While Atlanta was peacefully desegregating and beginning three decades of vibrant white-collar growth, Birmingham was violently resisting the civil rights movement, only to see the shrinkage of its once substantial blue-collar base—the steel industry—and an outflow of talented people of both races. The rawness of Alabama life seemed to be perpetuating itself.

But during these last 40 years life in Alabama has changed vastly and for the better. For all of Wallace's demagoguery, legal segregation was ended, and Alabama whites have long since accepted integration in schools, on the job, in restaurants, and at the shopping mall. They no longer mind that blacks vote, and since the late 1970s black support has not cost state candidates all white support. Few voters live in the grinding poverty that made the "Big Mules" such inviting targets a half-century ago. But the growth which has transformed so much of the South—the metropolitan expansion as freeways climb over green hills and sprout shopping centers and subdivisions and office complexes—is only beginning to be visible here. Most rural counties, except for a few along the interstates, have been hemorrhaging population slowly in the 1980s; the metro areas have been growing slowly, except for Huntsville with its space and defense facilities. Alabama is a long way from the populist state of the 1930s where most people outside the few cities had no paved roads, electricity, or indoor plumbing, where children walked barefoot to school and many families never saw much cash over the course of a year. But as the 1980s end, Alabama—raw, angry, sometimes conservative and sometimes populist—is not where it wants to be either.

Alabama's politics and politicians have produced state and local government that provides little in the way of services. This was the last state without a full kindergarten program, for example, and the state with the highest infant mortality rate—a fact that has prompted Governor Guy Hunt, a conservative Republican, to support infant and maternal care programs. It is one of the few southern states with no education reform program. Not all of this can be blamed on the politicians—a poor state can only afford so much public spending. But others did better. George Wallace accustomed Alabamians to a politics of rhetoric and little follow-through, of appeals to their prejudices and parochialism and neglect of long-term interests.

Currently, state politics has become a battleground between liberal forces (the Alabama Education Association, other unions, trial lawyers, blacks) and various business interests: the special interests and the "Big Mules," as they still call each other. The state's political cleavages run mostly on corresponding lines, with a Democratic lower income base—black city neighborhoods, smaller white farm counties, especially in the Tennessee Valley Authority in the north—and a Republican base in the rising affluent class of whites, not only in country club precincts but in donut-shaped circles around urban centers and in the interstate corridors where young families in search of country atmosphere, traditional values, and job opportunities have flocked.

Counties, and Selected Places — (7 Districts)



and vowed that he never would be again. In 1962, when he was first elected governor, until he left public life in Alabama. His feisty populist style and reflected his own political origins—and his respect for public opinion, made him a national political figure, not only a failure, but a tragedy. His pledge to desegregation was a charade, its only practical effect was the resistance of Alabama officials—Birmingham fire hoses in 1963, Sheriff Jim Clark's cordons in Birmingham. In sensing they would, the unreason behind the desegregation was the possible the passage of the Civil Rights Act

4 ALABAMA

Neither party dominates. Alabama's Democratic base is not firm enough to give the party reliable victories (like those in Tennessee) nor has the affluent sector grown fast enough to make the Republican party label an advantage (as it may be now in South Carolina).

Democratic primaries still attract the lion's share of voters, though not as many as in the past, and Democrats still hold most legislative and minor offices. Liberal-backed candidates may have the edge in the Democratic primary, but seem to be clearly the minority in the higher-turnout general elections at least in the top level races. In 1988 George Bush got 59% of the vote, close to Ronald Reagan's 61% in 1984, and not all that much more than the 56% Guy Hunt won against liberal Democrat Bill Baxley in 1986; Baxley, in turn, was winning almost the same county-by-county percentages as he had in the Democratic runoff. Other offices went simply to candidates with famous names: Lieutenant Governor Jim Folsom, Jr., Treasurer George Wallace, Jr., and his brother-in-law, state Supreme Court Justice Mark Kennedy. Another winner in 1988 was Supreme Court Justice Oscar Adams, who beat a Republican 58%-42%. Adams is black—and ran 2% ahead of George Wallace's son-in-law!

Governor. Alabama, Theodore H. White predicted in 1964, "almost certainly" would be "the first Republican-governed state of the South." Not quite: in 1986 it became one of the last (Mississippi and Georgia still haven't had Republican governors this century). Guy Hunt's victory gave the Republicans their chance, not just to govern the state, but to elect Republicans to state and local offices that have been the preserve of the Democrats for 100 years. Hunt, with the assistance of Republican operative John Grenier—whose success as a young Birmingham lawyer organizing the state for Barry Goldwater prompted White's prediction—is attempting to do that, and may have some success.

Hunt's victory in 1986 still seems improbable. As the Republican nominee in 1978, he won only 26% of the vote; he had held no office higher than Cullman County probate judge; his prospects in 1986 were no better until after Democrats failed to agree who had won their runoff primary. The leading vote-getter was Attorney General Charlie Graddick, running as a supporter of school prayer and the death penalty. But the courts ruled that he used his official powers to let Republican primary voters cast ballots in the Democratic runoff, and the state Democratic party substituted Bill Baxley, the candidate who ended up trailing by 8,756 votes. A tobacco-chewing, high-stakes gambler and late-filing taxpayer, Baxley as attorney general got convictions years later in the 1963 Birmingham Sunday school bombing case and ran for governor as an old-fashioned populist. But he could not overcome the burdens of his liberal reputation and his second-place finish in the runoff.

Hunt is well-positioned to broaden his party's affluent and urban base: he is a lay Primitive Baptist preacher and former Amway salesman who lives on a 140-acre farm on a leafy country road in Holly Pond. Hunt seemed entirely unprepared for the job, yet showed sureness of foot in maneuvering with the legislature and a mastery of communicating with the public through the media. He made a point of making frequent appearances around the state—a contrast with Wallace. He refused to haul down the Confederate Stars and Bars from the Capitol in Montgomery, but argued that it commemorated the sacrifices of many idealistic Alabamians just as the state does in celebrating Martin Luther King Day. He had some limited success in 1988 in getting Republicans elected to probate judgeships or to the county commissions in various parts of the state, defeating about 40 Democratic incumbents; but Democrats still hold all but a few dozen of Alabama's 3,000 or so county offices.

Hunt's prospects for reelection are buoyed by the gradual drop in unemployment and by the more than gradual rise in Republican party identification. One Alabama poll had voters identifying with the Democrats by a 48%-21% margin in 1980 and 42%-35% in 1984, but with Republicans by 40%-39% in 1988. Opponents include Fob James, the plastic barbell entrepreneur who was elected governor in 1978, but chose not to run in 1982 and got only 21% in the 1986 primary; state Senator Charles Bishop; former state Supreme Court chief justice, C. C.

Torbe
Gener
Ronni
Sen
amon:
Howe
pivota
expec
Repu
or giv
"I j
looks
before
got a
1978.
Cong:
slogar
uncle.
1931
a cour
the ru
makir
In
contr
Ervin
mone
give S
nomin
he gr
unpre
tion a
has te
favor
to a j
On
subsi
intere
bill in
issues
thank
Ele
secon
been
unde
first
oppor
Repu
race
Ris
occu

base is not firm enough to give the party the affluent sector grown fast enough to make it be now in South Carolina).

of voters, though not as many as in the past, minor offices. Liberal-backed candidates may seem to be clearly the minority in the higher offices. In 1988 George Bush got 59% of the vote, that much more than the 56% Guy Hunt won in 1984. In turn, was winning almost the same Democratic runoff. Other offices went simply to Governor Jim Folsom, Jr., Treasurer George Wallace, Supreme Court Justice Mark Kennedy. Another Democrat, Adams, who beat a Republican 58%-42%. Wallace's son-in-law!

ed in 1964, "almost certainly" would be "the lot quite: in 1986 it became one of the last Republican governors this century). Guy Hunt's goal is to govern the state, but to elect Republicans instead of the Democrats for 100 years. Hunt, with his success as a young Birmingham banker—whom White's prediction—is attempting to

As the Republican nominee in 1978, he won over Cullman County probate judge; his opponents failed to agree who had won their runoff.

General Charlie Graddick, running as a Democrat. But the courts ruled that he used his official position to get the Democratic runoff, and the state judge who ended up trailing by 8,756 votes. A former taxpayer, Baxley as attorney general got a Sunday school bombing case and ran for governor but could not overcome the burdens of his liberal opponent.

affluent and urban base: he is a lay Primitive Baptist who lives on a 140-acre farm on a leafy country road. He is red for the job, yet showed sureness of foot in communicating with the public through his appearances around the state—a contrast with the Democratic Stars and Bars from the Capitol in the sacrifices of many idealistic Alabamians for King Day. He had some limited success in judgeships or to the county commissions in Democratic incumbents; but Democrats still hold many offices.

the gradual drop in unemployment and by the identification. One Alabama poll had voters margin in 1980 and 42%-35% in 1984, but with the inclusion of Fob James, the plastic barbell entrepreneur not to run in 1982 and got only 21% in the earlier state Supreme Court chief justice, C. C.

Torbert; and Paul Hubbert, executive director of the Alabama Education Association. Attorney General Don Siegelman, a several-time statewide winner; and Tennessee Valley Congressman Ronnie Flippo, who nearly ran in 1986 are other possible candidates.

Senators. Alabama sends two Democrats to the Senate with similar voting records (they are among the most conservative in their party) but with different personalities and interests. Howell Heflin, elected in 1978 and reelected in 1984, has risen to take a prominent, sometime pivotal, role on national issues—though he has not always cut quite the figure his admirers expected. Richard Shelby, one of the southern Democrats who ousted a 1980 Reagan Republican, Jeremiah Denton, by a narrow margin six years later, has yet to gain the spotlight—or give much sense of how he would perform in it.

"I just try to be the country judge," says Heflin, and in style and temperament that is what he looks to be. Actually, he was a successful trial lawyer in Tusculum, in the Tennessee Valley, before he was elected in 1970 as the anti-Wallace chief justice of the state Supreme Court; he got a legal reform referendum passed over Wallace's opposition. When he ran for the Senate in 1978, he expected Wallace to be his opponent; but Wallace declined to run. Heflin beat Congressman Walter Flowers in the primary by running against "the Washington crowd"—a slogan used by Alabama candidates of all political stripes. Heflin has a political pedigree (his uncle, "Cotton Tom" Heflin, was a fierce segregationist who served in the Senate from 1920 to 1931 and once shot a black on a Washington streetcar). Though he is a huge man with the look of a country storekeeper, he prides himself on being a careful lawyer who picks at and tinkers with the rules of law with the delicate touch of a watch repairman. But he also often has a hard time making up his mind.

In 1987, after nearly a decade in the Senate, Heflin suddenly got on camera. On the Iran-contra committee he was expected, as a folksy backcountry southern lawyer, to be another Sam Ervin. Instead he seemed maladroit or off the point, telling reporters that Fawn Hall was putting money in her undergarments and asking how the government persuaded the Sultan of Brunei to give \$10 million to the contras. Weeks later in the Judiciary Committee he was a key vote on the nomination of Robert Bork and kept observers guessing how he would vote as he asked Bork why he grew a beard and probed his views on abortion. He ultimately voted against Bork as both too unpredictable and as having a "proclivity for extremism." On other tough issues like immigration and abortion, he has had trouble making up his mind and sometimes missed votes. Heflin has tended to side with liberals and Democrats, voting to override the veto of the Grove City bill, favoring the widely-supported fair housing bill, and voting against confirming a young appointee to a judgeship in Alabama after the man was accused of racial slurs.

On economic issues he shows some of the populism of the Tennessee Valley, supporting subsidies to Alabama farm products on the Agriculture Committee; he champions the economic interests of farmers against environmentalists on pesticides, and he held up the Sipsey wilderness bill in his home turf in a battle with Congressman Ronnie Flippo. On cultural and foreign policy issues his instincts are more conservative. He also chairs on the Senate's Ethics Committee, a thankless chore which he has performed ably.

Electurally Heflin seems strong. He won his first term with no Republican opposition and his second, in 1984, with 63% of the vote against a one-term Birmingham congressman who had been unable to win reelection in 1982. But he did no better than split the white vote against this underfinanced opponent, and the anti-Washington themes that helped him get elected in the first place could undermine what is in most states the asset of incumbency. His likeliest opponent in early 1989 is state Senator Bill Cabaniss. Heflin starts off ahead, but if Guy Hunt's Republicans make the gains they seek in special legislative elections this could end up a closer race than it begins.

Richard Shelby, the junior senator, holds a seat that before his election in 1986 had five occupants in eight years; he hopes to break the jinx. But his victory resulted from negative

6 ALABAMA

campaigning and his Senate profile has not been high. He got Don Siegelman to drop out of the primary and attacked his one late-entering primary opponent for his driving record, and with 51% in a five-candidate field barely avoided a runoff against him. In the general election his TV ads attacked Republican incumbent Jeremiah Denton—a Vietnam POW for eight years who blinked out “torture” in Morse code when he was interviewed on TV—not only for voting to cut Social Security but for faking invoices to raise campaign money, voting to raise his pay while cutting veterans’ benefits, and driving two Mercedes.

Shelby’s political pedigree is conservative: he was a law partner of Walter Flowers, who represented the 7th District before him, and won his critical congressional runoff in 1978 with the support of white conservatives against a black candidate. Despite the large number of blacks in his district, he voted against the Voting Rights Act extension and the Martin Luther King holiday. In the Senate his record is to the right of most Democrats and is especially conservative on foreign policy issues; he refused to provide the party with critical votes on parental leave and the minimum wage. But he did line up with almost all southern Democrats (and with Heflin) against the Bork nomination and with Armed Services Committee Democrats against John Tower’s nomination to be Defense secretary. He promised to “put Alabama’s needs at the top of his priority list,” and seems to concentrate on state issues: keeping a Texas landfill from being dumped in Alabama, making Mobile a Navy homeport, keeping SDI money coming into defense facilities in Huntsville. Shelby also shows a certain decisiveness and takes some original stands on issues—arguing for shareholders’ rights and against efforts to insulate corporate managements from takeovers. He has a knack for getting assigned to committees that make big money decisions—House Energy and Commerce, Senate Armed Services and Banking—and could be a critical vote on them in the 1990s.

Presidential politics. In national politics Alabama is on the verge of becoming irrelevant. Sadly, presidential politics in the state is increasingly a matter of race: whites vote overwhelmingly for the Republicans (and for Jesse Jackson’s strongest opponent in the Democratic primary) and blacks vote overwhelmingly for Jackson in the primary and the Democrat in the general. After the conventions neither presidential nominee touched down in Alabama, which had to be content with two visits from Dan Quayle.

The single exception in the 1980s was the 1984 Democratic primary, when Alabama gave Walter Mondale a solid win with 35% of the vote, to 21% each for John Glenn and Gary Hart and 20% for Jesse Jackson. But the turnout was only 428,000, as compared to the 940,000 who voted in the Democratic gubernatorial primary in 1986; and this was one of the last times large numbers of blacks, prompted by Joe Reed’s Alabama Democratic Conference’s and Birmingham Mayor Richard Arrington’s backing of Mondale, voted against Jackson. For 1988 the ADC had a new, solidly pro-Jackson competitor, the New South Coalition; and Reed’s group endorsed Jackson while pointedly saying that Albert Gore would be a good second choice. In 1988, despite the Super Tuesday hoopla, Democratic turnout was down to 380,000, and Jackson beat Gore 44%–37%. George Bush’s big victories that day and in November were expected.

Congressional districting. Alabama’s congressional district boundaries haven’t been changed much since the mid-1960s. But it might be possible to create near-black-majority (and national Democratic) districts, joining the Black Belt either with Montgomery and or with black parts of the Birmingham area. There’s a tantalizing possibility that Republicans and blacks will join to champion some such plan after the 1990 Census, but only a possibility: the Republicans would have to gain a lot of legislative seats in 1990 (and 1989 special elections). Or some such plan could be ordered by the never predictable courts.

The
1.68
Sing
with
hou:
vote

198:

198:

Tota
St/1
Sala
Pym:
Proc
Resc

Poli
Har
Stat
(D)

198:

Bush
Duk

198:

Jaci
Gor
Dul
Ger
Har
Sim:
Bat

GC

Gov

The People: Est. Pop. 1988: 4,127,000; Pop. 1980: 3,893,888, up 6.0% 1980-88 and 13.1% 1970-80; 1.68% of U.S. total, 22d largest. 12% with 1-3 yrs. col., 13% with 4+ yrs. col.; 18.9% below poverty level. Single ancestry: 22% English, 6% Irish, 3% German, 1% French. Households (1980): 77% family, 43% with children, 63% married couples; 29.9% housing units rented; median monthly rent: \$119; median house value: \$33,900. Voting age pop. (1980): 2,731,640; 23% Black, 1% Spanish origin. Registered voters (1988): 2,429,417; no party registration.

1988 Share of Federal Tax Burden: \$10,775,000,000; 1.22% of U.S. total, 25th largest.

1988 Share of Federal Expenditures

| | Total | Non-Defense | Defense |
|-----------------|-------------------|-------------------|------------------|
| Total Expend | \$14,354m (1.62%) | \$10,614m (1.62%) | \$4,360m (1.91%) |
| St/Lcl Grants | 1,721m (1.50%) | 1,718m (1.50%) | 3m (2.85%) |
| Salary/Wages | 2,665m (1.98%) | 1,182m (1.76%) | 1,483m (1.76%) |
| Pymnts to Indiv | 7,182m (1.76%) | 6,744m (1.73%) | 438m (2.35%) |
| Procurement | 2,428m (1.29%) | 620m (1.33%) | 2,428m (1.29%) |
| Research/Other | 357m (0.96%) | 350m (0.94%) | 8m (0.94%) |

Political Lineup: Governor, Guy Hunt (R); Lt. Gov., Jim Folsom, Jr. (D); Secy. of State, Perry H. Hand (R); Atty. Gen., Don Siegelman (D); Treasurer, George Wallace, Jr. (D); Auditor, Jan Cook (D); State Senate, 35 (28 D, 7 R); State House of Representatives, 105 (86 D, 19 R). Senators, Howell Heflin (D) and Richard C. Shelby (D). Representatives, 7 (5 D and 2 R).

1988 Presidential Vote

| | |
|-------------|---------------|
| Bush (R) | 815,576 (59%) |
| Dukakis (D) | 549,506 (40%) |

1984 Presidential Vote

| | |
|-------------|---------------|
| Reagan (R) | 872,849 (61%) |
| Mondale (D) | 551,899 (38%) |

1988 Democratic Presidential Primary

| | |
|----------|---------------|
| Jackson | 176,764 (44%) |
| Gore | 151,739 (37%) |
| Dukakis | 31,306 (8%) |
| Gephardt | 30,214 (7%) |
| Hart | 7,530 (2%) |
| Simon | 3,063 (1%) |
| Babbitt | 2,410 (1%) |

1988 Republican Presidential Primary

| | |
|-----------|---------------|
| Bush | 137,807 (65%) |
| Dole | 34,733 (16%) |
| Robertson | 29,776 (14%) |
| Kemp | 10,557 (5%) |

GOVERNOR

Gov. Guy Hunt (R)



Elected 1986, term expires Jan. 1991; b. June 17, 1933, Holly Pond; home, Holly Pond; Baptist; married (Helen).

Career: Army, 1954-56; Probate Judge, 1964-76; Candidate for Repub. Nomination for Gov., 1978; State Exec. Dir., Agricultural Stabilization and Conservation Service, USDA, 1981-1985.

Office: State Capitol, Montgomery 36130, 205-261-2500.

Election Results

| | | |
|------------|-----------------------|---------------|
| 1986 gen. | Guy Hunt (R) | 696,203 (56%) |
| | William J. Baxley (D) | 537,163 (44%) |
| 1986 prim. | Guy Hunt (R) | 20,823 (60%) |
| | Doug Carter (R) | 8,371 (40%) |
| 1982 gen. | George Wallace (D) | 650,538 (58%) |
| | Emory Folmar (R) | 440,815 (39%) |

high. He got Don Siegelman to drop out of the primary opponent for his driving record, and with inoff against him. In the general election his TV Denton—a Vietnam POW for eight years who as interviewed on TV—not only for voting to cut campaign money, voting to raise his pay while cedes.

he was a law partner of Walter Flowers, who on his critical congressional runoff in 1978 with k candidate. Despite the large number of blacks hts Act extension and the Martin Luther King of most Democrats and is especially conservative te party with critical votes on parental leave and most all southern Democrats (and with Heflin) Services Committee Democrats against John promised to “put Alabama’s needs at the top of state issues: keeping a Texas landfill from being y homeport, keeping SDI money coming into vs a certain decisiveness and takes some original ights and against efforts to insulate corporate or getting assigned to committees that make big ce, Senate Armed Services and Banking—and

abama is on the verge of becoming irrelevant. singly a matter of race: whites vote overwhelm- kson’s strongest opponent in the Democratic Jackson in the primary and the Democrat in the itial nominee touched down in Alabama, which ayle.

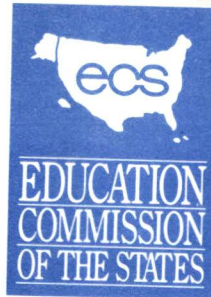
984 Democratic primary, when Alabama gave ste, to 21% each for John Glenn and Gary Hart ; only 428,000, as compared to the 940,000 who in 1986; and this was one of the last times large abama Democratic Conference’s and Birming- ndale, voted against Jackson. For 1988 the ADC ew South Coalition; and Reed’s group endorsed t would be a good second choice. In 1988, despite t was down to 380,000, and Jackson beat Gore y and in November were expected.

sional district boundaries haven’t been changed sible to create near-black-majority (and national her with Montgomery and or with black parts of sibility that Republicans and blacks will join to is, but only a possibility: the Republicans would and 1989 special elections). Or some such plan ts.

Melodye Bush
Information Specialist
Clearinghouse and State Relations

303-299-3603
FAX 303-296-8332

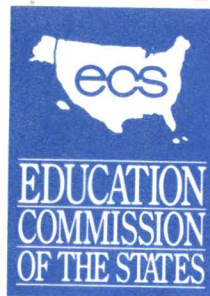
707 17th Street, Suite 2700
Denver, Colorado 80202-3427



Chris Pipho
Director of State Relations
Information Clearinghouse

303-299-3604
FAX 303-296-8332

707 17th Street, Suite 2700
Denver, Colorado 80202-3427



EDUCATION COMMISSION OF THE STATES
1860 Lincoln Street, Suite #300
Denver, Colorado 80295
(303) 830-3600

TO: Stephanie BLEFFLEY
FROM: CHRIS RIPA, MELDYE BUSH
DATE: _____

- _____ For Your Information
- _____ Information You Requested
- _____ Please Note & Return
- _____ For Your Comments
- _____ Please Reply With
Copy to Me
- _____ Please See Me
- _____ Need ASAP
- _____ Please Handle
- _____ Please Route To:

COMMENTS: *This material is not related to OK or AL but is an example of the type of information we gather*

Chris Ripa
Signature

STATE POLICY AND THE SCHOOL PRINCIPAL

The principal is the instructional leader! This chestnut of wisdom is heard in administrative training programs and often takes on different levels of meaning as one moves from the principal's office to the district and state policy levels. If the statement is true, who gave this authority to the principal? Is state policy clear on the role of the principal? How do successful principals operate and who defined their job?

The education reform movement and now the call for restructured schools are bringing the role of the principal to the forefront. Implementation of state mega-reform mandates has put the building principal and classroom teacher in a primary accountability role for carrying out the reforms. Much of the principal's authority, however, is assumed by delegation or delegated by assumption. At the building level, this dilemma ranges from a Rodney Dangerfield perspective of "I get all the work and no respect," to a more optimistic, "this is a grand opportunity to make a difference." In the real world of the principal, both views are common.

Enter the Policy Network

Translating these questions about the role of the principal into a formal research project was recently accomplished by a collection of state education policy centers with financial support from the Danforth Foundation. A report, *State Policy and the School Principal: A Summary of Case Studies From Seven States* will be released in by the Consortium of Policy Centers and distributed by the Education Commission of the States in February.

The project teamed university-based education policy center personnel with policy analysts from state government to study how state policy influences who becomes a principal and how they perform. Research teams were organized in California, Florida, Illinois, Ohio, South Carolina, Texas and Utah. Each of the case studies examined data in the following seven policy categories:

- Preservice Preparation

- Career Development
- Employment
- Performance Assessment
- Curriculum and Instruction
- Children and Youth Programs
- Teachers

Two methods were used to gather information for the case studies: teams reviewed specific policies, statutes, legislative actions and regulatory codes in participating states aimed at shaping the nature and quality of the principalship; and they conducted indepth interviews of 15 principals in each state to gain a limited but significant understanding of how principals view the influence on their careers and their work. The case studies contain rich and extensive description of how a wide variety of state policies depicts and directs the work of the school principal. These case studies will be made available as separate documents.

Findings

In general, state policy says very little about the principalship. In Ohio, for example, five specific employment duties are mentioned in code: (1) conduct drills, (2) keep records, (3) follow due process for student discipline, (4) display the American flag and (5) supervise student savings plans. Other duties are subject to local interpretation. Another common duty found in most states was the reporting of child abuse cases. In practice, however, principals have really become the fundamental accountability agents for most school districts.

Some of the important conclusions about the principalship drawn from the case studies include the following:

Preservice Policies

- Preparation and entry is a lockstep process in most states.
- Entry is a matter of persistence and tenacity and not a rigorous search for talent.
- State policy is virtually silent on the attraction of females and minorities into the school of principalship.

EDUCATION
COMMISSION
OF THE STATES



Reprinted from *Education Week*, January 24, 1990, p. 26

Education Commission of the States
1860 Lincoln Street, Suite 300
Denver, Colorado 80295

Forum (Continued)

Career Development Policies

- State policy does little to influence the nature and quality of professional development.
- Recertification requirements are standardized and generally do not reflect the needs of principals.
- Effective induction programs for first year principals are largely ignored in state policy.

Employment Policies

- The employment life of a school principal is largely determined by the local school board.
- Few state policies address role, function or specific job responsibilities.
- State policies flow from the state to the district and building and fail to mention the principal.

Performance Assessment

- Performance appraisal policies are not usually defined in state policy.
- No state tied principal performance to school performance.

Curriculum and Instruction

- State policy provides lots of cues but little help in re-thinking the job of the principal.
- The confluence of state policies and local interpretations gives conflicting clues as to how a principal should provide instructional leadership.
- The role of the principal as an instructional leader is ill-defined.

Children and Youth

- Principals interviewed said that state policies directed at children and youth are expanding their roles but not expanding their budgets.
- New requirements to service family needs and problems are pulling resources away from existing programs.
- Interagency collaboration or service delivery is growing in importance for principals.

Teachers

- State policy fails to set priorities for principals on the management of instructional personnel.
- Too often the concept of instructional leadership is assumed to be self-evident and not explained in state policy.

The bottom line from the case studies appears to be that principals receive mixed signals on what state policy makers want from them. However, it was not the intent of the case study reports to suggest that more state policy is needed and/or is desirable. The authors said, "we clearly recognize that intervention from the top of the system is not always appropriate. Instead, we trust state policy makers will use the report as one way of examining the role of state policy in the development of administrative quality at the school building level."

Restructuring America's schools could result in the ultimate examination of instructional leadership. Maybe it's time for state policy makers and principals to step forward and clarify the role of the building principal.

Chris Pipho
Director
ECS Clearinghouse

State Initiatives Worth Watching

The project identified a variety of unique state policies and programs on school leadership. While not endorsing any specific program, the study's authors did feel this list represents a range of promising practices that will help strengthen and clarify the role of the building principal.

- Special induction programs for first year principals, assistant principals and early career female and minority school administrators.
- Tighter alignment between state certification standards and leadership characteristics identified in recent research on effective schools and effective principals.
- Special certification standards and training programs for middle school and preschool administrators.
- Establishment of performance contracts (i.e., continued employment) contingent on the attainment of specified school performance measures for principals.
- Entry level tests for individuals seeking initial administrative certification.
- Administrative certification reciprocity agreements among multi-state regions.
- Review of entry requirements, approval criteria and procedures for preservice administrative preparation programs.
- Establishment of statewide principal assessment centers as a step in the initial certification of school administrators.
- Efforts that focus on the goals, criteria and procedures for performance assessment of principals.
 - Partnership agreements between universities, professional associations and local districts to develop innovative and more relevant preservice preparation and professional development programs.
 - Aggressive identification and recruitment of talented individuals (particularly females and minorities) who show strong leadership potential early in their teaching careers.

THE NORTHEAST COMMON MARKET FOR EDUCATORS

Regional cooperation among states has not been a hallmark of the education reform movement. If one highlights on a map the states that have enacted reform legislation, it resembles a patchwork quilt. Action taken in one state appears to have little influence on what happens in the bordering states. In fact, some reverse logic may even be at work. Are the needs of students and teachers that different just across the state line? Do actions of one state have an impact on neighboring states?

When teachers and administrators take jobs in another state, they find new certification rules, different pension plans and little recognition for prior years of service. The result is a penalty or disincentive to change state location, especially for educators with more than a few years of service. States with high salaries sometimes can attract high-quality people. However, where shortages exist, it is sometimes easier to hire nonqualified emergency-certificated people than to recruit qualified teachers from across the state line.

A teaching or administrative career in this balkanized setting sometimes amounts to indentured service. Worry about salaries dominates the first half of a career, and staying until one logs in enough years to retire dominates the last half. The few who work in more than one state usually do so because families have had to move or for other personal reasons. Stories of large salary cuts and lost pension plans are common.

A New England Experiment

Chief state school officers in seven Northeastern states (Vermont, Rhode Island, New York, New Hampshire, Massachusetts, Maine, Connecticut) started a cooperative effort a few years ago that builds on the realization that actions and policies in one state could have an impact on a neighboring state. They asked the Regional Laboratory for Educational Improvement of the Northeast and Islands to help develop a "common market" for educators. Together, they set out to:

- "Help policy makers understand what makes the Northeast an attractive area for highly qualified educators and what steps, if any, might be needed to continue or enhance its attractiveness
- Identify fields and disciplines of anticipated shortages, both within each state and across the region
- Quantify the current supply of educators, especially those who are certified but not now employed in teaching or administration
- Seek ways to enable well-qualified educators to move more easily among states in order to fill shortages that may exist in a state other than the one in which they are certified."

One of the first joint projects was a study of certification requirements in the seven states, with a goal of determining how the states could move to a regional teaching certificate. A working group composed of one individual from each state department of education and a staff member from the regional laboratory started in May 1988 to study and compare certificate titles and requirements across the region. In March 1989, they released a report entitled, *Implementation of a Northeast Regional Credential for Educators in New England and New York*. The paper identified both opportunities and problems with the regional credential.

The opportunities centered on improving the supply and demand of teachers, increasing employment opportunities for individuals, strengthening the Interstate Certification Compact (ICC), encouraging other regional cooperation and examining how the credential could assist college training and recruitment across the region.

Formidable problems to resolve were differences in certification and testing requirements among the states, the various lengths of term for each state's initial certificate and individual state requirements for special education and vocational education. Last December, officials of

EDUCATION
COMMISSION
OF THE STATES



Reprinted from *Education Week*, February 21, 1990, p. 28

Education Commission
of the States
707-17th Street, Suite 2700
Denver, Colorado 80202-3427

Forum (Continued)

the seven states signed a contract that will enable their states to implement a Northeast Regional Credential for educators this spring. The new process will allow an individual with a state certificate in any of the seven participating states to receive, upon request, a regional credential valid for up to two years. This will allow a person to take a position immediately instead of waiting months for certification paper work to clear a state agency. By the end of that time, the individual will have to qualify for certification in the state in which he or she is employed. Agreement by the certification working group was not always easy. It will continue, however, turning next to the creation of regional program approval standards for administrators.

Pension Portability

Another barrier to teacher mobility is the difficulty in transferring pension assets and years of credited service from one state to another. States usually set restrictions or do not allow teachers to:

- Buy years of credited service in a new state
- Invest all assets earned in one state into another without losing substantial amounts of retirement income
- Make provision for the easy purchase of retirement credit in a new state.

The problems of pension portability have been detailed by Jean McDonald of the National Governors' Association (NGA) in a publication entitled, *Pension Portability for Educators: A Plan for the Future*. She presents as a model a Canadian system that allows teachers to transfer pension assets from one province to another.

David Title of Harvard University prepared a paper on pension portability in the Northeastern states for the regional laboratory. He noted the wide variation of assets behind existing state retirement programs in the region and suggested it might be wise to begin an interstate compact of Northeast states with similar transfer amounts. He pointed to Maine and Massachusetts as two such states where teachers would be able to transfer with relatively little change in their account status. In the 1989 legislative session, Rhode Island enacted a pension portability law (89-5856). This interstate compact is designed to encourage the creation of a more flexible state work force with the ability to match employees to jobs in shortage areas. A similar bill was alive in the Massachusetts legislature as the 1990 session opened. Some observers say an identical bill would need to be enacted in each of the states in order to bring about a uniform system of pension portability in the region.

Chris Pipho
Director
ECS Clearinghouse

Educators Supply and Demand

In addition to the Northeast Regional Credential, the Northeast Common Market Project has undertaken a two-year study of educator supply and demand. This part of the project is being conducted by the Massachusetts Institute of Social and Economic Research (MISER), which is setting up an interactive regional database for each state. The data will quantify the current supply and demand for certified educators, with emphasis on those now teaching or administrating. MISER also is developing simulation software to enable policy makers to better plan and predict fields or disciplines of educator shortage and surplus. The common market group also is seeking funds to establish a clearinghouse to match regional credential holders with job openings throughout the region.

For more information, contact:

VT: Nicole Gakidis,
802-828-3121
RI: Sharon Osborne,
401-277-2031
NY: Chris Carpenter,
518-474-1201
NH: Sue Ryan, 603-271-3189
MA: Ed Melikian,
617-770-7312
ME: Perlestone Pert, Jr.,
207-289-5811
CT: Kathleen Frega,
203-566-5677
Regional
Lab: Janet Angelis,
508-470-0098

Reducing Class Size — Affordable? Efficient?

The Issue

Does reducing class size in the primary grades improve student achievement? It seems self-evident to the general public that smaller classes mean better teaching and, consequently, more learning. However, the issue of class size continues to be a hotly debated issue among researchers, educators and politicians.

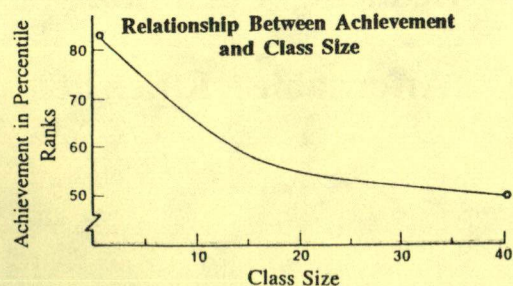
Policy makers are facing difficult decisions on where to spend limited funds, and reducing class size can be a high-priced reform. According to the U.S. Department of Education, if the average size of all public school classes were reduced by just one student for one year, the cost would be approximately \$5 billion.

Before making such costly decisions, policy makers should:

- Examine the research
- Track current class size reforms
- Ask pertinent questions, such as what is our goal? What does the research show? How successful have other states been? How much will it cost? Is it worth the cost?

Class Size Research

In 1978, researchers Gene Glass and Mary Lee Smith, currently at Arizona State University, examined the results of more than 80 studies done on class size since 1900. Their widely publicized conclusions, illustrated by the graph below, indicate that class size makes little difference in student achievement if classes continue to contain between 20 and 40 students. The greatest achievement gains are made when the pupil/teacher ratio is 15:1 or less.



Source: Gene V. Glass and Mary Lee Smith. *Meta-Analysis of Research on the Relationship of Class-Size and Achievement*. San Francisco, Calif.: Far West Laboratory for Educational Research and Development (September 1978), p. vi.

In response to Glass and Smith's study, the Educational Research Service (ERS) published *Class Size Research: A Critique of Recent Meta-Analysis*. ERS found that Glass and Smith's single-curve graph placed "undue importance on the role of general class size reduction." In ERS's opinion, the graph didn't provide information about how class size affects students with specific abilities, in specific grades or in specific subject areas. They also pointed out that the curve was based on only 14 class size studies, with 73% of the comparisons from four studies.

Glen Robinson and James Wittebols of ERS analyzed 100 class size studies that were done from 1950 to 1985. In *Class Size Research: A Related Cluster Analysis for Decision Making*, they found that there is no optimum class size that covers all types of students, in all subject areas, at all grade levels. They suggested that policy makers look at the research that relates to their specific area of concern and target class-size decisions to meet their goals.

Among general conclusions, Robinson and Wittebols found:

- Class-size reductions were most effective in the early primary grades (K-3)
- Reading achievement was higher in small classes in one-half of the K-3 studies, while math achievement was higher among in small classes in one-third of the K-3 studies
- Students who were economically disadvantaged or from an ethnic minority achieved more in smaller classes.
- Many teachers did not change their teaching methods to take advantage of smaller class size. Research supports the importance of providing teachers with support and training to optimize learning conditions in smaller classes.

Current Class Size Reforms

Indiana. PRIME TIME is a statewide Indiana program designed to improve achievement by reducing class size in kindergarten through grade 3. A pilot program in 1981-83 reduced the

pupil/teacher ratio to 14:1 in 24 kindergarten, 1st- and 2nd-grade classrooms. Pupils in the smaller classrooms had higher standardized test scores and fewer behavior problems. The teachers reported themselves as being more productive and efficient.

In 1984, the Indiana General Assembly appropriated \$19 million to reduce 1st-grade class sizes across the state. This was only enough money to support a pupil/teacher ratio of 18:1, although the pilot program research findings supported a pupil/teacher ratio of 14:1. Since that time, the legislature appropriated \$48 million in 1986-87, \$68 million in 1987-88 and \$76 million in 1988-89. Participating districts receive \$22,500 for each teacher hired to reduce class size. As of the 1988-89 school year, classes were reduced to 18 pupils per teacher in kindergarten and 1st grade and 20 pupils per teacher in 2nd and 3rd grade.

The 1987 evaluation of PRIME TIME, the last funded by the General Assembly, found a weak but very consistent relationship between class size and academic achievement. In grade 3, there were small but consistent gains in mathematics and a smaller but significant gain in reading. Students who spent three years in PRIME TIME classrooms did not perform better than students who were in PRIME TIME classrooms for only two years. Kindergarten data showed small but positive effects on student achievement. It concluded that PRIME TIME had been most successful in improving teacher attitudes and morale. It had a moderately positive effect on children's self-concepts. The effects on achievement were quite small.

Nevada. The Nevada legislature appropriated \$6 million to reduce kindergarten and 1st-grade classes to 15 pupils to one teacher in core curriculum subjects during the 1990-91 school year. Core curriculum is defined as all subjects except art, music, physical education and foreign languages. The intent is to reduce 2nd-grade classes to 15:1 in 1991-92 and 3rd-grade classes to 15:1 in 1992-93. The phased-in class-size reductions will continue until grades 4 through 6 have pupil/teacher ratios of 21:1 and grades 7-12 have a pupil/teacher ratio of 25:1 in core curriculum subjects.

The 1989-90 school year is being used to plan for the implementation of this reform. Teacher inservice training is considered an important part, and the legislature appropriated \$450,000 for this purpose during the current school year. Local school districts will submit their plans for teacher inservice training to the Nevada Department of

Education for approval and funding. No money was allocated for evaluation, however, and the bill does not address the goal of class-size reduction, although it is generally understood to be improved achievement.

Tennessee. In Tennessee, a longitudinal study is in its final phase to determine if reducing class size to 15:1 results in improved achievement. This study was initiated after the legislature proposed a 21:1 ratio, which was deemed too large to make significant academic gains.

This well-designed and well-controlled study compared outcomes in three types of classes: small classes (13 to 17 students), regular classes (21-25 students) with a full-time instructional aide, and regular classes without an aide. For kindergarten students who were in a small class (13-15 students), the study found a fairly substantial gain of about one month in reading and math. Students in normal-sized classes (21 to 25) with or without aides did not show this gain.

At the end of 1st grade, students who had been in small kindergarten classes were two months ahead of the control group. Students in normal-size classes with an aide were one month ahead. At the end of 2nd grade, the gains made by students in small classes with aides were maintained but not increased.

John Folger of Vanderbilt University estimates reducing class size to 15:1 will cost 25-28% more than staffing a regular classroom in Tennessee.

Julie Hazzard
ECS Clearinghouse

Who to Contact

Tennessee's longitudinal study of class-size reduction: John Folger, director, Center for Education Research, Vanderbilt University, 615-322-8540.

PRIME TIME: Dennis Stover, PRIME TIME consultant, Indiana Department of Education, 317-232-9144

Nevada's class-size reduction initiative: Donald O. Williams, principal research analyst, Legislative Council Bureau, State of Nevada, 702-687-6825.

Recommendations for Policy Makers Considering Class-Size Reductions

- Define the goal. For example, improve achievement for which students? In which subjects? At what grade level? Improve teachers' morale, improve student self-concept, improve school climate, improve student attendance, etc.?
- Examine the research that relates to the goal.
- Monitor current class-size initiatives as they relate to this goal. Nevada's first efforts will be interesting, because the intent is to reduce class size further than any other state has done previously.
- Remember there is no one optimum class size. It is a function of many factors, including grade level, subject area, instructional methods, skills of teachers and aides, nature of pupils and availability of materials and facilities.
- Provide funding for teacher inservice training. Teachers must be trained and supported in instructional methods to take advantage of smaller classes. Few, if any, pupil benefits can be expected if teachers continue to use the same instructional methods and procedures in smaller classes that they used in larger classes.
- Analyze the cost.

Editor's Note:

This article is a reprint of an article appearing in the "Forum" section of Education Week. The "Forum" page gives ECS an opportunity to reach larger audiences with more analytical approaches to state education activities.

ECS commissioners receive free reprints of the "Forum" page.

Education Commission of the States
1860 Lincoln Street, Suite 300
Denver, Colorado 80295
303-830-3600

FORUM

EDUCATION COMMISSION OF THE STATES



**Reducing Class Size —
Affordable? Efficient?**

A LONGER SCHOOL YEAR vs. A YEAR-ROUND SCHOOL SCHEDULE

The length of the school year seems to be on the increase for teachers but not for students.

Determining the actual number of days students and teachers spend on instruction, however, still takes a Ouija board. If anything, states are getting more specific on the number of days that can be used for planning, inservice training, parent/teacher conferences, student counseling or record-keeping. But verifying the schedule and the process used to court students depends heavily on the local district honor system. Districts usually send copies of class schedules along with periodic enrollment reports to state education agencies, and the process, in most states, is checked by site-visitation teams.

At the beginning of the 1989-90 school year, one state (Ohio) required 182 days; 34 states, the District of Columbia and one territory required 180 days; two states required 176 days; 12 states required 175 days; one state required 174; and one state (Minnesota) 170 days.

Teacher Days

Subtracting the potential number of allowable days for non-teaching activities brings the possible pupil/teacher contact days down to a low of 165 days in Minnesota and 170 days in a number of other states. Thirteen states allow local districts the prerogative of determining the number of non-teaching days. (A useful research project might be to survey districts in these states to determine if they use more days for staff development than states

that put "caps" on such activity.) A true picture of the use of instruction time may not be available in many state education agency offices. Down time for fire drills, announcements, attendance, athletic pep rallies, assemblies, etc., usually goes untallied. Time for student testing, the state mandated variety or local-option standardized testing, is also a potential unknown, although New York does specify eight days for the state regents test.

In three states, pupil/teacher contact days are held rigid and teacher contract days are added by the state. American Samoa and Georgia set the contract year at 190 days and Florida specifies 196 days, allowing 16 days for pre- and post-planning and inservice training. In North Carolina, local districts employ professional staff for 10 calendar months with 180 instruction days required. Nine legal holidays, a variable number of annual leave days (depending on seniority) and from seven to 15 staff development days are taken from the total North Carolina contract period.

While the current school year is often described as a fixture of an agrarian society, only in Missouri is a statute reference visible. Local boards there can decide when students are needed for agriculture purposes and change the school opening dates.

The Year-Round School Schedule

According to Charles Ballinger, executive secretary for the National Association for Year-Round Education, more than 475,000 students in 19 states are on some form of year-round schedule at the beginning of this school year. These students are located in 575 buildings in at least 110 different school districts, up from

440,000 in 80 school districts and 500 school buildings at the beginning of the 1988-89 school year.

Interest in the 10 or more types of year-round schedules has continued to grow. However, according to Ballinger, states are not providing a longer year for students under these schedules. States have made it possible for districts to meet the minimum year requirements including modifying state aid payments and teacher contracts to accommodate instruction over a 12-month period.

The state of Arkansas, under the General Assembly's Act 64 of 1989, provided for districts to receive funding for a year-round schedule to lengthen the school year. According to an official in the governor's office, no districts have taken advantage of this provision.

Massachusetts is investigating an extended school year through a three-year pilot program for elementary schools in districts serving high numbers of students deficient in the basic skills. The goal is to determine if adding as many as 40 additional days to the schedule would help these students.

Finding the extra dollars to lengthen the school year may be politically impossible. Based on an average per-pupil expenditure of \$4,209 for the 1987-88 school year, adding one extra day to a 180-day school year could cost \$11.2 million in Alabama, \$4 million in Alaska and approximately \$922 million for all states.

In the meantime, it appears that it will be easier for school buildings to go on a year-round schedule than for students.

Chris Piph
Director
ECS Clearinghouse

Length of School Year

| State | Minimum Number of Pupil/Teacher Contact Days | Teacher's Inservice Training/Staff Development |
|-------|--|--|
| AL | 175 | 5 days |
| AK | 180 | Up to 10 days |
| AS | 180 | 10 days — teacher contract: 190 days |
| AZ | 175 | LEA option |
| AR | 180 | 5 days |
| CA | 175-180 | Up to 8 days |
| CO | 176 | No more than 24 hours |
| CT | 180 | LEA option |
| DE | 180 | 5 days |
| DC | 180 | 5 days |
| FL | 180 | Teacher: 196 days — 16 staff development |
| GA | 180 | Teacher: 190 days — 10 days inservice |
| HI | 175-180 | Varies each year |
| ID | 180 | Up to 3 days |
| IL | 176 | 4 days + 5 emergency days |
| IN | 180 | LEA option |
| IA | 180 | Up to 1 day |
| KS | 180 | Up to 6 hours |
| KY | 175 | Up to 4 days |
| LA | 175-180 | LEA option |
| ME | 175 | 5 days |
| MD | 180 | LEA option |
| MA | 180 | LEA option |
| MI | 180 | LEA option |
| MN | 170 | Up to 5 days |
| MS | 180 | LEA option |
| MO | 174 | Up to a total of 4 days |
| MT | 180 | Up to 7 days |
| NE | 180 | 10 hours |
| NV | 180 | Up to 5 days |
| NH | 180 | Districts may request days |
| NJ | 180 | LEA option |
| NM | 180 | Up to 3 days |
| NY | 180 | Up to 3 days |
| NC | 180 | 7-15 days |

Length of School Year (Cont'd)

| State | Minimum Number of Pupil/Teacher Contact Days | Teacher's Inservice Training/Staff Development |
|-------|--|--|
| ND | 180 | 2 days |
| OH | 182 | 2 days (optional) |
| OK | 180 | 5 days |
| OR | * | 30 hours |
| PA | 180 | LEA option |
| PR | 180 | LEA option |
| RI | 180 | LEA option |
| SC | 180 | 10 days |
| SD | 175 | 3 days |
| TN | 180 | 5 (+5) |
| TX | 175 | 8 days |
| UT | 180 | LEA option |
| VT | 175 | 5 |
| VA | 180 | Up to 10 days |
| WA | 180 | LEA option |
| WV | 180 | Minimum 3 days |
| WI | 180 | Up to 5 days |
| WY | 175 | 5 days |

*To allow for more flexibility in the districts, the state requires 450 hours for kindergarten, 810 for 1-3, 900 for 4-8 and 990 for 9-12.

Source: ECS Clearinghouse Notes, "School Calendar," August 1989.

Editor's Note:

This article is a reprint of an article appearing in the "Forum" section of Education Week.

The "Forum" page gives ECS an opportunity to reach larger audiences with more analytical approaches to state education activities.

ECS commissioners receive free reprints of the "Forum" page.

**Education Commission of the States
1860 Lincoln Street, Suite 300
Denver, Colorado 80295
303-830-3600**

FORUM

**EDUCATION
COMMISSION
OF THE STATES**



**A LONGER SCHOOL YEAR
VS.
A YEAR-ROUND SCHOOL
SCHEDULE**

STATE ACTIVITY - 1989

State Name: **Oklahoma**

GOVERNOR

- Governor's call to the legislature includes a ban on smoking in public schools. (USA Today 1/4/89)
- In the state-of-the-state message the governor proposed that students be required to pass a drug test to obtain a driver's license and revoking driver's licenses of those who dropout of school (**no pass-no drive**); changes to the **choice** plan which would ease parental transfers from one LEA to another by requiring agreement of only the receiving district and not the sending district; substantial increasing in prenatal/infant care, early intervention services for disabled children, school-based health programs and child immunization; creation of pilot day-care programs for state employees and extension of the welfare payments to two-parent households in an effort to prevent the breakup of families. Bellmon's proposed 1990 K-12 budget is \$849 million a mere 1% increase from the previous year. Initial reaction in the state was criticism. Earlier the governor had indicated he would recommend voter rejection of a constitutional amendment to correct property tax inequities. (EdWeek 1/18 and 1/25)
- Governor Bellmon has announced that he will not seek reelection in 1990. He plans to devote time pushing for constitutional changes to strengthen executive branch of state government from recommendations expected from task force he created in 1988 to study the state constitution and recommend changes. (EdWeek 3/29)
- Governor unveiled his plan to replace property tax funding for education with 15% income tax surcharge, 2% tax on goods and services. Special legislative session on education finance starts on 8/14/89. (USA Today 7/17 and 7/18)
- Possible candidates for the governorship are: Democrats--Lt. Gov. Kerr, state corporate commissioner Jim Townsend, U.S. Rep. Wes Watkins, U.S. Sen. David Boren and 1986 gubernatorial candidate David Walters. Republicans--U.S. Attorney Bill Price, state Senator Mike Fair, ex-state welfare commissioner Burns Hargis, and truckstop owner Jerry Brown. The primary is 8/28/90. (USA Today 8/7)

LEGISLATURE

Agenda Items:

- Projected issues are property tax overhaul and more school funding from the local districts, child care at the state capitol, and pay raises for teachers and state workers. (USA Today 1/2)
- Voters go to the polls on 3/14 on proposed constitutional amendment to shorten length of legislative session--requiring body to meet from first Monday in February and end no later than 5:00 p.m. on last Friday in May. Opponents of the measure say if it is approved it will shift power to the executive branch of government. (USA Today 3/6 and 3/14)
- Voters approved constitutional change by an overwhelming margin. As of 1989 the legislature will adjourn at 5:00 p.m. on May 26. One month earlier than present. (USA Today 3/16)
- State Senate Ed. Committee will tackle \$230 million school reform legislation today. At issue: longer school year, free choice in selecting schools, teacher tenure. (USA Today 11/27/89)

- '90 Legislature will be asked to call for a statewide vote on constitutional amendment limiting special sessions to 21 days. Proposal is in response to current special session that began August, recessed several times, continues next week. (USA Today 12/29/89)

Interim Committees:

Regular Session/Special Session:

- Session is from 1/3 until early April
- Governor called special session for 8/14 to appropriate \$50 million for schools, consider constitutional amendment for education funding, 3 cent boost in diesel fuel tax. (USA Today 7/12)
- Governor Bellmon's proposed "funding equity and equal educational opportunity act" seeks the elimination of all residential and agricultural property taxes, all taxes on industrial and business property valued below \$100,000 and the personal property tax. These taxes would be replaced by a proposed new 1.9% school tax on the value of all finished goods and services. Revenues from the tax would be distributed to districts on a per-pupil basis. In addition he proposes replacing the county governments' revenues with a 15% surcharge on income taxes that would be paid to the state. He also will ask the legislature to tap \$50 million from the state's rainy day fund to finance the purchase of instructional supplies, materials and textbooks. (EdWeek 8/2)
- Senate House scuttled Gov Bellmon's proposed 1.4% gross-receipts tax for school funding by 96-1 vote. (USA Today 8/18/89)
- Legislature voted to recess special session on education financing reform until Nov. 6. Recess prompted OK Ed. Assoc. to delay planned statewide teacher boycott until Nov. (USA Today 8/24/89)
- Legislature is expected to reconvene 11/6 to consider changes in the state's education finance system. A key issue facing the lawmakers will be the fiscal problems that have hit education in the wake of the collapse of the state oil industry in the early 1980s. Once near the national average in spending for education the state has fallen to 48th in teacher wages and 46th FTE expenditures. (EdWeek 10/25)

Session Summary:

- Governor vetoed a measure which would have changed the time of local board elections from November to April feeling that it would have resulted in decreased public participation in local school affairs. (EdWeek 5/3) **Legislators overrode the governor's veto.**
- Legislature approved the School of Science and Mathematics with an appropriation of \$2.7 million for the creation--1.2 million for operating the school and 1.5 million for the SDE to conduct summer courses for students who may later attend the Oklahoma City school. Courses will be offered on university campuses throughout the state for students whose parents object to their living at the free boarding school. Opening date is undetermined. (School Board News 6/21)
- 1989 saw a 6% increase in the K-12 budget; \$830.7 million for FY 1990. Passed a major reform bill, the "Oklahoma Education Challenge 2000 Act which authorized prekindergarten programs, expands student testing programs to grades 3/5/7/9/11, creates a high school graduation criteria-referenced competency test effective 1993, requires school report cards and has a companion bill which creates citizen advisory panel to recommend changes in tax and school finance systems. Also approved: \$750,000 in financial incentives to consolidate; enacting "schools at risk" language to allow the state to recommend appropriate intervention for schools with test scores below the national average for 3 consecutive years (academic bankruptcy); requiring the state supt. to review the curriculum offered in middle schools, the performance of middle school students and certification requirements of middle

school teachers; ordering the LEAs to use 75% of the new state aid for increasing teacher salary; \$900,000 to hire staff for the state residential high school for math/science and \$1.5 million for math/science summer institutes at rural/regional colleges; \$750,000 for programs to benefit at-risk children; reduction of the budget for the SDE eliminating 22 staff positions; banning smoking by students on school grounds but requiring the schools to create smoking areas for adults; and holding over for further study the open-enrollment bill. In addition the legislature approved pilot projects under the Challenge 2000 Act for the establishment of innovative nontraditional school programs for AFDC recipients, before- and after-school activities and continuous school (same number of days of instruction scheduled differently) and lengthened school year. (EdWeek 6/7)

A major items passed by the legislature was the expansion of **achievement testing** from administration in grades 3,7,10 to 3,5,7,9, and 11 and the addition of the writing assessment in grades 7 and 10. (Oklahoma Educator, 12/89)

The governor used line-item veto to kill reducing the state's new residential high school for math from a 2-year to a 1-year institution. Governor approved the remainder of the bill which includes \$1.5 million for summer institutes at regional colleges and universities for gifted high-school students in addition to the new Oklahoma School of Science and Mathematics. (EdWeek 6/21)

- The legislature overwhelmingly rejected Gov. Bellmon's call for fundamental changes in the way the state finances its public schools, deciding instead to give a 31-member citizens' committee 2 months to come up with a new plan. They adjourned agreeing to return 11/6 to consider recommendations from the Task Force 2000 panel authorized last session to study long-range education reforms.

Bellmon's proposal would have virtually eliminated school districts' reliance on property taxes as a source of revenue. He proposed a 1.9% "school tax" on goods and services to replace LEA property tax revenues. Legislative sentiment was they would not pass tax increases without school reforms. They will ask the Task Force 2000 to develop a revenue and reform package. (EdWeek 9/6)

- The legislatively formed citizens task force has made their recommendations and after nearly 2 weeks of struggling over the issues of tax increases and school consolidation, the House approved an extensive education reform package. The lawmakers agreed on an increase in corporate, personal and sales taxes by \$200 million a year to fund the initiatives included in the bill--early-childhood programs and increase teacher salaries to extensive curriculum revision. However the House also voted to significantly reduce both the scope and the funding of the original version of the measure. Cut were the provision that would have required full-day kindergarten; one which would have made kindergarten a mandatory offering by all school districts; and a requirement that parents teaching their children at home to register with the state. Another highly explosive provision would eliminate tenure but give all teachers facing dismissal due-process rights. The bill now faces the Senate. (EdWeek 11/22)

LEGISLATIVE BILLS

Elementary/Secondary Issues:

- House and Senate panels unveiled separate plans for education system in 21st century. House called for "21st Century Schools Council," overhaul of system. Senate wants "Oklahoma Education Challenge 2000 Commission," legislation setting goals for state's schools. (USA Today 2/7/89)
- HB 1618 establishes policy to be followed for a comprehensive multi-agency service delivery system for developmentally delayed infants and toddlers
- House proposal to modify the planned one-year residential high school for math/science into an alternative proposal for several smaller programs throughout the state (EdWeek 4/19)
- Many bills are pending on at-risk children issues. Bills may be consolidated at end of the session. (Supt. Newsletter, 4/17)

- SB 183 expanded grade levels at which achievement tests in the Oklahoma School Testing Program are to be administered from 3, 7 and 10 to 3, 5, 7, 9 and 11.

Postsecondary Issues:

Teacher Issues:

- granted districts the right to fire striking teachers **killed by joint panel**

School Administrator Issues:

Governance/Accountability Issues:

SB 183 Oklahoma 2000 Education Challenge Act and Educational Indicators Program is working its way through the legislature slowly. Compromises have been made by both houses and it has yet to go to the full Senate floor. The House education and revenue committees have agreed to put 7 proposed constitutional amendments before the voters which would be needed to carry out sections of the bill. (EdWeek 12/13)

School Finance Issues:

- HB 1049, Common School appropriations bill; provides \$51.5 million for financial support to schools, \$500 minimum per LEA for staff development and increases textbook allocations from \$18.40 to \$25 per FTE
- HB 1057 gives counties three options to raise funds for education, if voters approve an amendment to the constitution--1% county sales tax, 10% income tax surcharge or add up to 10 mills to local property taxes
- House passed legislation allowing LEAs to adopt a 1 cent sales tax to fund schools; Senate defeated bill that would have permitted LEAs to raise their property tax by 10 mills; property tax reform is high priority in legislature (EdWeek 3/29)

Restructured Schools/Choice Options Issues:

- SB 158 open-enrollment **held over until next session**

Vocational Education/Literacy Issues:

Other:

STATE LEADERS

- Governor Henry Bellmon (R)
- Gerald Hoeltzel, State Superintendent of Public Instruction
- Sandy Garrett, Secretary of Education and the Governor's Education Aide ●
- Hans Brisch, Chancellor, State Regents for Higher Education
- Senator Bernice Shedrick, Chair, Senate Education Committee
- Representative Carolyn Thompson, Chair, House Education Committee

- Penny Williams, State Senator, SEPS Coordinator

COURT CASES

- Federal appeals court has ruled that Oklahoma City must abandon a four-year-old neighborhood school assignment policy and return to a 1972 busing plan for desegregating the schools which are viewed as becoming resegregated. The action is being viewed as a likely target for U.S. Supreme Court review. (EdWeek 8/2)
- Federal appeals court ruled to vacate its recent decision in the case of Oklahoma City's desegregation. The appeals court attacked much of the legal reasoning behind the earlier decision. (EdWeek 9/27)
- And now, the ruling is that the Oklahoma City schools must continue to adhere to the 1972 desegregation decree and dismantle a neighborhood-school plan that violates that order. Stay tuned. (EdWeek 10/25)

ELEMENTARY/SECONDARY DEPARTMENT/BOARD/CHIEF

- New chief, Sandy Garrett, says the state must concentrate on decreasing the high school dropout rate, lengthening the school year, recruiting more minority teachers, lowering the pupil-teacher ratio, increasing parental involvement in the schools and offering early childhood programs for 4-year-olds and full-day kindergarten classes. (Oklahoma Education 1/89 and EdUSA 1/30/89)
- Pilot optional year-round schools implementation has been delayed awaiting clarification of state laws setting conditions for a continuous school program. (Superintendent's Report, 1/23)
- SDE has released results of student test scores on the Metropolitan Achievement Test--117,000 state students in 3rd, 7th and 10th grade scores between 4-28 points above the national average. (USAToday 5/25)
- SDE will evaluate top districts to find ways to improve systems not doing well. Studied: teacher influence, administrative leadership, parent input, etc. (USA Today 6/13/89)
- For several months the SBE worked on the development of goals for the state's educational system to be met by the year 2000. "OK Education: A New Spirit" focuses on the area of students, restructuring for instructional improvement and resources and goes to the SBE for final approval in the 7/89 meeting. The goals are: state's public schools will provide appropriate ed. opportunities for all students, thereby reducing number of students at-risk of failure; schools will provide responsive curricula and effective instruction to meet the increasing demands and expectations of society; students will rank in the upper levels of achievement in knowledge/skills in national comparisons; the school system will be nationally recognized for its excellence; SBE will help to organize and generate educational finances to allow restructuring and long-term commitment to education improvement; and the SBE will plan/develop/implement strategies for generating public support aimed at bolstering families, strengthening communities and increasing individual opportunities. (Supt's Newsletter, 7/5)
- SBE and Regents for Higher Education are required by state legislation (SB 463) to make information available to schools regarding the regulations concerning concurrent enrollment of high school students in college or university courses (**dual enrollment**). Each LEA is responsible for making all high school students aware of the opportunities. The SBE is developing a promotional brochure which will be mailed to all superintendents explaining the requirements, features and opportunities. (Superintendent's Newsletter 8/21)
- State school officials say they have no proof of widespread cheating on achievement tests, but will take steps to prevent it. Published stories say practice copies of tests were used in 50 districts. (USA Today 8/25/89)

- Within 13 months of assuming office a new board member must complete 20 hours of training on school law and finance and the ethics, duties and responsibilities of board members. Training is through the SDE and/or the Oklahoma School Boards Association. (MASB Journal 10/89)

OTHER ELEM/SEC. ORGANIZATIONS

LOCAL DISTRICTS

- Tulsa school officials are warning that teachers could lose jobs; art, music and physical education classes would end if lawmakers cut \$1.6 million from LEA's budget. State has indicated that the LEA faces loss of state funds due to crowded classes. (USA Today 2/17)
- Oklahoma City's bigger budget will allow school district to hire 86 more teachers for '89-90 school year, lowering class size from average of 32 to 29. (USA Today 7/28/89)

NONPUBLIC EDUCATION

POSTSECONDARY

- Governor Bellmon wants to replace university, college boards with people who will "ask tough questions and make difficult decisions." Since 1986 he has appointed 57 of 150 regents and trustees. (USA Today 2/20)
- New Univ. of Oklahoma president, Richard Van Horn, says school can repair its damaged image by averting new problems in football program and promoting academic achievements. He stated: "We want to win games, but we also want to be recognized as a high-integrity operation. (USA Today 7/18)
- The State Regents have approved a policy raising admission standards at 10 state regional and special purpose universities. Admission standards will be gradually elevated over a 4 year period from the upper 2/3rds of the state high school graduating class to the upper one-half. The implementation of the policy will begin in Fall 1990. (OK Educator, 9/89)

INTERNATIONAL EDUCATION

VOCATIONAL/TECHNICAL

BUSINESS/INDUSTRY

PARTNERSHIPS IN EDUCATION

TASK FORCES/COMMISSIONS/COMMITTEES

- An advisory committee to the legislature, Task Force 2000, plans to meet during the fall of 1989 to formulate a method of increasing funding to education. They will also explore ways of reforming the state's education system. The Task Force conducted regional hearings throughout the state in 9/89. (Superintendent's Newsletter, 9/18)

- Task Force 2000 has heard testimony from John Myers, Bill Chance, Checker Finn, Gene Bottoms, John Augenblick as well as a demographer, Larkin Warner on financing state government, experts on linkages between business and education, class size, length of school day/year, teacher evaluation, early childhood education, funding sources/distribution of funds. They will hear again from John Augenblick on 10/20 on capital financing options and then review education priorities and revenue options as they work on a draft report. They are to have their education reform/revenue plan ready for a 11/6 convening of the legislature to act on the task force's recommendations. (Superintendent's Newsletter, 10/16)
- Task Force 2000 sent 2 methods of funding public education to Legislature to consider in special session Monday. Suggested: raise \$235.4 million by upping several taxes; raise \$267 million with 4% sales tax on services. (USA Today 11/1/89)
- Task Force 2000 issued their report urging greater accountability and a sharper focus on outcomes as the keystones to improving the state's education system. Recommendations included abolishing tenure, increasing incentives for consolidation, lengthening the school year, and raising teacher pay. The panel estimates it would cost \$2.7 billion over the next 5 years and the panel suggested expanding the sales tax or increasing several other state taxes. They did not call for fundamental funding changes proposed by the governor's "school tax". Some of the report are likely to be controversial, particularly consolidation and tenure. They also suggest "involuntary consolidation" for poorly performing districts, accessible early childhood programs, a statewide curriculum committee to propose improvement, review of the standardized tests currently used in the state to identify any particularly helpful ones, providing for more staff development through increasing the school year, investigation by a panel of the concept of "choice", raising teacher salaries and banning corporal punishment. (EdWeek 11/1)
- Special session of state Legislature reconvening today will be asked by Task Force 2000 to pass education package, including major tax increase, aimed at making schools, "second to none". (USA Today 11/6/89)

ACCOUNTABILITY/GOVERNANCE

- At the 4/89 SBE meeting a status report on accreditation was presented. Report outlined present method of accrediting schools and focused on some changes that might be considered. Three basic changes: 1) strengthen and standardize current method including redesigning the accreditation report to include validation and public presentation of the final accreditation report; 2) accreditation team visit on a pilot project initially affecting small number of schools which focused more on outcomes or performance; 3) proposals to computerize some of the accreditation process. In the second instance, the plan could lead to a relaxation of regulations, especially for those schools with high student performance. (Superintendent's Newsletter, 5/8)
- Group called Oklahoma Commission for Educational Leadership is looking at possible new forms of accountability. I sent material to a Bruce Howell at University of Tulsa on restructured schools ideas as well as on site-based management and old indicators materials. (telephone request 5/19)
- The SBE adopted an education mission statement, Year 2000 goals and indicators to measure achievement of the goals. Their mission statement states that they "will provide a cohesive plan of resources to assure that all children graduate and can effectively read, think and communicate as productive citizens in the 21st Century". This will be accomplished by 6 goals, as follows: 1) OK public schools will provide appropriate educational opportunities for all students, thereby reducing the number of students at risk of failure in school; 2) the state school system will provide responsive curricula and effective instruction to meet the increasing demands and expectations of society for students; 3) students in the state school system will rank in the upper levels of achievement in knowledge and skills in national comparisons; 4) the state school system will be noted nationally for its excellence in educational performance and the per capita productions of outstanding graduates; 5) the SBE will help organize and generate educational finances to allow restructuring and long-term commitment to

improve learning; and 6) the SBE will plan, develop and implement strategies for generating public support aimed at bolstering families, strengthening communities and increasing individual opportunities.

Each of the goals has a number of ways which will be used to determine that the goal has been achieved. Test scores, financial data and demographic materials will be among the items which will be required by the SBE as they prepare for annual reporting. The LEAs will also be required to include results of the goal efforts in their accreditation reviews. (Oklahoma Educator, 9/89)

- The state's first "Perspective" report card on the state educational indicators project has been forwarded to state superintendents and dependent principals. Contained in the report are statewide and district-level information as required by 1989 legislative action. ACT/SAT test scores, dropout rates, advanced placement and enrollment statistics are included. (Superintendent's Newsletter, 12/11)

ADMINISTRATORS

- Part of the state's Chapter 2 funds will be used to fund projects addressing school effectiveness. Funds on a matching basis are available to provide scholarships for principals to participate in training programs in support of effective schools programs. Additional funds are to be used to expand training provided by the Leadership in Educational Administration Development program. Two 1-week summer institutes will be conducted in 1990 providing training for teams from 10 selected school districts. Preference will be given to schools identified as "low performing schools". Additional funds are available for a "Lighthouse Project for Schools", a 3-year project to identify schools that have set goals for and made significant progress toward achieving excellence in effective schooling practices. (OK Educator 9/89)

AT-RISK YOUTH

- State has received federal funds to develop/implement a transition program for refugee children. Requirements for eligible LEAs include serving of at least 20 children fitting the federal guidelines for refugee. (Superintendent's Newsletter 3/6)
- Oklahoma Education Association has produced a Youth-At-Risk Directory giving both state and national statistics as well as state/national/local providers of services to the youth. (Superintendent's Newsletter, 3/6)
- State requires all schools to report monthly on dropouts. Names are then turned over to vocational-tech schools which send out brochures to recruit them. In addition the private industry is involved in successful computer-assisted remediation in voc-tech schools. (SEDLetter March/April)
- SDE is requesting information from each LEA on any special program they may have that serves at-risk populations. (Supt. Newsletter, 6/5)
- Oklahoma is one of 15 states that will receive direct benefits from a proposal funded by the US Department of Ed. for \$607,000. The Leadership Cadre for Dropout Prevention is a multistate 3-year program which will develop a corps of Leadership Teachers to promote the dissemination and implement of National Diffusion Network model programs. The project targets young people in small-town and rural elementary and middle schools. Leadership candidates will be trained in one of the following programs: Early Prevention of School Failure (IL); Cognitively-Oriented Primary Experiences (PA); a middle school drug and alcohol abuse prevention program called OMBUDSMAN (NC); a K-12 staff development program to promote positive attitudes about learning entitled INSERVICE (IL); and Talents Unlimited; an Alabama program for identifying and developing the individual talents of elementary school students. The first activity of the project will be distance training. There are 5 Oklahoma teachers involved in the project. (Oklahoma Education, 11/89)
- Superintendent Hoeltzel is encouraging the LEAs to examine and analyze their school populations and employment practices to assure adequate minority representation. He points to the fact that the

minority student achievement would be heightened by role models. He is also encouraged the LEAs to focus on ways to: 1) recognize assets of a culturally diverse population; 2) increase participation of people from all groups in staff and faculty positions; 3) improve dropout and retention statistics; and 4) expand all students' career horizons. (Oklahoma Educator, 11/89)

CHOICE

- State Regents/SBE have adopted regulations governing the dual enrollment program for high school students to be enrolled provisionally at a college or university in the state. (OK Educator 9/89)

CURRICULUM

- State report shows a dramatic increase in enrollment in foreign languages for grades 7-12 going from 19,750 in 1980-81 to 44,783 in 1987-88. At the same time, the number of college students preparing to teach foreign language has remained constant. (Superintendent's Newsletter 2/6/89)
- State will use Title II grant to support 3 workshops for elementary and secondary math teachers in 6/89. Workshops are on: "Current Topics in Elementary Mathematics" including areas of probability, statistics, communicating/writing, fractions/manipulatives and games/activities; "Improving Minority Student Achievement in Math" for middle and high school teachers; and "Application in Mathematics Leadership Institute" for high school teachers will include areas of real-world problem solving, heuristics, modeling techniques, communications and math ideas, team dynamics and integrating real-world problems into the curriculum. (Oklahoma Educator, 2/89)
- Fairland Public School is using a motivational reading program, "Mastery Learning in Reading" for 7-12 grades. Criteria has been established for each day's work at 90% and students must master that day's work before progressing to the next day. (Oklahoma Educator, 4/89)
- Two of the state's economic education programs have received national honors from the Joint Council on Economic Education. (Oklahoma Educator 5/89)
- Mustang district has activated a districtwide writing improvement plan. (Oklahoma Educator, 11/89)
- The Oklahoma School of Science and Math in Oklahoma City has been awarded a \$600,000 grant to improve secondary math and science education. The funds are from the Dwight D. Eisenhower Educational Improvement Program for Math and Science. Funds have enabled the school to hire 5 staff members who will develop model curriculum and conduct workshops statewide. Research will be a major component of the project's curriculum. The year will be spent developing curriculum. Next year the pilot project will open with 50 high school juniors and seniors and in 1991 the enrollment will grow to 150 student with an additional 150 added in 1992. The project will develop curriculum which can be utilized by other districts and, by making the validation program for students a program through the National Diffusion Network, it would be a model project across the nation. (Oklahoma Educator, 12/89)

EARLY CHILDHOOD ISSUES

- School district psychologists in Sand Springs have developed a program to help children learn to deal with life changes/transitions. Two-part program has guidelines for use by parents or teachers in assisting children to have a positive adjustment to the changes. Classroom activities are suggested to offset learning/behavioral problems and gives an explanation of how the changes affect a child's and the family's feelings as well as identifying the different transition which occur in life. Booklet is entitled "Changes, A Little Book for Little People Going Through Big Changes. (Oklahoma Educator, 2/89)

- State's Project STAY, early intervention project, is being highlighted as a national model alternative to kindergarten retention. STAY (School to Aid Youth) is a pullout program that works with 40 1st grade students each year. Two teachers and 2 aides instruct 2 sessions each day with 20 students in each session. The teachers are so dedicated to the program that it has retained its teachers for 18 years--no teacher has requested to transfer out of the program and the only loss was 5 to retirement. Follow-up indicates that 80% of the STAY students were able to perform at or above normal grade level after their participation. (Oklahoma Educator 5/89)

EDUCATION STATISTICS

- Although enrollment across the nation is increasing, Oklahoma has 3000 fewer students this year than in 1987-88. (Oklahoma Educator, 1/89)
- NEA reports an average 1988-89 teacher salary of \$22,000 the 48th in the nation.

FINANCE

- Schools are facing fiscal crisis that can only be averted by changes in the property tax system, according to some state legislators and school finance experts. Constitutional amendment proposal has been proposed by the legislature to change property-tax assessments to 100% of fair market value, lowering the maximum tax rate from 39 mills to 3.9 mills to keep the system revenue-neutral during its first year. But the governor opposed the amendment in 1988 and has now asked for a special statewide election in early fall to let voters decide on his plan to increase the constitutional tax-rate limit from 39 mills to 54 mills. (EdWeek 2/22)
- State's economy is enjoying a second good year due to shift from dependency on the oil industry. (USA Today 5/10)
- 3 state education groups support the Governor's efforts to hike school funding, will lobby lawmakers at special session in August to approve \$50 million in emergency money. (USA Today 7/25)
- The SDE and the Oklahoma Foundation for Excellence offer help in the establishment of local foundations and assistance for those already operative. Providing for the future through the perpetuity of invested funds is the key element in the local funding concept. Presently there are more than 100 local public school foundations in varying stages of development within the state. (OK Educator 9/89)
- Atty. General Robert Henry says funding schools by property taxes is unconstitutional, hopes it's challenged again. State Supreme Court upheld system in '87. (USA Today 10/20/89)
- SBE has proposed a \$120 million funding increase for the state's K-12 schools next year. Included in the proposal is a \$4,000 increase in starting pay and minimum salary scheduled for state teachers. The SBE is also seeking \$61.7 million in capital improvement funds over the next 2 years, an additional \$4 million to lower student-teacher ratios in grades K-3, \$3.8 million more for textbooks, \$2.3 million to help voluntary school consolidation, and \$840,000 for early childhood education programs. If approved the budget would boost state aid for common education to nearly \$1 billion in 1990. Under the plan the minimum salary for a beginning teacher would be raised from the current \$15,060 to \$19,060 and state minimum salary schedules for teachers would be raised by \$4,000. About 2/3rds of the funding for Oklahoma's elementary/secondary schools comes from the state and the rest comes from local taxes and the federal government. (School Financing 12/89)

LITERACY

PARENTS

RESTRUCTURED SCHOOLS

STUDENTS

TEACHERS

- SDE reports that the teachers are dipping into their own pockets to buy basic classroom needs such as pencils, paper, etc. One teacher even bought a \$2500 computer when assigned to teach a course in computers to a class without one. Other teachers also reported purchasing computers for their classrooms. The survey was conducted at the request of the chair of the House Education Committee and revealed the amount of classroom/bulletin board/art supplies, etc. The average spent by 650 teacher of their own money was \$358. (Oklahoma Educator, 4/89)
- OK Education Association decided to scrap idea of April 18-20 refusal to teach if the legislature didn't put \$200 million more into the education system because it might distract from their threatened fall 1989 boycott. (USA Today 4/10)
- Teachers are threatening statewide strike in the fall despite fact that the current laws prohibit strikes that result from disagreements over collective bargaining. (EdWeek 4/26)
- 4000 teachers from across the state took pleas for more education funding to state legislature as part of the "Community Lobby Day" by the state's NEA affiliate. (USA Today 5/10)
- Gov. Bellmon has recommended \$5,000 pay raise for teachers. He told advisory panel he was unimpressed with suggested \$1,500 raise. (USA Today 10/25/89)
- The SBE and the Regents have approved a plan to offer regular-classroom teachers a quick route to special-education certification. Under the "emergency certification" plan regular teachers can be certified to teach handicapped students if they undergo an intensive, one-week in special education and agree to complete six more credit hours of special-education coursework during the year they are certified. The certificates can be renewed for a second year if the teacher agrees to continue working toward full special education certification. The state has a serious special education educator shortage. (EdWeek 9/20)
- Task Force 2000 report recommended a \$63 million appropriation for merit pay plans that would begin with the 1992-93 school year and state lawmakers are considering the plan. (EdUSA 12/18)

TECHNOLOGY

- For 3 years now the East Central Education Support Center at East Central University in Ada has provided computer education assistance to a network of small, mostly rural public schools. 51 schools are connected with the network for services which include electronic mail, software preview, conferences, data base access, inservice and credit courses. 50 additional schools will be added in 1988-89 school year, bringing the network to capacity. (Oklahoma Educator, 1/89)
- State is currently soliciting applications from the districts across the state for 20-40 satellite downlink equipment grants as part of the Star Schools Project which is one part of the \$5.5 million federal grant to Oklahoma State on behalf of the 5-state Midlands Consortium. (Other states are Alabama, Kansas, Mississippi and Missouri)

In Oklahoma funding granted will emphasize service to Chapter 1 schools, rural and small schools and inner-city schools and on delivering satellite-based programming in areas of math, science and foreign language. Effort will be to expand current use being made of live, interactive satellite-based programming to meet educational needs of both students and teachers. Next year OSU will add Russian and Basic English and Reading to the satellite-based high school courses. Other courses available will be German I and II, precalculus, and AP courses in physics, calculus, chemistry and American Government. In addition a variety of staff development programs for teachers and administrators will be broadcast. (Oklahoma Educator, 1/89)

- Jenks school district is developing a plan to merge technology with education in hope of producing students better prepared to succeed in the changing society. Beginning with the 1989-90 school year 120 freshmen will participate in a 4-year technology-based program called Project TLC (transformed learning center) attending schools with the rest of the student population but learning of the core curriculum will be computer based. The Jenks school officials and teachers have worked a year on the development of the software. (Superintendent's Newsletter 2/6/89)
- Students in Konawa Elementary School are participating in a unique Long Distance Learning Network joining groups of teachers and students in Canada, New York, Indiana, Kansas and New Jersey in a learning circle named IMINDP3:LDLN available to regular and gifted students. Goal is to help develop skills needed for the next century with a constantly flowing communication exchange that doesn't disrupt ongoing lessons/discussions. Information can be stored by the computer until students/teachers are ready to work on it and can be sent in a cost-effective and easy manner. Information packets are exchanged between the circle directed to various parts of the curriculum. Students will learn to work together to solve problems collectively as well as individually. (Oklahoma Educator, 5/89)
- Claremore: plans are being made to build fiber-optic video network to link 28,931 students in 35 schools, 2 junior colleges, 1 vo-tech school in 6 counties. "Potentially, every school in the state could be tied together," says educator Herb Bacon. (USA Today 10/25/89)

OTHER

- Substance abuse: 3 anti-drug dealing laws are among 100 going into effect today. Selling drugs near school becomes felony, pagers are banned in schools, penalties are tougher for using juveniles in drug deals. (USA Today 11/1/89)
- Considered controversial in the state is the "understanding" made by the Governor with 3 republican legislators which played a key role in the House approval of major education-reform bill last month. The governor, speaker of the house and the 3 legislators that the governor would veto the bill if it passed with any amendments which were offensive to the three. (EdWeek 12/6)

STATE ACTIVITY - 1989

STATE ACTIVITY - 1989

State Name: **Alabama**

GOVERNOR

- Hunt, who had dubbed 1989 as the year of the child, has recommended cutting state-funded daycare for 600 kids, no increase for child services, hiring no new child abuse investigators. Sought: \$2 million for computers, welfare department move to another building. (USA Today 1/5/89)
- Hunt's office wants apology from Supt. Hubbert for saying governor's "Year of the Child" campaign was "the year of the rape of the child". Hubbert says the governor's plan to possibly forego \$80 million for schools would hurt students. (USA Today 1/31/89)
- Governor temporarily shelved proposal to divert tax revenues for public schools to the state's general fund, feeling he would not have the legislative backing needed to go ahead. (EdWeek 2/15)
- Governor proposed no new education initiatives in his state-of-the-state message indicating only that he had reactivated the Education Study Commission enacted in the state in 1969 and disbanded a few years later. Group of 8 was named by the governor and includes business community, legislative, local school board representatives as well as the former head of the SHEEO agency, but no professional educators. The governor called for unity in the state; proposed a tax-reform plan and a flat K-12 FY 1990 budget of \$1.5 billion, same as 1989. (EdWeek 2/15)
- Paul Hubbert (D), currently the head of the Alabama Education Association, is considering a run for the governor's office. (EdWeek 5/10)
- Other likely candidates for the governorship are: Retired businessman Jim Whatley (R); Attorney General Don Siegelman (D); Senator Charles Bishop (D); U.S. Rep. Ronnie Flippo (D); ex-Governor Fob James (D); ex-Chief Justice Bo Torbert. (USA Today 8/7)
- Governor Hunt is holding 4 meetings with educators across the state in what is being viewed as a last ditch-attempt to develop some sort of education reform before he enters the final year of his first term. The first meeting didn't please the teachers at the session who indicated that Hunt talked with the group for about 15 minutes and then broke the gathering into small groups to discuss assigned topics such as accountability, classroom overcrowding and funding. He refused to answer questions, told the educators he would contact them later and compared teacher salaries in the state with the state average salary with charts which neglected to consider differences in education. His last education reform plan was killed by the legislature because it created too many committees, too much paperwork, and too much bureaucracy. (Alabama Ed. Journal 9/15)
- Governor Hunt and Supt. Teague are not close allies. Following the president's education summit Teague expressed negative views. Hunt, who played a highly visible role at the summit, responded that Teague's reaction was perfect indication that the state's superintendent should only serve 8 years as the governor does and then allow someone else with initiative and innovative ideas a chance to serve. Teague has served since 1975. (EdWeek 10/18)

LEGISLATURE

Agenda Items:

- Before the convening of the 1990 legislature the SDE is working to have reintroduced several bills which failed to pass the 1989 session. The budget request for education for fiscal 1990-91 is

\$1,922,066. A key bill to be reintroduced would establish a Catastrophic Special Education Trust Fund to be administered by the SDE. The fund would provide for educational services for catastrophic cases in special education and unused portions of the fund could be carried over at the end of the fiscal year. Another bill would relate terminology used in the placement into special education programs but eliminating the term "socially maladjusted" which is not recognized by the federal government in their funding regulations. (Alabama Education 11/89)

- Others measures which will be before the 1990 legislature are no-pass/no-drive, changing the compulsory school attendance age from 7-16 to 5/18; community education programs; increasing the length of the school year from 175 to 180 and the number of annual contract days for teachers to 190 beginning in the 1991-92 school year adding a day for students and 2 days for teachers each year over a five-year period with the added teacher days for inservice/professional development and the added student days to meet needs for teaching computer technology, foreign languages, geography and the sciences; and, a bill to make it unlawful for violations to test security. (Alabama Education 12/89)

Interim Committees:

Regular Session/Special Session:

- Session is from 2/7 until around the end of March.

Session Summary:

- Gov. has signed 1989-90 Special Educational Trust Fund budget of \$2.4 billion, about \$14 million less than the current year. Included was funding for class size reduction with the hiring of nearly 700 more 1st grade teachers. Salary increases were not included.
- Governor signed bill which sets a 3-mile drug-free zone around schools and increased the penalties for convictions of selling drugs in the vicinity of a school/college/university of 5 years without parole. In addition a bill was signed to prohibit students from carrying beepers while in school. The legislature created/established the **Alabama High School for Mathematics and Science** for gifted junior and senior high students. The school is to be located in Mobile, students are to be selected on basis of at least 1 from each school system in the state, and the opening is to be at the beginning of the 1990-91 academic year.

Legislature approved resolution creating a continuing study committee which will delve into operations of the Alabama Institute for the Deaf and Blind. The Smith Act to reduce class size was continued and will allow the hiring of 682 added 1st grade teachers next fall continuing the efforts for a class size ratio of 17-1 for K-1 grades by 1991. Approval also was given to changing the school enrollment cutoff date from October 1 to September 1. Written into the budget bill were safeguards to make certain instructional supply funds went for no other purposes. The legislature also approved constitutional amendment proposal for the voters to decide on 6/5/90 for "The Penny Trust Fund" which would see money donated through private voluntary contributions placed in a perpetual trust with the interest earnings divided equally between the state general fund and the Special Educational Trust Fund with the intent of improving health education and addressing health-related issues.

Teacher salaries were not increased as the governor had promised and the teacher tuition grant for teacher furthering their area expertise was, requiring them to teach in their school system for 2 years after completion of the study, is to be reintroduced in the next session. (Alabama School Journal, 5/15)

Total K-12 appropriation was FY 1990 was \$1.402 billion, down about \$8 million from the current year. Appropriations which were decreased were for textbooks, library enhancements, instructional supplies, state contribution to teacher salary increases. Appropriations from last year which were eliminated were for implementation of 20 accountability resolutions as passed in 6/88.

by the SBE and vocational education equipment. No new special education teachers were added in the budget. (Alabama Education, 5/89)

- The legislators also passed a tuition prepayment bill which will be open only to students currently in the 8th grade or below. (EdWeek 11/8)

LEGISLATIVE BILLS

Elementary/Secondary Issues:

- HB
- would establish a national enrollment cutoff date of 5 or 6 on or before 9/1 to enroll in kindergarten or first grade; does not mandate kindergarten attendance; allow students in kindergarten to advance to first grade on schedule
-
- – would establish a drug free zone of 3 miles zone around the schools and stiffen penalties for those convicted of selling drugs in the vicinity of schools to governor signed

Postsecondary Issues:

- state treasure has proposed legislative bill to prepaid college tuition

Teacher Issues:

- Bill establishes a tuition fund for teachers wanting to further education in their field of specialty; does not include appropriation DIED BUT PROJECTED FOR PRIORITY IN NEXT SESSION (Alabama Education Journal 5/15)

School Administrator Issues:

Governance/Accountability Issues:

- Bill introduced by Speaker proposes a constitutional amendment to require property tax increases in most of the LEAs by 1991 to at least 20 mills to support education as well as require LEAs to meet accountability standards which were approved by the SBE in the summer of 1988. Includes standards on: performance-based accreditation and academic bankruptcy; requiring local planning committees and withholding funds from LEAs without them; new criteria for educator evaluation/in-service training; regulations for minimum periods of instructional time in basic skills areas; requiring LEAs to offer alternative school programs for at-risk and to adopt policies ensuring a safe school environment. (EdWeek 4/19)
- House killed bill which would have established a separate board to govern 2-year colleges

School Finance Issues:

- House Ways and Means killed bill that would allow state residents to vote on lottery with the revenue split between education and the general fund. (USA Today 3/23)
- Legislative plan being attacked by Teague would allow state to borrow \$300 million to help finance \$1.5 billion in needed school improvements. Teague feels local taxes should help finance school improvements. (USA Today 4/5)
- See SDE report from the 5/3 issue of Ed Week.

Restructured Schools/Choice Options Issues:

Vocational Education/Literacy Issues:

Other:

STATE LEADERS

- Governor Guy Hunt (R)
- Wayne Teague, State Superintendent of Public Instruction
- Joseph Sutton, Executive Director, Commission on Higher Education
- Senator Chip Bailey, Chairman, Senate Education Committee
- Senator Fred Horn, Chairman, Finance Committee
- Representative Stephen A. McMillan, Chairman, House Education Committee
- Marcia Plaster, SDE Education Specialist, SEPS coordinator
- Judi McGuire, Administrative Assistant to the Governor and ECS Steering Committee Member

COURT CASES

- State supreme court has ruled that required 3 years of work to qualify for tenure under the Fair Dismissal Act need not be consecutive years. (Alabama School Journal 5/15)

ELEMENTARY/SECONDARY DEPARTMENT/BOARD/CHIEF

- At the 12/88 meeting the SBE approved requiring Social Security numbers for all children in K-12 to be implemented on a 2-yr. schedule requiring enrollees in 1st grade in 1989-90 to have valid Social Security card to register and all students through 12th grade by 1990-91. (Alabama Ed. 1/89)
- Outcome of the 1/12 SBE meeting was approval of two resolutions: One to request the state superintendent to seek funding for an Alabama Head Start program and the other to authorize the SDE to design statewide recruitment initiatives to attract minorities into teaching. When developed the initiatives will return to the SBE for approval. Although scheduled for public hearing at the meeting there was no indication of discussion on the proposed resolutions on the administrative procedure act. (Bd. Briefs of 1/12/89)
- During January and early-Feb. Teague held regional meetings with district superintendents to discuss his legislative budget proposal—a total of \$1.8 billion for the next year—which he says would bring them to the regional average. He reminded them that the current budget contains about \$143 million in carry-over money which will not be available in the next year and that the state is projecting a shortfall in tax receipts of \$40 to \$50 million in the current budget. All of which meant a need for setting priorities on the funds to assure continued progress on improvement efforts. The three primary areas of special education, elementary counselors to address some of the issues surrounding at-risk youth (latchkey, drugs, single-parents, etc) and continued funding to aid in reducing the early grade class size.

In addition, the superintendents were briefed on current activities in the special education area including replacing the current tracking system with a microcomputer system and Learning Tools software; the progress on the SBE 7/88 accountability resolutions, in particular the areas of alternative school models, annual reporting and needs assessments. The superintendents were invited to voice their concerns about major educational issues and their own legislative package. Harmony seemed to exist. (Alabama Education, 2/89)

- At the 2/89 meeting of the SBE the Board directed the Superintendent to present a resolution to the governor and the legislature asking them to consider categorical funding of the student testing program. (Board Briefs, 2/9)
- At 3/89 meeting the SBE approved a resolution asking the governor and the legislature to add \$1.5 million to the 1989-90 budget to develop new **basic competency tests**, purchase new norm-referenced tests and continue the vocational aptitude/interest testing program. One of the board members asked Teague about the authority of the SBE on programs in **private schools** with the response that Teague should be notified of any perception that less than desired standards were being practiced. (Board Briefs, 3/30)
- At the 4/89 meeting intent was given of the state's plan to establish a due process procedure to remove approval of teacher education programs. Reports were presented for future action on physical education and the recommendations of the Task Force on Norm-Referenced Test Selection. The Task Force recommended the use of the Stanford 8 test beginning with the next year's testing cycle. (Board Briefs, 4/27)
- New report to the SDE indicates that many of the school facilities construction needs are not being met, however the legislature is considering reductions in the facilities budget by \$39 million, \$2 million cutback in textbooks, \$4 million reduction for vocational equipment and a \$5.25 million decrease in state funds for teacher salaries increases. Teague's reaction is that the state must look beyond school bond means of increasing the local levels of funding. (EdWeek 5/3)
- State report on the above indicates that capitol outlay needs of the state's LEAs totals more than \$1.5 billion. The figure includes new construction, new classrooms, school buses, support facilities. He is urging the legislature to find a way to fund capital outlay needs on a continuing basis and not to rely on a statewide bond issue. (Alabama Education, 5/89)
- At the 6/89 SBE meeting delayed decisions relating to special education and received for future action the "Alabama Performance-Based Accreditation System Manual." (Board Briefs 6/8)
- Following opportunity for public comment, the SBE approved an amendment to the rules for handicapped students which will result in changes in the extended school year and in expulsion/suspension rules. Effort is to provide extended year/continual education for handicapped students when an interruption in education services would render it impossible for the student to retain critical skills. They also received task force reports from the Task Force for Developing a Beginning Teacher Assistance Program, the Task Force for Achieving Excellence in School Administration and the Task Force on Increasing Academic Requirements for the Standard Diploma. (See Task Force section). (Board Briefs, 7/11/89)
- On tap for the 8/89 meeting of the SBE is an amendment requiring the State Superintendent of Education to make an annual status report (**report card**) on the condition of education in each local board of education. (Agenda)
- At the 8/10 meeting the SBE the head of the state teachers union asked for the SBE backing of the 1989-90 academic year goal of increasing parental involvement. They received a report on the state's efforts in to date in increasing the utilization of technology in the public schools and a report of the local comprehensive needs assessment teams—A New View of Leadership: Results of the Local Needs Assessments on Administration and Operations.
Of greatest importance in the meeting was the unanimous approval of an amendment to the school codes for annual status reports (**report cards**). See the Accountability section below.
- On tap for the 9/89 meeting is the announcement of intent to amend the GED regulations in relation candidate eligibility and age requirements. (Agenda)

- The board received Dr. Teague's resolution on the GED age requirements and the addition of 17 year olds who participate in the Community Intensive Treatment for Youth Program. In addition, Teague presented the board members with copies of the report of the Task Force for Achieving Excellence in School Administration. The report is entitled "Improving the Effectiveness of School Administrators in Alabama". (Alabama Education 10/89)
- The SDE has prepared and circulated to legislators in the state information about significant educational programs and accomplishments in the state. Included were materials on: 1) a unique graduate-level teacher education program initiated in the summer of 1987 from NASA to orient professional educators to space. The program was funded by US Dept. of Ed. under Title II (2) 40 school systems and juvenile court systems have implemented a program for early warning of truancy; (3) 8 LEAs and 4 two-year colleges have programs for the education of homeless adults under the McKinney act; (4) 68% of the LEAs in the state participate in the school breakfast program; (5) the state has become a National Geographic Alliance state in their work with the National Geographic Society; (6) two two-day workshop/seminars have been conducted in the state to provide professional development programs for superintendents. (Alabama Education, 10/89)
- At the 10/89 meeting the SBE approved Supt. Teague's request to postpone until Feb. or March the report from the Task Force to Study the Funding and Allocation of Revenues for Elementary/Secondary Schools in Alabama. (Alabama Education 11/89)

OTHER ELEM/SEC. ORGANIZATIONS

- Alabama Council on Economic Education has a series of International Trade and Economic Development conferences scheduled in 1989 designed for social studies educators in grades 4-12 as well as for business and marketing education uses. (Focus is on US trade deficit, trade barriers, global economy, economic outlook/development. (Alabama Education, 3/89)
- The Commission on the Future of the Alabama Juvenile Justice System has made recommendations on changes which they feel would make positive change in the state. Among the recommendations is one to change the school entry age from 7 to 6. Originally the Commission had also proposed changing the exit age from 16 to 18 but decided to recommend phasing in this recommendation so that the retention of these students would not precede the additional funding and programs needed to accommodate them. Another proposal would require additional funding mandates that all school systems have access to alternative programs for at-risk students. In the last legislative session, Teague's request for alternative programs was defeated. The Commission also recommends that students be given the alternative of vocational education beginning at the age of 14, early intervention of at-risk students and methods of meeting the at-risk student needs, meeting the needs of exceptional students. Many of the recommendations were endorsements of prior SDE or state educator suggestions. The proposed reforms will be presented to the state's Judicial Study Commission on 12/7/89. (Alabama Education, 10/89)

LOCAL DISTRICTS

- Birmingham's schools have received recommendation from the Comprehensive Needs Assessment Committee examining their operation as a part of the review of the state's educational system. Recommendation is that the district scale back their magnet school program and redistribute the resources throughout the district to assure equity in the basic education offerings to the students. Magnet program was started years ago as part of the city's court-ordered desegregation. Number of white students has dropped so steeply in past decade that they magnet schools no longer have the desired impact on desegregation and could now be causing more of a problem than helping. (EdWeek 2/1/89)
- Birmingham's superintendent wants to close 13 schools and consolidate efforts against shrinking enrollment. Plan: Establish middle schools, expose more students to enrichment programs. Board decided 5/9. (USA Today 4/20)

- Ed Week report on the above is 12 closures, 6 consolidations and the rest restructured to create middle schools, summer Chapter 1 services, and new course offerings. The recommendations are to go before the city school board on 5/9. Supt. stresses that none of the employees would be left unemployed—just shifted. The reorganization would be accomplished over 10 years and the goal is to establish middle schools, standardize academic programs throughout the system, and make facilities management/renovation more manageable. His plan to extend Chapter 1 is for 6-8 weeks to help in student retention of information. Also planned is the establishment of transition programs or half-grade programs to help students who are failing return to the regular classrooms; a requirement that each middle school offer a foreign language and either algebra or advanced math; and a provision to give each elementary and middle school a full-time counselor. He declined suggestions to scale back the magnet school program, deciding to enrich them instead. (EdWeek 5/3)
- Birmingham board approved the above plan. (EdWeek 5/24)
- In 1985, in an attempt to raise standards for student performance, the Birmingham LEA began to require students in 2-8 to pass reading and math tests to be promoted to the next grade. Now the test has been dropped as a requirement for promotion. District officials feel the test was an obstacle. Under the new policy which was adopted in 10/89 the district will consider grades, attendance and teacher recommendations as well as test scores in deciding whether or not to promote students. Opponents say it is a step backwards in student achievement; proponents say the previous method did not take into account varying circumstances of students. (EdWeek 11/1)

NONPUBLIC EDUCATION

POSTSECONDARY

- Commission on Higher Education handed out \$2.8 million to help 5 universities hire nationally prominent professors. Aim is to encourage private contributions and improve national reputation of the state postsecondary system. (USA Today 1/27/89)
- Chancellor Gainous made 3 proposals to the SBE in 5/89 which call for establishing new policies to: 1) establish an annual leave proposal for junior and technical college employee longevity; 2) allow junior and technical college instructors to teach "overload" courses; and 3) to allow 2-year institutions to create sick leave banks if up to 10% of the employees request them. (Alabama School Journal, 6/2)
- SBE has approved new annual leave policy for support persons and administrators, "overload" policies, and sick leave bank plan for the 2-year college employees. (Alabama School Journal, 6/30)
- Univ. of Alabama trustees OK'd a record \$836 million budget, up 8% from \$777 million in '89. The increase will be distributed between the three campuses. (USA Today 9/25/89)

INTERNATIONAL EDUCATION

- International Student Exchange Center of Japan has chosen Florence as host of an exchange program. Students will study at two of the cities high schools. Mornings will be spent studying in their native language, afternoons participating in regular classes in the high schools. Teachers will be Japanese. 300 more Japanese students may enter the program this summer. The exchange center spent 6 months traveling to cities in 30 states before choosing Florence as the city best suited to the needs/desires of the Japanese students/officials. (Alabama Education, 4/89)

VOCATIONAL/TECHNICAL

- Division of Vocational Education is implementing a new program this year on "applied communication" which aims to teach students the skills necessary to achieve success in their careers. The 15-module course combines printed material, hands-on learning activities and video instruction and directs itself to the students who are not motivated by traditional communication courses. The course contains applications for students interested in agriculture, business/marketing, health occupations, home economics and technical, trade and industrial areas. (Alabama Education 11/89)

BUSINESS/INDUSTRY

- MacMillan Bloedel Inc. has developed a partnership with the Wilcox County Schools pledging \$565,000 this year for improvement in instructional programs. The company says this is just the beginning of their involvement. They have established a Foundation which the company will fund with a significant amount every year and will work to establish/support programs benefitting all of the children in the community educationally. MacMillan Bloedel has also given the school a \$300,000 one time grant to purchase equipment. Some of the programs to be supported by the company include ACT/SAT preparation and scholarships for outstanding high school students to attend summer enrichment courses. MacMillan Bloedel manufactures paper products, lumber and plywood. (Alabama Education 11/89)
- Boise Cascade, which has a plant in Alabama, has donated \$200,000 to the Clark County Schools. Unlike other businesses which adopt a specific school, Boise Cascade has chosen to adopt a school district. Their statement for the contribution is that it is a sound investment in their future workforce. (Alabama Education 12/89)

PARTNERSHIPS IN EDUCATION

TASK FORCES/COMMISSIONS/COMMITTEES

- Gov. Hunt says he will reactivate ex-governor's state Education Study Commission. Job assigned: Assess status of public schools, their economic needs before giving legislature a full education bill next month. (USA Today 1/27/89)
- The Study Commission was reactivated and, much to the unhappiness of the teachers and education officials, he failed to name an educator to the group. Membership is composed of a senator, women, businessmen and lawyers. Disgruntled educators note that the previous Education Study Commission really didn't do anything and was operating at state expense for nearly a decade complete with staff. It was abolished in Gov. James' effort to cut state government waste. Speculation of the educators is that the governor was making a political last-ditch attempt for some kind of "education reform" without having a reform package to offer. (Journal 1/27)
- Task Force for Improvement of Achievement in School Programs' report on incentive programs was approved at the 2/9/89 meeting of the SBE and the incentive programs will be implemented in the 1989-90 school year. (Board Briefs)
- Governor Hunt asked the Education Study Commission to study plan that would let high school students take college classes at state expense (dual enrollment). Backers say the program which is modeled after Minnesota's program opens opportunities for students without raising education expenses. (USA Today 3/6)
- Teague appointed a 30-member Reform Task Force on Norm-Referenced Test Selection as result of SBE adopted accountability resolution in 7/88. The task force reviewed the current tests, student attainment levels, objectives, teacher guides, manual/supplemental reading materials for the

curricula, inclusion of higher order and listening skills, etc. The report is expected this spring. (Alabama Education 4/89)

- The test selection task force has recommended the use of the Stanford 8 test beginning in the 1989-90 school year. (Board Briefs, 4/27)
- SDE also has a Task Force for Developing a Beginning Teacher Assistance Program, a Task Force for Achieving Excellence in School Administration, and a Task Force on Increasing Academic Requirements for the Standard Diploma (Agenda for 7/89 meeting)
- The Task Force for Developing a Beginning Teacher Assistance Program reported at the 7/89 meeting proposing that pilot programs be established at each of the eight state board districts in 1989-90 utilizing either a mentor or assisting teacher model. Training will be provided in 8/89 to 3 persons from each school system. These persons will train 10 mentor/assisting teachers in their respective systems and the 10 trained persons will work with 10 beginning teachers within their school. The mentor/assisting teachers will be located in close proximity to the beginning teachers they assist, preferably in the same building and possibly in the same wing of the building.

The Task Force for Achieving Excellence in School Administration report at the 7/89 meeting recommends improving training, careful selection, assessment, preservice training and continuous involvement in a structured staff development program. Candidates to the training program would need a master's degree. Program includes 12 semester hours of course work an internship of 600 clock hours, 40 clock hours of professional development each year and recertification every 5 years. The professional development will be provided through the regional in-service centers. In total the Task Force made 69 recommendations. Decisions by the SBE were delayed until orientation could be provided to SBE, deans of schools of education, superintendents, principals and supervisors.

The Task Force on Increasing Academic Requirements for the Standard Diploma reported that no increased requirements be made at this time and that the state supt. implement plans to increase the level of academic skills within the nonacademic curriculum of Alabama high schools. (Board Briefs, 7/11/89)

- Task Force for Achieving Excellence in School Administration is expected to report at the 9/89 meeting of the SBE. (Agenda)
- The Task Force for Achieving Excellence in School Administration presented their report at the September meeting. Teague noted to the SBE that he hopes to bring resolutions to the board within the next few months to begin implementing the task force's recommendations. The group was charged with the 5 objectives of: 1) analyzing the latest research on school administrators and effective school leadership; 2) assisting in the design of a preservice and inservice education model, based on performance and research standards leading to initial certification/recertification of school administrators; 3) recommending a program for continuous staff development utilizing a research-based assessment program; 4) recommending strategies for identifying potential administrators; and 5) assisting in the establishment of a framework for the coordination of existing efforts for school administrators.

Included in the recommendations were items which cover the whole area of preparation and professional development for school administrators. Proposals include: 1) requiring candidates to hold teaching certificates, have 3 years of teaching experience prior to admission into the preparation program and be assessed in an assessment center on 12 generic skill dimensions; 2) requiring a performance-based administrative internship with trained mentors; 3) requiring institutions of higher education to meet rigorous faculty standards which include both preparation and workload; 4) requiring completion of a 40-hour professional staff development program approved by the SDE; 5) issuing generic certificates in educational administration rather than separate certificates for superintendents, principals and supervisors; and 6) achieving a high level of correlation among the institutions preparation programs by specifying the models of instruction which must be provided to complete an endorsement in educational administration. (Alabama Education 11/89)

- The task force to develop a statewide personnel evaluation system has developed criteria for nine categories of school personnel. In 11/89 the SDE will begin an orientation process to implement what eventually will be a teacher and administrator evaluation system for Alabama public schools. (Alabama Journal, 11/3)

ACCOUNTABILITY/GOVERNANCE

- Third in a series of local needs assessment reports was presented to the SBE meeting in 5/89. It summarized the themes of 129 local reports that were submitted to the SDE. Included were recommendations and suggestions for their implementation. The six major recommendations were: 1) The students in the state's public schools should be prepared to function effectively in a modern high-tech society. Implementation would include expansion of computer education courses, additional staffing, facilities and equipment, and vocational training. 2) Students at-risk should be provided services designed to enhance their opportunities for educational success. Changes to implement the suggestions would be more guidance counselors, alternative programs including in-school suspension and Saturday/extended-day school, added special education teachers and added special education, regular and kindergarten classrooms. 3) Availability to all students comprehensive programs in music and art. Implementation would require more faculty, facilities and equipment. 4) Full funding by the legislature of the state textbook program. 5) Relieving teachers and administrators of excessive noninstructional duties. Implementation would require the employment of 616 teacher aides and increased use of technology. 6) Ongoing and comprehensive in-service education and staff development for all educational personnel. They recommended increasing the number of student attendance days and teacher work days by five. (Alabama Education, 9/89)
- At the 7/89 meeting the SBE will consider a major overhaul of school accreditation standards. Review occurs as a result of a year-long, 95-member Performance-Based Accreditation System Task Force which centers on school staffing, curriculum and facilities as well as on student performance. Proposal calls for "impact studies" in 10 LEAs during the 1989-90 school year and a subsequently revised Performance-Based Accreditation System going to the SBE in spring 1990. Plan lists the courses to be taught, staffing patterns, counselors, class size and employment procedures. In some areas of the proposal concern has been raised over the vagueness of the wording. (Alabama School Journal, 6/16)
- SBE is considering two proposals which could result in major changes in the state's voc/tech, community and junior colleges. The first is a revised credentials report which is being viewed as an effort to make the schools totally academic. The second would remove most of the supervision of the Industrial Development and Training Institute operations currently under the postsecondary chancellor. Making the school basically independent could place more need on the state's technical and community colleges to compete. (Alabama School Journal, 7/17)
- The SBE has approved 10 "impact studies" to test the Performance-Based Accreditation System. The program will be testing in 10 LEAs this fall and the results are to be reviewed next spring with implementation scheduled on a more widespread basis after problems are worked out in the program. Courses to be taught include computer literacy in the elementary grades and vocational experiences in grades 7-8. Additionally it would allow no more than 20 students to be enrolled in any kindergarten class, no more than 30 in 1-5, 32 in 6-8, and 35 in grades 9-12.
Concerns voiced so far include the occasional vagueness of the plan and the placement of some policies into accreditation which would best be address in personnel evaluation standards. Nothing in the draft is final. (Alabama School Journal 7/14)
- At the 8/89 meeting of the SBE approval was given to an amendment to a prior resolution which results in requiring all LEAs to make an annual status report on the condition of education in each local school system to the SBE and to the public (annual report cards). The amendment requires the state superintendent to make an annual state report on the condition of education in each school system to the respective local board of education by 2/1 of each year beginning in 1990 and specifies a reporting schedule by each local board to the public by 4/1 of each year. The SDE is to

retain copies of all such reports for 12 years and make them available to state board members upon the request. The amendment also requires the Superintendent of Education to meet within 90 days of delivery of the reports with those local systems scoring in the bottom quarter of achievement. (Alabama Education, 9/89 and Board Briefs, 8/10)

- Governor Hunt held education hearings that emphasized the importance of education to the overall economy, international competitiveness, and the ability to work in high-tech jobs. (Governors' Weekly Bulletin, 12/8)

ADMINISTRATORS

- State Task Force for the Development of Criteria for a Professional Education Personnel Evaluation System is to report to the 10/89 meeting of the SBE. The SBE mandated last year that every LEA have a personnel evaluation program in place by the beginning of the 1991-92 school year. When it is in place all teachers and administrators will be evaluated. (Agenda, 10/12 and Alabama School Journal 10/13)
- SBE has adopted the proposed Professional Education Personnel Evaluation System. The system is to be in place by 9/92. The system includes criteria to be used by each local school system to develop a local evaluation procedure. If the LEA does not develop a system of their own they must use the system designed by the task force. State administrators will be the first to be evaluated under the system beginning in 1/92. (Alabama Education, 12/89)

AT-RISK YOUTH

- SBE has set the opening of the 1989-90 school year as a time in which all of the LEAs must have an alternative education program. Getting a head start on the effort is the DeKalb LEA which has an Appalachian Regional Commission grant and local funds making available "ASchool" providing referred students an immersion of academic instruction, behavior modification and responsibility development. Major objectives: reduce absenteeism and the dropout rate. They are already seeing a reduction in the absenteeism rate and anticipate seeing reduced dropout rates in a few years; improved learning atmosphere and discipline; and improved grades/attitudes. (Alabama Education 1/89)
- At the 2/98 meeting of the SBE received status reports on the LEAs' implementation of alternative schools as an approach for at-risk students as well as a report on incentive programs from the Task Force for Improvement of Achievement in School Programs. (Board Briefs, 2/9 and Alabama Education 3/89)
- See the 3/89 issue of Alabama Education for state programs addressing parental involvement, extended day programs, child-care, tutorial programs and programs to build self-esteem.
- State health officers say teens are getting wrong "sex messages" from television and other sources. Cited: 30% rise in births to state girls younger than 15. Suggestions: Parents, churches, schools should counter misinformation, discourage sexual activity. (USA Today 4/20)
- The State Department of Education's Division of Disability Determination is the state agency addressing the needs of the homeless. They have contacted the various agencies and organizations providing services and determined the following needs: 1) individuals who provide direct services to the homeless need education on the social security disability programs; and 2) special attention is required when processing disability claims of someone who has no permanent address. (Alabama Education 9/89)
- Interest appears to be growing rapidly in the state for passage of a no pass/no drive bill which would deny licenses and learners' permits to dropouts and revoke licenses/permits of those who had them prior to dropping out. (Alabama School Journal, 9/15)

- Talladega County schools have had a battle going on for ten years. War was declared on truancy. In 1987 they formed a "Stay in School Task Force" which brings together the 2 school system in the county, law enforcement agencies, local citizens, community agencies and the chambers of commerce. The task force enacted a 3-part truancy prevention plan. The first establishes guidelines for law enforcement officials in handling of suspected truants, the second is a plan for community involvement encouraging local citizens to report suspected truants to the police, and the third enlists the support of local businesses who have agreed not to serve school-age children during school hours. Another interesting aspect of the plan involves the cooperative efforts between the school systems and the juvenile courts in which the juvenile judges request meetings with parents of students who have missed 20 or more days of school for nonmedical reasons. How is it working? In 1977 more than 7% of the students missed 20 or more days, now the number has been reduced to 5% and 12% of the students had perfect attendance last year. (Alabama Education 12/89)

CHOICE

- Hunt plans to ask his Education Study Commission to examine the concept of Choice for the state. (EdWeek 3/22)

CURRICULUM

- Vice principal of the elementary school in Sumiton has addressed concerns about the American students' abilities in math by having math instruction incorporate Japanese instructional system called Kumon Method. System lets children progress at their own pace through repeated drill and practice. The system started only 6 months ago but they are already claiming increased achievement levels of the students and higher student self-esteem. (EdWeek 5/17 and Alabama School Journal 6/16)
- Mountain Brook schools began a policy in 9/89 of secondary English teachers teaching no more than 80 students per day. The resulting average class size of 16 enables the teachers to provide more individualized instruction, devote more time to reading and correction of student work, and strengthens the schools emphasis on the writing process. The system policy also has a goal of assuring that each student is reached with an interactive classroom model. The research which they had done on the class size indicated that reducing class size by itself was not the issue; rather it is how class size affects other activities in the classroom. When combined with the mode of instruction the reduced class size is powerfully effective. The plan also calls for establishing guidelines for reducing average class size in other academic disciplines until an average of 20 per class is reached--all with the purpose of providing more individualized instruction. (Alabama School Journal 8/25)
- Dallas County schools are initiating several programs that are funded by grants received from the International Paper Company Foundation's Education and Community Resources (EDCORE). School districts which participate are eligible to apply for three types of grants--school project grants and teacher fellowship grants, which focus on critical thinking skills, under the theme of Learning By Thinking; and open opportunity grants which allow LEAs to address issues of their choice. Schools in the county have the following projects underway: Parents as Partners in Math Discovery; Thinking with the Gifted and Talented; Parents as Partners in Scientific Discovery; Thinking with Maps; Critical Thinking in Physics; Computer-Assisted Prevention Programs for At-Risk Students; and early intervention. (Alabama Education 10/89)
- The secondary school principals in the state are continuing with their emphasis on the curriculum for the future. (Alabama Education, 12/89)

EARLY CHILDHOOD ISSUES

- Education officials expect 7% drop in fall '90 kindergarten, 1st grade enrollments. New law says child must be 5 for kindergarten, 6 for 1st grade by Sept. 1, not Oct. 1. (USA Today 11/6/89)
- New law passed by the legislature in the 1989 session changes the age at which a child may enter school beginning with the 1990-91 school year. Students entering kindergarten next year must reach the age of 5 on or before 9/1/90. Students entering the 1st grade must reach the age of 6 on or before the same date. The purpose is to make entrance requirements uniform. (Alabama Education, 11/89)

EDUCATION STATISTICS

- The dropout rate in 1986 was 32.7%. (Alabama School Journal 9/15)

FINANCE

- Speaking at a business conference in Birmingham, Teague called for a new National Economic Education Act, similar to the post-Sputnik efforts. Under the plan funds would be provided from the federal government to the states to enhance student achievement and instruction in math, science, high technology, foreign languages, economics and geography. He patterned his proposal after the NDEA. He has sent his proposal to the Alabama congressional delegates. (Alabama Education, 4/89)
- State will deplete their reserve by spending \$21 million to improve education. (USA Today 5/10)
- NEA report indicates that Alabama per pupil expenditure is \$2,915, far below the national average of \$4,509. (Alabama School Journal, 6/30)
- Montgomery Co. Schools Supt. Dewayne Key plans to sue the state because the amount of money spent per students can vary by \$1,700 yearly depending on wealth of district. Huntsville spends \$4,200, Butler Co. less than \$2,500. (USA Today 8/9/89)
- Lawmakers must find \$45 million to help bridge gap between rich, poor districts says state school Supt. Wayne Teague. State per pupil spending is among lowest in US. (USA Today 10/25/89)
- SDE report on the above comments from Teague indicate that he announced a plan on 10/24 to close the gap between the state's wealthy and less wealthy school systems. PROJECT LIFE (Local Incentive Funding for Equity in Education) is an incentive program which will provide greater equity in educational funding by increasing the level of local support for education. The plan creates equity in funding by varying the amount of monies available depending on the system's economic condition.

In developing the plan the SDE staff members considered the economic conditions under which each of the state's school systems operates and found that the conditions vary greatly. Teague feels this necessitates the state taking a leadership role in closing the gap between the systems. The amount of local revenue in ADA provided school systems ranges from a high of \$2276 to a low of \$152. Looking at a combination of local and state revenue the ADA than ranges from \$4152 to \$1561. Teague's proposal calls for the legislature to fund an incentive-matching fund program for LEAs with the potential to place more than \$85 million in the hands of local educators. To tap the incentive fund LEAs must generate additional local revenue unless the local revenues are above 22% of the total state and local school budgets. The proposal creates a pool of state money that will be used to guarantee a fixed amount of money for each school system in the state. The amount guaranteed by the state varies depending on the financial condition of the LEA. The amount that must be generated by the LEA also depends upon the relative wealth of the system.

The program calls for LEAs to be grouped into four different, homogeneous clusters as identified by their economic index. The indices are to be updated every 4 years. The state will

match, on a sliding scale, monies raised by the local school system. Target amount range from \$50 per FTE in the wealthiest cluster to \$200 per FTE in the poorest. All monies generated by PROJECT LIFE will be above current state allocations but certain restrictions do apply to the use of the incentive program funds: 1) they must be used first to correct any accreditation deficiencies; 2) in the absence of deficiencies the funds may be used to address needs identified by the local needs assessment teams; and, 3) in the absence of deficiencies and unaddressed needs, the funds will be allocated to LEA boards for use as approved by the state Superintendent of Education.

An important feature of the plan is the method of determining the LEA level of effort and the amount of money that will be provided by the state. The SDE-developed formula uses both guaranteed amount per student and relative wealth of the system to determine both the system's and the state's requirement. The plan has gained the SBE approval and will now undergo legislative scrutiny before funding/implementation can become a reality. (Alabama Education 11/89)

- Governor Hunt has made \$14.2 million available to schools of the funds which had been set aside in this year's education budget. The Governor announced that tax receipts earmarked for education were sufficient to release the funds included as "conditional appropriations in the state's \$2.4 billion education budget this year. Of the funds \$2.6 million will be used to reimburse LEAs for a state-mandated 7.5% pay raise for teachers. The remaining will go for textbooks, capital improvements, supplies and transportation. (EdWeek 9/27)

LITERACY

PARENTS

- Talladega City elementary schools are working a new program this year called Parents Assisting Child and Teacher (PACT) challenging parents to make a pact with the schools committing themselves on the home level to help their children with school work. Parents commit to overseeing homework, study, projects and programs of the child at the home level. A prepared booklet suggests the guidelines for home support of education as ways to help develop the child's self-esteem. Parents learn in the program how to motivate, encourage and challenge their child. (Alabama Education 11/89)

RESTRUCTURED SCHOOLS

STUDENTS

- Some state schools will use metal detectors, guards, drug tests this fall to combat drug, weapon use. In Mobile county last year 146 students were suspended for weapons violations, 30 involving guns; Montgomery county had 127 violations. (USA Today 8/14/89)

TEACHERS

- New scholarship program is aimed at increasing the number of social studies teachers. Caroline Lawson Ivery Scholarship Fund will award \$2000 scholarships/loans to prospective social studies teachers with outstanding academic records who maintain a 3.0 GPA, write an essay on why they want to be a social studies teachers, and sign a letter of intent to teacher social studies in the state's public secondary schools. (Alabama Education 2/89)
- NEA cites the 1988-89 average teacher salary as \$25,190, ranking them 37th in the nation. (USA Today 3/23)
- Teague has released information indicating a dire personnel shortage in all areas. Information came from the state's required LEA-by-LEA needs assessment. Over 800 more teachers, 1400 more administration/supervisory, and 1800 support personnel. (Alabama Education, 4/89)

- Joint NEA/Alabama teachers program designed to soften the problems of first year teachers will be piloted in 8 school systems this fall. The Formative Assistance Program has proven successful on a limited basis in the states school systems and the SBE recently approved the piloting. It is basically a peer tutoring program of teachers helping teachers. The SDE plans to train 3 administrators from each of the 8 systems who will in turn train experienced teachers in the concepts of the program. (Alabama School Journal, 7/14)
- The State Advisory Committee on Teacher Education and Certification voted in 11/89 to recommend a change in the current teacher education standards by which a student's GPA is computed based on all work attempted. In addition the committee is considering a review of the standards for preparation of speech pathologists and audiologists to ensure employment of only qualified personnel. (Alabama Education 12/89)

TECHNOLOGY

- Teague notes that with the changing educational needs we may well be at a point where the "new basics" may be problem-solving, computer science, television production, robotics and data base management. State has taken steps toward the changes with Bessemer Educational Technology System project to establish a model for utilization of technology in all facets of the educational process. System is being phased in over a 3-year period beginning this year and can be replicated in other LEAs throughout the state. Teague is stressing to the state's educators that when they think about technology in the classroom they need to think about three ways of learning: through, with and about; that the state needs to make a commitment of computer literate students by 1994, achieved by a goal of a computer in every classroom. (Alabama Education, 2/89)

OTHER

- Voters will decide in 6/90 if they want to join 20 other states in which English is the official language. (USA Today 5/11)

STATE ACTIVITY - 1990

STATE NAME: OKLAHOMA

GOVERNOR

- In an attempt to bolster support for his education reform package - which has stalled in the Senate - Governor Bellmon went to President Bush for support of the first state's major education reform package since Bush's education summit. (EdWeek 1/10)
- Governor Bellmon's budget request is contingent on passage of reform and revenue bill bogged down in the Senate. Bellmon's proposed 1990-91 K-12 budget is \$1.13 billion, a 27% increase over the current funding level. The revenue package includes a 1/2 cent sales tax increase, a 1 cent corporate tax increase and a 10% increase in personal income tax. The budget sets aside \$35 million from the state's rainy day fund for voluntary school consolidation. If the bill fails to pass the schools will receive \$43 million above the 1990 level. (EdWeek 3/14)
- As of 4/5 the budget request is still bogged down in the Senate, requiring a 2/3rds vote and missing by a vote or two. (Telephone conversation a.m. 4/5)

POLITICAL SCENE

Candidates/Upcoming Elections:

- Supt. Hoeltzel is running for the state Senate this fall and David Fisher, currently the head of the SDE accreditation division, wants to replace Hoeltzel as chief. Concerned that Fisher's interest in the elected position may raise conflict-of-interest charges, Hoeltzel has set restrictions on his hours in which he may leave the office. (EdWeek 2/7)
- With state economic troubles, Governor Bellmon (R) is stepping down. Nine democrats have lined up for the race. (USA Today 3/7)
- Republican Bill Price has launched his campaign for GOP nomination for governor. He has top federal prosecutor experience in government corruption cases in the 80s. (USA Today 3/27)

Initiatives/Referenda:

Political Network:

Political Climate:

LEGISLATURE

Agenda Items:

Interim Committees:

Regular Session/Special Session:

- House Minority Leader Joe Heaton says the extension of the special session is costly. Governor Bellmon doesn't want to end the session dealing with school reform and taxes by 3/1. Regular session begins 3/1. (USA Today 2/21)
- Regular session and special session are running concurrently.

Session Summary:

LEGISLATIVE BILLS

El/Sec. Issues:

- Both the House and the Senate have passed major reform bills. Now the effort will need to be directed to compromising the many differing positions in the two. School consolidation is one of the sticky differences. (EdWeek 1/17)
- Mammoth education reform bill includes: Higher accreditation standards; alternative schools; competency and standardized testing; consolidation; curriculum design and implementation; deregulation for high-performance schools; longer school day and year; mandatory full-day kindergarten; merit pay; optional 4-year-old programs; interdistrict parental choice; public education tenure provision; and teacher salary increases over five years. Implementation requires passage of the tax increases. (Insights, 1-2/90)

Postsecondary Issues:

- Legislative approval is needed for a 9% tuition hike for state colleges and universities approved by the Regents for Higher Education. This is the 9th tuition hike in 11 years (USA Today 1/23)

Teacher Issues:

School Administrator Issues:

Governance/Accountability Issues:

-

School Finance Issues:

- The legislature is in the compromise stage of working out a finance reform bill which would raise state taxes by an estimated \$230 million to fund a wide variety of education reforms. Included are provisions for equalizing spending among the LEAs, teacher salary increases, incentives for consolidation of small districts and expanded early childhood program. The legislation is expected to cost \$2 billion over 5 years. The snag that stalled the bill was an attempt to attach an emergency clause which requires a 2/3rd majority vote. The amendment squeaked by in the House but is stalled in the Senate. Senate leaders will not send the bill to the Governor without the emergency clause amendment. The bill would seek equalization by establishing targets for increasing the number of students who receive at least the average amount spent on each student in the state, give additional weights in the formula to such groups of students as those enrolled in special- or gifted-education programs. The bill also would allow all four-year-olds in the state to attend early childhood programs for free and require all children to attend kindergarten. The consolidation issue is causing a lot of debate as is the tax increase.
In addition to the above noted effort there are a number of constitutional amendments proposed currently being considered by the legislators and expected to be voted on soon to determine whether or not to place the amendments before the voters in late-March. (EdWeek 2/21)
- Governor is disappointed in the report that 206 school districts say they'll cut services, personnel if school reform, tax bill aren't enacted. Bill is stuck in the Senate where it doesn't have enough votes to pass. (USA Today 3/30)

Restructured Schools/Choice Options Issues:

Vocational Education/Literacy Issues:

Other:

STATE LEADERS

- Governor Henry Bellmon (R)
- Gerald Hoeltzel, State Superintendent of Public Instruction
- Sandy Garrett, Secretary of Education and the Governor's Education Aide
- Hans Brisch, Chancellor, State Regents for Higher Education
- Senator Bernice Shedrick, Chair, Senate Education Committee
- Representative Carolyn Thompson, Chair, House Education Committee
- Penny Williams, State Senator, SEPS Coordinator

COURT CASES

ELEMENTARY/SECONDARY DEPARTMENT/BOARD/CHIEF

OTHER ELEM/SEC. ORGANIZATIONS

LOCAL DISTRICTS

NONPUBLIC EDUCATION

POSTSECONDARY

General:

Community Colleges:

Curriculum:

Finance:

- State Regents budget request for 1990-91 totals \$741.6 million, \$532.2 million in state appropriations (a 16% increase) and \$209.5 million in revolving funds generated primarily from tuition and fees (a 10% increase). They point to improvements which have been made toward the four year plan now beginning its second year. So far they have increased faculty compensation and positions, increased financial aid for students and an endowment program for faculty chairs. They have also increased the library holdings, updated classroom and teaching laboratory equipment and a scholarship program intended to attract top state high school students to state colleges and universities. (Leader 12/89)

Governance:

- Leadership, excellence and system efficiency are the three goals in a proposed mission-an-goals statement for the state's higher education. The Regents will hold public hearings on the mission statement through 3/90. The mission statement reads: "The mission of the OK state regents for higher education is to build a nationally competitive system of higher education...that will provide educational programs and services universally recognized for excellence, expand the frontiers of knowledge and enhance the state's quality of life." Included in the 1st goal—leadership—is ethics, vision, public support and partnership. Included in the 2nd—excellence—is academic excellence, free inquiry, access/success and social justice as well as cultural advancement, economic advancement and research. The 3rd—system efficiency—focuses on mission, centers of excellence and effectiveness and accountability. (Leader, 12/89)

Tuition/Fees/Aid:

INTERNATIONAL EDUCATION

RURAL DISTRICTS/ISSUES

URBAN DISTRICTS/ISSUES

- Tulsa Public Schools volunteer program was named 1 of 13 exemplary programs in the nation by educator panel of National Research Council after an 18-month study. (USA Today 2/13)

VOCATIONAL EDUCATION

BUSINESS/INDUSTRY

PARTNERSHIPS IN EDUCATION

POLICY CENTERS/NETWORKS

TASK FORCES/COMMISSIONS/COMMITTEES

ACCOUNTABILITY/GOVERNANCE

Academic Bankruptcy:

Governance:

- Statewide task force issued their report and recommendations in 11/89 urging that state consolidation efforts be based on the LEAs ability to meet accreditation standards. Legislation to affect the change requiring districts to consolidate if they do not meet certain standards, has bogged down in the Senate primarily due to disagreement on the consolidation issue. Some legislators want to require all LEAs that do not have full K-12 programs to consolidate at the beginning of next school year. (EdWeek 1/10)

Performance Goals/Indicators

Outcomes

ADMINISTRATORS

ASSESSMENT/TESTING

- 80 educators in the state are drawing up standards for high school proficiency exams. This year's 9th-graders will be first group that must pass to get diplomas; those who fail get attendance certificates. (USA Today 1/11)

AT-RISK YOUTH

- U.S. Department of Education has awarded 348 grants, totaling \$9,445,912, to improve the educational opportunities of the state's Indian children, youth and adults. Most of the awards, ranging from \$913 to \$293,800, went to local educational agencies, tribally operated schools, BIA schools for tutoring, remedial reading and math, counseling and guidance and Indian cultural/heritage activities. Other grants went to tribes, Indian organizations and colleges or universities to fund a variety of activities, including early childhood programs, dropout prevention, adult education, training of Indian teachers and scholarships/fellowships for graduate and undergraduate students. (Oklahoma Educator, 2/90)

CHANGING ROLES

CHOICE

CURRICULUM

DISCIPLINE

EARLY CHILDHOOD

- True to reports from other parts of the county, Oklahoma survey has found that low pay and high staff turnover are undermining the caliber of child care. In their survey the turnover rate was 44% for teachers and 60% for assistants between 1988 and 1989. More than 1/3rds of the teachers and 2/3rds of the aides had been on the job less than a year. The survey also showed that fewer than 10% of the teachers and assistants received full health coverage or life insurance. (EdWeek 2/7)

EDUCATION STATISTICS/DEMOGRAPHICS

FINANCE/BUDGET

IMPROVEMENT/INCENTIVE PROGRAMS

LITERACY

MIDDLE SCHOOLS

MINORITY ISSUES

- The Oklahoma City school board has asked the Supreme Court to review the lower court ruling that overturned a ruling that the city displayed no discriminatory intent in their forced busing for elementary schools. The desegregation ruling has left schools which were considered segregated with no guidelines—just a declaration of unitary. (EdUSA 2/12)

PARENTS

RESTRUCTURED SCHOOLS

SPECIAL EDUCATION

STUDENTS

- State Regents for Higher Education have proposed requiring students to maintain a 2.0 GPA to participate in extracurricular activities. The proposal will go to public hearings at the 25 state colleges and universities and undergo a vote of the regents. (USA Today 3/27)

SUBSTANCE ABUSE

TEACHER EDUCATION

TEACHERS

TECHNOLOGY

- Oklahoma State University offers staff development programs for classroom teachers and administrators. The Spring 1990 conference series addresses the issues of Technology Update for Educators, Microcomputers and Science Education, and Improving Teaching at a Distance.

OTHER

STATE ACTIVITY - 1990

STATE NAME: ALABAMA

GOVERNOR

- Governor's state-of-the-state included a budgetary request for \$1.71 billion for K-12 in FY 1991, a 9.6% increase over the previous year. Included in the proposal was \$89.4 million to finance 7.5% pay raise for teachers; \$21.7 million to reduce pupil-teacher ratio in 1st grade; \$10 million for 300 new school buses; \$10 million for school building maintenance; \$2 million for textbooks and \$1 million for other classroom supplies. (EdWeek 1/17)

POLITICAL SCENE

Candidates/Upcoming Elections:

- Current head of the state's NEA affiliate, Paul Hubbert is an announced candidate for the democratic nomination for governor. In a recent meeting in the state Hubbert charged that the state has an abundance of natural resources, the greatest people in the world, and a lack of leadership. (Alabama School Journal, 2/2)
- Gov. Hunt (R) will run again. He is facing the winner of a tight, five-way Democratic primary. (USA Today 3/7)
- Hubbert, one of 5 seeking the Democratic nomination for governor, is a former teacher raised by poor cotton farmers. He took over the teachers' union in 1969 and has nearly doubled the membership of the union since that time. In addition the budget has grown from \$350,000 to nearly \$8 million. The political clout of the group is undeniable. Also aiding Hubbert's changes is the fact that nearly a fourth of the state legislators are educators. In the teacher union he has opened the policy-making process to every member rather than a selective few, merged the union with the black teacher organization (Alabama State Teachers Union) and placed the head of the group as the associate executive director of the new union, formed a political action committee to support the campaigns of teacher-supportive candidates and took on political giants such as Gov. Wallace to protect educators and education finance. A ghost which may come back to haunt Hubbert results from the 1980s redistricting required by the Voting Rights Act which occurred after the state had already redistricted and held elections. The elections were declared invalid and new elections were ordered. State Republicans complied by holding primaries to determine who would be legislative nominees. State Democrats, at the time led by Hubbert and the black associate executive director of the new teacher's union, hand-picked its nominees. Hubbert said the move was due to the party's desire not to put out the cost for another election. The political backlash, however, is felt to have contributed to the election of the first Republican governor in the state in 100 years when Guy Hunt was elected in 1986. Also a minus for Hubbert is his failure to get higher property taxes passed as a way to help bolster funds for education. Many of his educational proposals have focused on accountability--such as his contention that colleges and universities should be required to provide additional training at no cost to teacher education graduates who come to their teaching assignment underprepared for the job. Hubbert has purposefully campaigned on a platform stressing other issues than education to rid himself of the possible conception of a one-dimensional candidate. He has mostly talked about better health care, better roads and economic-development efforts. He has also called for a "workfare" program and prison reform. (EdWeek 3/21)

Initiatives/Referenda:

Political Network:

Political Climate:

LEGISLATURE

Agenda Items:

Interim Committees:

Regular Session/Special Session:

- Regular session opened 1/9

Session Summary:

LEGISLATIVE BILLS

El/Sec. Issues:

- HB— would require testing of employees suspected to use illegal drugs
- SB— would add 5 instructional days to the school calendar over a three-year period
- SB 203 gives legislative support for community education programs which provide after-school, Saturday and summer programs.
- HB 641 exempts children who attended a four-year or prekindergarten education program provided through public, private or church schools and who will be 5 on or before 10/1/90 from school attendance requirements for kindergarten entrance as stated in the law passed by the legislature last year

Postsecondary Issues:

Teacher Issues:

- ——— calls for a 8% pay raise for educators
- ——— allows transfer of tenured teachers two weeks into the school year **killed**
- HB 624 authorizes teachers/board members/administrators of school systems to report suspected drug or alcohol abuse of students and provides liability immunity for those reporting

School Administrator Issues:

Governance/Accountability Issues:

- State senate killed a proposed constitutional amendment declaring an effective system of public education "an essential function" of state government. Measure was drafted by the Attorney General as a symbolic move to place education high in the public's eye. Attorney General is running for governor. Alabama Constitution had such language until 1954 school desegregation ruling at which time the language was replaced with language stating that "nothing in this constitution shall be construed as creating or recognizing any right to education or training at public expense".
The proposed amendment would also have prevented the legislature from cutting back or prorating state education budget when tax revenues fell short. (EdWeek 2/28)

School Finance Issues:

- House has approved a \$2.7 billion school funding bill which provides full funding to reducing class sizes over a 12 year period, contains an 8% cost-of-living raise for teachers and support personnel, added guidance counselors, and testing/assessment. (Alabama School Journal 2/16)

Restructured Schools/Choice Options Issues:

- HB 578 would allow student transfers between districts **choice**

Vocational Education/Literacy Issues:

Other:

STATE LEADERS

- Governor Guy Hunt (R)
- Wayne Teague, State Superintendent of Public Instruction
- Joseph Sutton, Executive Director, Commission on Higher Education
- Senator Chip Bailey, Chairman, Senate Education Committee
- Senator Fred Horn, Chairman, Finance Committee
- Representative Stephen A. McMillan, Chairman, House Education Committee
- Marcia Plaster, SDE Education Specialist, SEPS Coordinator
- Anita Buckley, Administrative Assistant to the Governor

COURT CASES

- A watchdog group in the state (Best Education Support Team) has made the latest assault on the majority white school board by filing a lawsuit alleging that the state did not seek clearance from the U.S. Justice Department when it created the appointed board in 1975. Justice Department clearance is required under the Voting Rights Act. Before 1975 the board was a self-perpetuating body that appointed successors when members died or resigned. The Selma city council also has voted to ask voters to approve a referendum creating an elected school board. The school board members are currently appointed by the city council. (EdWeek 1/24)

ELEMENTARY/SECONDARY DEPARTMENT/BOARD/CHIEF

- Dr. Teague has made his fiscal 1990-91 budget request to the legislature, asking for \$1.9 billion. This is \$640 million over the previous year. Teague pointed to the priority areas resulting in the net increase of the performance based accreditation system which will require the development of materials and local school personnel training, facilities maintenance/capitol outlay, a 7% increase for all school personnel, and added personnel required by the passage of the class size reduction bill. In addition, increases reflect the result of a LEA survey of need disclosing the need for special education, art and music teachers. He is also proposing \$5 million to fund alternate programs for at-risk youth.

Teague expressed several "major immediate concerns and initiatives" including student assessment, professional education personnel evaluation, and leadership training. The Basic Competency Tests in grades 3 and 6 are being revised to add a writing assessment in grade 5 and develop criterion-referenced tests for grade 2 and end-of-course tests in 3 upper level subjects. Leadership and management training programs is another result of the accountability system revision. (Alabama Ed. 1/90)

- At the 2/90 meeting of the SBE reports were presented on the need for skilled workers in both the apparel manufacturing industry and in construction. Recommendations for SBE action were included with both reports and the construction report proposed establishing a program to ensure an adequate supply of craftsmen in the future. The planning and implementation of the program would be a cooperative venture between the SDE, LEAs and the construction industry. The SBE asked for specific recommendations to be submitted to the March meeting. The board also approved Teague's recommendation to establish a Division of Information and Communications with the SDE and his appointment of Dean Argo as the director of the division. Held over by the SBE was a recommended constitutional change for greater support of public education in the state. (Alabama Education, 3/90)

OTHER ELEM/SEC. ORGANIZATIONS

LOCAL DISTRICTS

NONPUBLIC EDUCATION

POSTSECONDARY

General:

Community Colleges:

Curriculum:

Finance:

Governance:

Tuition/Fees/Aid:

INTERNATIONAL EDUCATION

RURAL DISTRICTS/ISSUES

URBAN DISTRICTS/ISSUES

- Black students, demanding equal educational opportunity and an end to discrimination, occupied Selma High School in 2/90. Protesters also occupied City Hall, held daily marches, boycotted white-owned businesses and planned other strategies. Some protesting students were disciplined and reassigned to an alternative school in the district. The basis for the disturbance was the decision of the white-majority school board to not renew the contract of the black superintendent. Similar black-majority nonrenewals of white superintendent contracts have also occurred. Also at issues is a practice which is viewed by some as "neo-segregation" in the schools—a system of tracking or ability grouping known locally as "leveling". When the superintendent moved to get rid of the system the board moved to get rid of him. Racial tense must have been quietly simmering for some time however the occupation was voluntarily ended at the request of the superintendent. City officials were considering asking the state to take over the operation of the school but the state has yet to receive a formal request to do so. Undeniably the issue has not been solved, just staved off for now. (EdWeek 2/21)
- Montgomery County schools opened new arts and academics **magnet schools** with the 1989-90 school year. Three separate schools offer options for K-9 students on a first-come first-served basis. The type of opportunities offered include such things as foreign language at the elementary level. Montgomery County has two high school magnets which have been operating successfully for several years offering expanded curricula. Students must demonstrate high academic and performing achievement for admission into one of the magnet schools but the other is all-magnet. The schools offer an extended curriculum of arts and academic magnet programs for qualifying students as well as comply with a federal court order to further desegregate the Montgomery County Schools. Last year the magnet program received a boost from a \$1.5 million federal grant to aid in the start up to cover items such as computers and science laboratory equipment. They have also applied for another \$1.5 million federal grant to help them run the program. (Alabama Education, 3/90)

VOCATIONAL EDUCATION

- The State Board of Education has adopted new standards for all future employees of the state's junior and technical colleges as well as limiting the pay scale/career advancement opportunities of instructors in courses which would not allow the instructor to obtain a college degree. (AL School Journal)
- Attention is also being placed on the curriculum at the junior and technical colleges attempting to assure that it stress minimum academic skills for all who graduate from the two-year system. (Alabama School Journal, 2/16)

BUSINESS/INDUSTRY

PARTNERSHIPS IN EDUCATION

POLICY CENTERS/NETWORKS

TASK FORCES/COMMISSIONS/COMMITTEES

ACCOUNTABILITY/GOVERNANCE

Academic Bankruptcy:

Governance:

Performance Goals/Indicators

Outcomes

ADMINISTRATORS

- At the 1/90 meeting the SBE passed a resolution continuing the delay of implementation for the professional education personnel evaluation system for the LEAs citing time restraints. (Board Briefs, 1/11)

ASSESSMENT/TESTING

AT-RISK YOUTH

CHANGING ROLES

CHOICE

CURRICULUM

- At the 1/11/90 meeting of the SBE Dr. Teague recommended to the board that the health education course be offered in grades 9-12 instead of 7-12 as one-half credit of health education is required for graduation and students may earn Carnegie units only in grades 9-12. (Board Briefs, 1/11)
- Following a report issued at the 2/90 meeting of the SBE by an organization primarily concerned with preserving and protecting the American family, the SBE agreed to review all health education curricula and materials currently in use by local school systems. (Board Briefs, 2/8/90)

DISCIPLINE

EARLY CHILDHOOD

- At the 2/90 meeting of the SBE one member expressed the need for after-school child care programs and encouraged all LEAs to implement such programs, using existing exemplary programs as models. (Board Briefs, 2/8/90)

EDUCATION STATISTICS/DEMOGRAPHICS

FINANCE/BUDGET

- Under the state constitution Alabama can only spend as much on education as it collects in income and sales taxes. (EdWeek 3/21)

IMPROVEMENT/INCENTIVE PROGRAMS

LITERACY

MIDDLE SCHOOLS

MINORITY ISSUES

- Federal judge has approved a consent decree with the Montgomery public schools which requires the LEA to maintain existing programs for at-risk students, to strengthen a voluntary student transfer program and to renovate 9 schools that enroll predominantly black student populations. The decree could free the school system in 3 years from federal court supervision from its long-running desegregation case. The agreement had been signed in 1988 but was delayed with concerns about the cost of the renovation. A study revealed that the cost would be only about \$1.1 million for the LEA. Other aspects of the consent decree have already been implemented. (EdWeek 3/14)

PARENTS

RESTRUCTURED SCHOOLS

SPECIAL EDUCATION

STUDENTS

SUBSTANCE ABUSE

TEACHER EDUCATION

- At the last meeting of 1989, upon the recommendation of Dr. Teague, the SBE unanimously adopted an emergency rule and announced intent to adopt as a regular rule requiring a score of 17 on the Enhanced American College Test Assessment for admission to a teacher education program, or the present requirement of 16 on the American College Test or 745 on the SAT. (Board Briefs, 12/14/89)
- The above emergency rule was adopted as a regular rule as one criteria for admission to teacher education at the 2/90 meeting of the SBE. (Board Briefs, 2/8/90)

TEACHERS

TECHNOLOGY

OTHER

KAPPAN SPECIAL REPORT



States Move Reform Closer to Reality

BY CHRIS PIPHO

WHEN THE National Commission on Excellence in Education called for education reform in *A Nation at Risk*, it fell in at the head of a parade that had already begun to take shape. Just as Sputnik became a symbol around which the math and science reformers of the late

Fifties rallied, the report of the National Commission and the dozen or so other major reports that followed transformed 1983 into a watershed year for American education. It was the year we discovered the term *mediocrity*, and the national reports were soon followed by hundreds of reports from state-level task forces and blue-ribbon commissions.

All this activity gave the media something to report, the public something to identify with, and state policy makers a cause to champion that was above ordinary political bickering. That many of the

reports had a consistency among them, that they called for a broad range of reforms, and that they came with such rapidity combined to move public opinion. Suddenly the parade was moving under the unifying banners of more rigorous standards for students and more recognition and higher standards for teachers.

Education in the United States has always been a state function, with a strong tradition of local control. But suddenly the role of the states took on a new meaning. Ironically, this new surge of state involvement in and control of education was

CHRIS PIPHO (University of Colorado Chapter) is director of the Information Clearinghouse, Education Commission of the States, Denver.

strongly influenced by the federal government and by the report of Secretary of Education Terrel Bell's task force.

However, the move toward stronger state control over education did not get its original impetus from the events of 1983. A stronger state role in education first became visible in the accountability movement of the early Seventies. This was followed by a second wave of increasing state control as a result of the school finance court cases filed in the early Seventies. All this activity seemed to point to the need for more centralization of curricular decisions and of school finance at both the elementary and secondary levels. Throughout the Seventies lower student achievement, as identified by declining scores on standardized tests, prompted a call for more state-level assessment programs and more state laws dealing with minimum competency.

Most of these moves toward stronger state control originated outside the education establishment. Indeed, organized education groups often vigorously opposed accountability programs and state-level testing of students. Meanwhile, the collective bargaining movement grew, and organized education focused most of its attention on labor relations. There seemed to be little interest in traditional education issues among the education groups. Academic standards made no visible turn upward in the Seventies, and the seeds of the reform movement were sown. Its green shoots broke ground in 1983 when a plethora of proposals made the need for reform visible to the American public.

FIRST REACTIONS TO REFORM

NEITHER THE individuals responsible for writing the reform reports nor the education establishment were able to judge accurately the depth and breadth of public support for education reform. The next surprise was the speed with which state policy makers — especially governors — took up the mantle of leadership.

James Hunt, then governor of North Carolina, saw the connection between education and economic growth. His Task Force on Education for Economic Growth, created by the Education Commission of the States (ECS), was made up primarily of governors, business leaders, and educators, all of whom made recommendations about the relationship of education to the international competitiveness of the U.S. and to the nation's overall eco-

nomic policy. While this report included some of the same recommendations as the reports of other national panels, it also recommended that governors appoint their own task forces and work with other state policy makers to create a broader, more effective partnership for improving education in their states.

THE RECORD OF REFORM

IN THE EARLY stages of the reform movement, states approached the perceived need for change with sweeping legislative mandates. In some states these were single laws (though some ran as long as 100 pages); in other states reform packages consisted of collections of many bills enacted at the same time. The media found it easy to report on these legislative efforts because both the content and the process were highly visible.

Meanwhile, state boards of regents and state boards of education were also mandating changes. But, since these changes often consisted of altering rules and regulations, they were formulated slowly, over a period of months, and so received less coverage in the press.

The big question is, Did the excellence reports cause this state activity or did they merely report and reflect the mood of the times? State reforms enacted in 1983 (or before) were probably under way before the reports were released. In later years, however, the cause-and-effect relationship between the reports and the reforms is likely to be much stronger.

Some of the highlights of state legislative activity by year follow:

1982

Mississippi. A special session of the legislature, called in December 1982 by Gov. William Winter, led to the enactment of HB 4, one of the first omnibus reform laws. Included in the legislation was a state-supported kindergarten program, a change in compulsory school attendance ages, a teacher aide program for reading in the first three grades, a package of salary increases for teachers, fines for parents who did not comply with compulsory attendance laws, changes in school accreditation and teacher certification policies, the establishment of a lay board of education to choose a state superintendent of education, and increases in sales and income taxes to raise the approximately 110 million new dollars needed to pay for the reform package.

Gov. Winter said that his goal was to

make Mississippi competitive with other states in the South. He stressed the need for education and economic levels to rise together, and he was credited with making 82 speeches between June and December 1982 in order to push the legislation. His staff gave another 532 speeches on the subject during the same period.

1983

California. In the summer of 1983 the California legislature enacted and the governor signed SB 813, a major reform law that made more than 80 changes in the education code designed to improve K-12 education. The package included a merit pay (mentor) program, incentives to lengthen the school year from 175 to 180 days, incentives to lengthen the school day, higher starting salaries for teachers, consolidation of regular and special transportation programs, mini-grants for teachers to improve classroom instruction, and a pilot program to reward high schools for improved student achievement.

Florida. In the summer of 1983 the Florida legislature passed a collection of reform laws. The most influential was SB 6B, known as the Raise Bill. Gov. Robert Graham played a major role in the one extended session and three special legislative sessions that were required to pass this bill. Included in the reform were performance standards for each academic course in grades 9-12, increased funding for a writing skills program, increased course requirements for teacher certification at the high school level, a visiting scholar program to bring new blood into the teaching force, the creation of 28 regional coordinating councils for vocational education, the creation of an instruction incentives council, work on a statewide merit pay plan for teachers, and the phasing out of all remediation programs at the postsecondary level by 1990.

Arkansas. In a 38-day special session devoted to education, which ended in November 1983, the Arkansas legislature enacted a series of laws that put the state into the reform business. Act 89 called for holding students at the eighth grade unless they could pass a competency test in the basic skills. Also included was a requirement that 85% of students in a district must pass the test — else the district would lose its accreditation. Another law, Act 76, created a competency testing program for teachers that required all practicing teachers to pass a general test of academic skills before their certificates would be renewed.

Gov. Bill Clinton first called the special

session of the legislature after the state supreme court had invalidated the school finance formula. In the last days of the session, the governor went on television to keep pressure on the legislature and to explain to the public the need for testing teachers.

1984

Tennessee. Following a long interim study in late 1983 on the career ladder program, Gov. Lamar Alexander called a special session of the legislature in January 1984. In March the now-famous career ladder law, SB 1, was enacted. Key provisions included at the time of passage were a five-step ladder, with advancements up the ladder tied to more vigorous evaluation of teachers; a probationary entry year for new teachers; tougher standards for teacher training; and a program to provide teacher aides in the lower grades. The law also included a 10% across-the-board salary increase for all teachers. Principals, assistant principals, and supervisors were included in the career ladder program, and the school year was lengthened by five days. To pay for these changes, the legislature adopted a one-cent increase in the state sales tax.

Texas. A special legislative session called by Gov. Mark White ended on 23 June 1984 with a major tax increase and an omnibus education reform bill to its credit. The 226-page HB 72 grew out of a full year's work by a governor's special committee on school reform, headed by H. Ross Perot. The committee explored everything from teachers to career ladders to changes in the governance of education. The new omnibus reform bill set up a four-step career ladder with a strong teacher evaluation component, initiated a management training program for superintendents and principals, included provisions for alternate routes to teacher certification, banned social promotion, and required a grade of 70% for passing from one grade to the next. The law also included statewide standards of training for school board members, a minimum competency test in the basic skills for high school graduation, increases in beginning salaries for teachers, and — most controversial of all — a limit on extracurricular activities during the school day, with student participation tied to a 70% passing grade in all courses. This last provision has come to be known as no-pass/no-play and has since been emulated in a number of states.

South Carolina. A yearlong effort by

Gov. Richard Riley and Charlie Williams, state superintendent of education, led to the enactment in early June of the Education Improvement Act of 1984. A one-cent sales tax was included in the legislation to raise approximately \$213 million for the reform package. Some of the provisions of the new law were higher academic standards for students, increased high school graduation requirements (from 18 to 20 units), an instructional day of no less than six hours, a school year of 180 days, and no more than 10 absences a year for students without local board approval. The law also included a basic skills testing program for high school graduation, a pupil/teacher ratio of no more than 30:1 in mathematics, loans for students who wish to teach in critical areas, an incentive program to reward outstanding principals, an incentive program to reward school building staff members for exceptional performance, parenting classes for all communities, an adopt-a-school program, and funding for building construction, renovation, and property-tax relief. The reform package also called for a pre-kindergarten program for 4-year-olds with significant developmental difficulties.

1985

Georgia. In early March 1985 Gov. Joe Frank Harris' Task Force on Education led to the passage (without a dissenting vote) of the Quality Basic Education Act. This reform law carried a price tag of \$231 million for the first year and made provisions to phase in the program over four years with a budget tag in 1990 of \$700 million. The law provided for state-

supported, mandatory, full-day kindergarten, a statewide core curriculum, a new school finance formula, a 10% increase in salaries for classroom teachers, a 17% increase for school administrators, a call for a career ladder for teachers and administrators, a competency test for practicing teachers, and an annual performance evaluation of all school employees. The new law also addressed testing for students. It included a requirement that a school readiness instrument be administered during kindergarten and early in first grade, that competencies be established for each student K-12, and that the use of norm-referenced and criterion-referenced tests be increased at all levels.

Massachusetts. In early September 1985 Gov. Michael Dukakis signed into law a reform bill that was a scaled-down version of a 1984 model. The new law substituted incentives for mandates and reduced the overall size of the package. It included a reduced version of a school improvement advisory council, equal education opportunity grants for poor school districts, funds to help local districts raise starting salaries for teachers to \$18,000, and state money to fund salary bonuses for experienced teachers. The law also included a provision allowing a local government to reject funding from the state for these incentive items even if the local school board had approved them.

Missouri. In late spring of 1985 the state legislature approved a reform law that created a career ladder program providing salary increases of up to \$5,000 to teachers at the top of the scale. It also included a requirement for local districts to establish programs to test students on what the state determined to be key skills and objectives. The law called for local districts to implement written codes of discipline to protect teachers from liability, created a training program for administrators, and raised minimum salaries for teachers. Teacher training was strengthened with a requirement that students entering and leaving teacher training programs would have to pass competency tests; a program to assist new teachers in their first two years on the job was created, as was a tuition reimbursement plan for those students who earn A's or B's in college courses in their area of certification. The new law made it easier for local districts to raise money by allowing boards to raise taxes in a political subdivision by a simple majority vote rather than by a two-thirds majority.

Oklahoma. In late summer of 1985 Gov. George Nigh signed into law a reform bill that increased overall spending



for secondary schools by 20%. This new law included a call for reduction in class sizes in grades 1-3, a norm-referenced standardized test for students in grades 3, 7, and 10, and mandatory evaluation of teachers. The law also provided additional funding for early childhood development programs and for small school cooperatives.

Illinois. In the summer of 1985 the state legislature and Gov. James Thompson approved a reform package that covered a broad range of topics. The most controversial was a plan to reorganize school districts and consolidate some of Illinois' separate elementary and secondary districts. The law included an administrators' academy, a center for excellence in teaching, a program for handicapped students from birth to age 3, a requirement for local districts to set learning objectives for each student, a ban on social promotion, and written school board policies on discipline. The new law also required the state board of education to establish an examination in the basic skills for initial teacher certification and to work with local boards to strengthen procedures for the evaluation of teachers.

1986

New Mexico. After similar reform proposals had gone down to defeat in the last three legislative sessions, in the spring of 1986 the New Mexico legislature approved a comprehensive reform package. The package included a plan to eliminate tenure for teachers that included a host of requirements for local boards to carry out in doing so. The tradeoff for eliminating tenure appeared to be higher salaries for teachers (with a \$2,200 across-the-board salary increase for all certified personnel), lower teacher/pupil ratios in the lower grades, and the gradual introduction of smaller class sizes in the higher grades in succeeding years. Curricular requirements in the new package included spelling out the eligibility requirements for student programs and a mandated number of hours to be spent on basic skills in the primary grades.

THE IMPACT OF REFORM

THE EDUCATION reform movement defies simplistic summarizing. Attempts to describe neatly what influenced the introduction of reforms in each state and to describe the impact of those reforms on the schools can quickly lead to a chart that devotes more space to footnotes than to displaying information.

Some states chose to approach the call for reform with a large omnibus bill; others chose a collection of bills passed in the same legislative session; still others tried one of these approaches and failed. In the last cases, the initial failure was often followed by more study and the introduction of new proposals, often in more than one session. Meanwhile, in still other states, the legislature enacted specific laws related to education reform in several sessions, while the state board of education or the board of regents also took action on a continuing basis.

Asking the governors to summarize the activity in the states will yield a picture different from the one that emerges from asking state legislators or from asking state boards of education. Adding to the confusion is the fact that some states began state-funded pilot projects with a few districts or colleges, while some professional associations or school board associations also started programs with state support. At the institution or district level, many programs were started with existing funds. Assuming that all this activity can be identified, then the problem is to determine when the activity actually began, which items were enacted *and* funded, which were enacted and *not* funded, which were enacted on a trial basis (with or without sunset provisions), which started with local funds or funds from other sources, and so on.

For anyone who wishes to attempt a summary of reform activity, the following outline of the topics touched by the reform efforts in the states might prove useful. A quick look at the topics reveals that scarcely any aspect of the school experience has remained untouched.



- I. Administration/Leadership
 - A. Training for school board members
 - B. Changes in certification for administrators
 - C. Competency testing for all administrators or for initial certification
 - D. Evaluation programs for administrators
 - E. Establishment of principals' academies and administrative staff development programs
- II. School District
 - A. Academic bankruptcy or curricular accountability
 - B. Long-range planning (accountability)
 - C. Programs to lower class size and target instructional resources
 - D. District consolidation or reorganization
- III. Early Childhood
 - A. Prekindergarten programs
 - B. Mandatory kindergarten and/or full-day kindergarten
 - C. Early intervention and programs for at-risk or handicapped students
 - D. Prime-time programs and smaller classes for early elementary years
- IV. Finance
 - A. Tax increases for reforms
 - B. Funding innovations, especially incentive programs
 - C. Teacher salary increases, career ladders, or merit pay programs
- V. General
 - A. Adult literacy
 - B. Computers/technology
 - C. Incentive programs for schools and districts
 - D. Governance changes
 - E. Changes in length of school day and year
 - F. Parental involvement
 - G. Programs for special populations (gifted, handicapped, etc.)
 - H. Mandated discipline plans
 - I. Guidance/counseling
- VI. Postsecondary
 - A. Changes in admissions requirements
 - B. Efforts to improve quality of undergraduate education
 - C. Program consolidation
- VII. Students
 - A. Programs for at-risk youth
 - B. Changes in the curriculum
 - C. Increased requirements for high school graduation
 - D. Competency testing
 - E. Academic recognition
 - F. Changes in policies regarding

placement, promotion/retention, and remediation

- G. Home instruction
- H. Choice programs

VIII. Teachers

- A. Instructional time
- B. Teacher shortages
- C. Certification changes
- D. Preservice training
- E. Alternate certification
- F. Competency testing/evaluation
- G. Career ladder plans and merit pay plans
- H. Staff development
- I. Forgivable loans to attract new teachers

UNIFYING THEMES OF REFORM

IF WE TRY to reduce state reform activity to its least common denominator, we are left with the two primary themes that I mentioned above: more rigorous academic standards for students and more recognition and higher standards for teachers. Using these two themes as ways of organizing some of the changes that have taken place in the reform movement allows us to gain some measure of control over the vast body of facts that constitute each state's approach to reform. Even so, the evidence can lead to one conclusion only: a single number cannot adequately describe any aspect of the reform movement.

Changes affecting standards for students. Since 1980, 45 states and the District of Columbia have altered their reported requirements for earning a standard high school diploma, and these changes have almost universally been increases in required courses. Only Hawaii, Idaho, Nebraska, and Wyoming have not chosen to change their graduation requirements, and Colorado is constitutionally prohibited from adopting textbooks or setting curriculum requirements statewide.

Thirty-four states and the District of Columbia had minimum requirements in 1980 and have added to that number since. Vermont has decreased its requirements. Nine states previously had allowed school districts to determine most of the graduation requirements but have since instituted more state control: Connecticut, Florida, and Wisconsin moved from no indication of state control to some state control; Alabama, California, Illinois, Maine, Massachusetts, and Minnesota increased their already existing state control over graduation requirements. Maryland, North Dakota, and Rhode Island

changed the distribution of credits within their requirements for diplomas without actually increasing the total number of credits required. Six states — Alabama, Missouri, Oklahoma, Rhode Island, Texas, and Virginia — initiated college-preparatory curriculum tracks, and New Mexico will initiate one during the 1986-87 school year.

The increased requirements span a range of specific subject areas. Mathematics requirements were increased in 42 states: 25 changed from requiring one year of math for graduation to requiring two; six changed from two years to three; two changed from one year to three; eight instituted specific requirements for the first time. Thirty-four states changed their science requirements: 22 from one year to two; two from one year to three; one from two years to three; nine from no requirement to some requirements.

Eighteen states modified their language arts requirements. Ten went from three years to four; one from 3½ years to four; one from one year to four; one from one year to three; four instituted requirements for the first time; and one state decreased its requirement from six units to three.

Social studies requirements were changed in 26 states; most now require two or three years of social studies for high school graduation. Two states decreased their requirements.

Physical education and health requirements changed in 14 states. Most now require between one and two years of physical education. Foreign language is listed as a requirement in the District of Columbia. In Illinois, New Hampshire, Oregon, and West Virginia, foreign language is list-

ed in the state requirements as an option. Oklahoma, Rhode Island, and Vermont specify foreign language as a requirement for the college-preparatory track.

Computer literacy is now a requirement in six states: Louisiana, New Hampshire, Maine, New Mexico, South Dakota, and Utah. Georgia offers computer literacy as an option in its requirements; Rhode Island and Texas require computer literacy of college prep students; Oklahoma offers computer literacy as an option for college prep students. Idaho, Illinois, and West Virginia indicate that one year of the math requirements may be satisfied by computer science. A number of other states encourage computer literacy but do not require it for graduation.

Comparing the "state of the states" in the fourth year of reform with the recommendations of the National Commission in *A Nation at Risk* yields some interesting results. The National Commission recommended four years of English; three each of math, science, and social studies; two years of foreign language; and half a year of computer science. Fifteen states meet the English guideline; 10 clearly meet the goal for math and one other could qualify; four meet the science recommendation and one other is possible; 15 meet the social studies guideline; none meet the foreign language requirement; and six states require some kind of computer science.

Other changes that affect students that have come as a result of the education reform movement have been less widespread. Since 1980, the school attendance age has been changed in 15 states. Six of those states added years at the end of mandatory schooling; six start students younger; three do both.

Since 1980, the length of the school year has changed in 13 states and the District of Columbia. Six states and the District of Columbia increased the length of the school year; seven states decreased it. (The decreases are probably the result of clarification between the number of teacher/pupil contact days and the number of days in teachers' contracts, along with clarification of weather-related school closings.)

The length of the school day has not undergone a major shift; generally, a school day is still about five hours long. The majority of states have chosen to encourage better use of school time by limiting extracurricular activities that take place during the school day and by reducing interruptions. California offers financial incentives to school districts that offer longer days and longer years.

Despite fears that education reform



would drive large numbers of students out of the nation's classrooms, dropout rates have remained relatively constant over the last decade. However, increased high school academic requirements are sharpening the distinctions between vocational/technical schools, regular high schools, and college preparatory tracks. Unless the more stringent academic requirements can be met by the traditional vocational/technical curriculum, states may be forced to alter high school graduation requirements or vocational/technical curricula.

Changes affecting standards and compensation for teachers. As a result of the education reform movement, most states have been actively reassessing the structure of the teaching profession, including such matters as the requirements for certifying teachers, ways of recognizing and compensating good teachers, and ways of introducing the concept of career ladders into the teaching profession.

Only 12 states — Hawaii, Iowa, Louisiana, Michigan, Minnesota, Montana, Nevada, North Dakota, Oklahoma, Vermont, West Virginia, and Wyoming — have yet to actively address the structure of teaching careers. Two states — Florida and Tennessee — currently have statewide career structures in place, as does the District of Columbia. Thirteen states — Alaska, Arizona, California, Colorado, Idaho, Maryland, Massachusetts, New Jersey, New York, Pennsylvania, Rhode Island, Utah, and Wisconsin — either offer incentives to encourage local districts to develop local career plans for teachers or have passed permissive legislation that allows districts to design such plans. Nearly all districts in Utah are participating in the incentive program.

Twelve states have taken a somewhat more cautious (but still statewide) approach than either Florida or Tennessee. Ten of these states — Illinois, Indiana, Kentucky, Maine, New Jersey, North Carolina, South Carolina, Virginia, Washington, and Wisconsin — are pilot-testing a career structure for teachers. Two states — Alabama and Missouri — are phasing in a career structure for teachers over a period of years.

Comprehensive planning of statewide structural changes in the teaching career are being considered in 13 states: Arizona, Arkansas, Colorado, Connecticut, Georgia, Kansas, Kentucky, Mississippi, New Mexico, Ohio, Oregon, Texas, and Virginia. Meanwhile, refinement of the career structure for teachers is currently taking place in New Hampshire and in the two states with full-scale structures in place: Tennessee and Florida. In Con-

necticut and Delaware, a career structure is awaiting official action, either by the legislature or by the state board of education. And in Idaho, Nebraska, and South Dakota, legislation has been enacted but has not yet been implemented or has not been funded.

THE FUTURE OF REFORM

LOOKING BACK on three years of reform activity leads me to ask some questions. Are things different in 1986 from the way they were in 1983? What trends appear to be evident now that were not evident in 1983? Because so

much state activity in education has already taken place and because so much of the ongoing state activity in education can be associated with the reform movement, it is possible to come to conclusions as divergent as: the reform movement is nearly dead, or the reform movement is alive and growing. Evidence is available to support either stand.

In "Why Was Reform Dead on Arrival?," published in *Education Week* (29 January 1986), Myron Lieberman says that widespread disillusionment and disenchantment with the reform movement are just around the corner. He cites an inherent weakness in the movement: that there are many education groups that can, for their individual reasons, block re-

TABLE 1.
States Requiring Testing for Initial Certification of Teachers (August 1986)

| State | Enacted | Effective | Test Used |
|--------|---------|--------------|------------------------|
| Ala. | 1980 | 1981 | State |
| Ariz. | 1980 | 1980 | State |
| Ark. | 1979 | 1983 | NTE* |
| Calif. | 1981 | 1982 | State |
| Colo. | 1981 | 1983 | California Achievement |
| Conn. | 1982 | 1985 | State |
| Del. | 1982 | 1983 | Preprof. skills |
| Fla. | 1978 | 1980 | State |
| Ga. | 1975 | 1980 | State |
| Hi. | 1986 | 1986 | NTE |
| Ill. | 1985 | 1988 | State |
| Ind. | 1984 | 1985 | NTE |
| Kan. | 1984 | 1986 | Undetermined |
| Ky. | 1984 | 1985 | NTE |
| La. | 1977 | 1978 | NTE |
| Me. | 1984 | 1988 | NTE |
| Md. | Pending | -- | -- |
| Mass. | 1985 | Undetermined | Undetermined |
| Miss. | 1975 | 1977 | NTE |
| Mo. | 1985 | 1988 | Undetermined |
| Mont. | 1985 | 1986 | NTE |
| Neb. | 1984 | 1989 | Undetermined |
| N.H. | 1984 | 1985 | NTE |
| N.J. | 1984 | 1985 | NTE |
| N.M. | 1981 | 1983 | NTE |
| N.Y. | 1980 | 1984 | NTE |
| N.C. | 1964 | 1964 | NTE |
| Okla. | 1980 | 1982 | State |
| Ore. | 1984 | 1985 | CBEST** |
| S.C. | 1979 | 1982 | NTE and state |
| S.D. | 1985 | 1986 | NTE |
| Tenn. | 1980 | 1981 | NTE |
| Tex. | 1981 | 1986 | State |
| Va. | 1979 | 1980 | NTE |
| Wash. | 1984 | Undetermined | Undetermined and state |

Source: *Clearinghouse Notes*, Education Commission of the States, August 1986.

*Formerly the National Teacher Exam.

**Indicates California Basic Education Skills Test.

forms, while no one is really responsible for making reform work. He goes on to elaborate the ways in which the role and influence of interest groups, simple inertia on the part of the education profession, and such legal obstacles as tenure laws will make it difficult to implement reforms.

If we were to continue Lieberman's line of reasoning, we could cite the following evidence that the reform movement is in its death throes.

- State legislatures have enacted fewer omnibus reform bills in 1986 than in 1983 and 1984.

- The economy will force states to abandon reform — watch Texas, Illinois, Oklahoma, New Mexico, or any states whose economies are tied closely to oil production or agriculture.

- Reforms have not changed what is happening in the classrooms; at that level, it's business as usual.

- New coalitions of groups are beginning to work actively against changes in the governance or basic structure of education.

- Many of the governors who have led the reform effort are leaving office this year; new leadership to carry on the reforms will be difficult to find.

If we wished to argue that the reform movement is alive and growing, then we could cite all the activity by legislatures and by state boards of education. In some ways, this overwhelming collection of state-level activity is unparalleled in the history of U.S. education. Although the omnibus reform legislation is not as much in evidence today as it was two years ago, the amount of activity among state boards of education has increased dramatically. In fact, were we to take account of all the activity in all the states, there would not be a single one that has not taken some action since 1983. Between 200 and 300 state-level task forces have been in operation since 1983 and have proposed many changes, some of which have been adopted even as other state-level activity was under way.

The sheer number of changes that have taken place cannot be ignored. When more than 30 states have taken action on career ladders, when more than 40 states have changed high school graduation requirements, when testing programs are increasing everywhere, and when changes in teacher training programs and teacher certification procedures are evident in nearly every state, it seems foolhardy to say that none of this will matter.

It is not likely that all these changes in the states will suddenly disappear, be repealed, or die for lack of funding. In the

early days of the reform movement, it was common to refer to education reform as an "open window of opportunity" — the implication being that the window would remain open for only a short time and that policy leaders would change their minds and lose interest in education. If any one thing is clear since 1983, it is that the interest of state policy leaders in education is not waning.

However, the reform movement is changing. Many of those things that could be easily counted or could be changed with simple laws and regulations have probably been changed already. Most state policy makers realize that reform had to start with these simple changes and that it will not end until they are assimilated at the classroom level.

Implementation of education reform, however, could be an ongoing issue. The implementation of these many changes and the problems caused by their implementation could change the outward appearances of the reform movement. Although this can be seen as the natural evolution of reform, it may become the only issue as state departments of education and postsecondary institutions attempt to make some of the changes mandated by state legislatures.

Looking back on the movement, it is possible to say that some states have had an easier time than others. In fact, some states worried very little about the process and left the implementation of the many rules and regulations up to the state board of education. In Georgia, for example, the last activity of that state's blue-ribbon task force was to list the agencies within the state department of education that would be responsible for imple-

menting the reforms. In states in which changes in governance accompanied substantial changes in curriculum and programs, the implementation of reform took on new levels of complexity. For example, in the midst of writing new rules and regulations for its package of reforms, Texas had an interim state board of education, later replaced by a new board. While this was going on, the staff of the state department of education carried a heavy responsibility for interpreting the reform laws for school districts.

It is probably fair to say that legislators and other policy makers in many states did not have implementation of reform on their minds when they wrote the laws, rules, and regulations. State education agencies were not always ready or willing to assist local school districts. In some states, education agencies were left completely out of the reform movement, in terms of budgetary needs and staff changes. It appears that all state education agencies need more and better information on the impact of reform on local school districts. The traditional yearly reporting of data from local districts must be replaced by an in-depth analysis of individual school districts. State legislatures will probably have to take a heavier hand in legislative oversight and make use of some of the information gathered by state education agencies in order to make recommendations for modifying and refining the reform mandates.

Most state education agencies will be searching for the proper mix of state and local control as they implement reforms. Making large changes in the structure of education will certainly spark resistance from special interest groups that have a stake in maintaining the status quo. Sorting out honest needs and problems from those that are just an attempt to keep things the way they are will not be easy. It is also possible that a new round of court cases to guarantee equity could grow out of the reform movement. For students, such a case could arise from the no-pass/no-play rules; for teachers, from competency testing of practicing teachers.

The long-term budgetary implications of the reform movement may also be crucial. When career ladders were started in Tennessee and other states, no one had accurate data with which to make estimates of their cost. As the real costs of career ladders become apparent, states may well have to find new sources of revenue or look for cheaper ways of carrying out the reforms. Perhaps the use of educational technology will increase.

The overall problems and successes of



the reform movement do not appear to belong to any one state. But every state will certainly need better information on how well the reforms are working and on the need for changes to make them work better. In California, the Policy Analysis for California Education (PACE) Project is a new endeavor that involves the state legislature, the University of California at Berkeley, and Stanford University. Using foundation support, the PACE Project has already prepared reports on the condition of education in California in 1984 and 1985. And there are plans to compile benchmark data on the condition of education in the state and then follow the changes over a period of years. This may serve as a model for other states to emulate.

The education reform movement is not dead. The movement will have a lasting impact on American education. The next steps in the reform movement will probably deal with some of the following activities.

- The use of omnibus reform legislation has nearly come to an end. Perhaps one or two more states may take this approach in their 1987 legislative sessions, but it seems more likely that the reform movement will now come in smaller pieces.

- The slow economy could bring some changes in the reform mandates in states dependent on agriculture and the oil industry. It is unlikely that large parts of the reform movement will be repealed, even in fiscally strapped states, but some parts of its implementation may be delayed or scaled back.

- Local control will be a growing issue. The difficulties of school district reorganization in South Dakota and Illinois are cases in point. However, local school boards and postsecondary governance boards that should have stronger voices in state control have not all been heard from yet.

- Teacher testing for initial certification, as well as for practicing teachers, does not appear to be going away. Indeed, it may become the centerpiece of the effort to raise standards for teachers. Look for more states to require competency testing of practicing teachers.

- No-pass/no-play rules and higher academic standards for participation in all extracurricular activities will continue to proliferate. It appears that the courts will uphold the Texas law, and it is likely that other states will copy this form of legislation.

- Look for more sensitivity on the part of state policy makers to the needs of

schools and colleges. Gov. Thomas Kean's "Listening to Teachers" project, started for the Education Commission of the States in 1985 in New Jersey, is now being replicated by other governors and may help lead the way in this area. State policy makers will also be more concerned about making teaching a profession. Some of this activity will be an outgrowth of the career ladders, but some will no doubt come about as a result of changes proposed by the Carnegie Forum on Education and the Economy and as a result of pressure put on states and local districts by the teacher shortage.

- State departments of education will continue to be caught in a crunch as they try to carry out the reforms on a shoe-string budget with a staff that was often hired to monitor the flow of federal dollars rather than to track the implementation of reform at the district level. Incentives may become the new wave of school finance legislation. The Connecticut Teacher Salary Incentive Program (discussed in my Stateline column in the September 1986 issue of the *Kappan*) layers incentives upon incentives to entice local districts to raise starting salaries for teachers; it may become a model for programs in other states. Watch for states that will be trying to weave incentives into local district accountability programs, into long-range planning, and into higher student achievement.

- Public interest in choice and vouchers will continue to grow. It is not likely that any full-blown voucher programs will be adopted, but more variations of the Minnesota Plan or the Colorado Voucher Program for Dropouts should be expected. The tight economy could force many



localities to raise property taxes again, and this could boost public support for more choice.

- Watch for new activity in curriculum and testing, especially in efforts to relate student achievement data to teacher evaluations and school board accountability. So far, most states have not carried out any mega-analysis of student test data. Rather than release test scores by school and by district, states will have to find more sophisticated uses for these data.

- Some of the ongoing national projects bear watching. Watch the Carnegie Forum panel and see how it brings together coalitions to support changes in the structure of schools. Also, watch the National Governors' Association as the members of that group move into the next four years of activity on their 1991 Project. Either of these groups could bring about a new coalition of educators and identify a new group of legislative and gubernatorial leaders.

- Right-wing special interest groups will also try to influence the changing of the guard in the reform movement. They will continue to challenge the rights of educators and others to speak for parents and taxpayers.

As the reform movement enters its fourth year, the attention of the public and of policy makers will shift to implementation and its attendant problems. The states will need to repair those parts of the reforms that are not working and fine-tune those that are. Summaries of activity in the states will become even harder to compile as the locus of the reform activity moves to the campuses, districts, school buildings, communities, and families. Higher standards for students and a higher-quality teaching force will become the basic assumptions of the day-to-day operations of American education. When these changes have moved from desiderata to reality, the reform movement will have accomplished its most basic goals. K

REPRINTS

You may wish to order reprints of this Special Report for classroom use or for distribution to state legislators and other groups. You may purchase 50 copies of this report for \$15 or 100 copies for \$25. Call Terri Hampton at 812/339-1156 or write Special Reports Reprints, Phi Delta KAPPAN, P.O. Box 789, Bloomington, IN 47402.

Staff Contacts

Frank Newman, President
Rexford Brown, Director of Communications
Dolores Dowdle, Director of Administration
Chris Piphon, Director of State Relations
Kay McClenney, Director of Policy and Programs
Dee Green, Assistant to the President

Programs and Policy Studies *(primary area of responsibility)*

Beverly Anderson (Re:Learning/Restructuring)
Jane Armstrong (Assessment/Re:Learning/Restructuring)
Judy Bray (Re:Learning/Assessment)
Brooke Beaird (Campus Partners in Learning)
Van Dougherty (At-Risk Youth/Re:Learning)
Joni Finney (Higher Education)
Jim Gonzales (Interstate Migrant Education Council)
Lisa Hicks (Campus Compact)
Barbara Holmes (Literacy/Minority Teachers)
Aims McGuinness Jr. (Higher Education)
Robert Palaich (At-Risk Youth/Re:Learning)
Christine Paulson (Higher Education)
Jack Perry (Interstate Migrant Education Council)
Susan Stroud (Campus Compact)
James Walsh (Campus Compact)
Laina Warsavage (Campus Compact)

State Relations and Clearinghouse

Melodye Bush (Clearinghouse)
Peggy Carle (Commissioner/State Relations/ALPS/SEPS)
Mary Fulton (Clearinghouse)
Carolyn Hickey (Washington Liaison)
Jennifer Wallace (Clearinghouse)

Communications

Arleen Arnsparger (Public Relations)
Kim Moyer (Public Relations)
Holly Coco (Public Relations)
Andrew Rooney (Writer)
Sherry Freeland Walker (Publications)

Administration

Don Cardinale (Central Services)
Judith Feather (Publications Distribution)
Lorna Franklin (Personnel)
Gayle Prior (Finance Services)
Jeff Smith (Data Processing)
JoAnne Wilkins (Data Processing)

Funding

A mixture of state fees, state contracts and foundation and federal grants and contracts provides ECS with approximately \$6 million each year.

Offices

Headquarters

707 - 17th Street, Suite 2700
Denver, Colorado 80202-3427
303-299-3600
FAX: 303-296-8332

Washington, D.C. Office

248 Hall of the States
444 N. Capitol N.W.
Washington, D.C. 20001
202-624-5838
FAX: 202-624-5438

Campus Compact Project

Brown University
85 Brown Street, Suite 209
Providence, Rhode Island 02912
401-863-1119



EDUCATION COMMISSION OF THE STATES

State Leaders Committed To Improving Education

Garrey E. Carruthers, 1989-90 Chairman, Governor of New Mexico ■ Frank Newman, President

Purpose

Created in 1965, ECS is an interstate compact that helps state leaders improve the quality of education. ECS conducts policy research, surveys and special studies; maintains an information clearinghouse; organizes state, regional and national forums; provides technical assistance to states; and fosters nationwide leadership and cooperation in education.

ECS priority issues include restructuring schools for more effective teaching and learning, addressing the educational needs of at-risk youth, improving the quality of higher education, and ensuring the full participation of minorities in the professions by ensuring their full participation in education.

Primary Constituents

Governors, legislative leaders and their senior policy aides; chief state school officers; state higher education executive officers and their senior policy associates; members of state education boards; leaders of local schools; campuses and governing bodies; and others appointed by governors as ECS commissioners.

Leaders

The 1989-90 ECS chairman is New Mexico Governor Garrey E. Carruthers, and the chairman-elect is Governor Booth Gardner of Washington. Frank Newman serves as president of the commission.

Governing Structure

Forty-nine states (all but Montana), the District of Columbia, Puerto Rico, American Samoa and the Virgin Islands have passed legislation to join ECS. Every jurisdiction pays an annual fee to ECS, and is represented by seven commissioners, most often the governor, a member of the house, a member of the senate and four others appointed by the governor.

Outreach and Network Programs

Advanced Legislative Program Services in Education (ALPS). Periodic conferences, co-sponsored with the National Conference of State Legislatures, enable state legislative leaders to share information and talk with experts about education issues.

State Education Policy Seminars (SEPS). Education seminars, co-sponsored with the Institute for Educational Leadership, involve a wide range of leaders in 42 participating states.

Advisory Commissioners Network. Representatives of the nation's leading education-related organizations participate in ECS as advisors, as links between ECS and their organizations, and as collaborators on education issues that cross several organizations.

Special Networks. Separate networks for governors' aides and legislative aides help these key people to keep in touch with their counterparts. ECS directories and special meetings offer further support.

Publications

State Education Leader. A quarterly review of issues and happenings in education and politics.

Periodic reports on elementary, secondary and higher education finance, governance and legal issues.

Officers

Garrey E. Carruthers, Chairman; Governor of New Mexico

Shirley Gold, Vice Chairman; State Senator, Oregon

Booth Gardner, Chairman-Elect; Governor of Washington

Rudy Perpich, Immediate Past Chairman; Governor of Minnesota

Nira Hardon-Long, Treasurer; Chairman, Board of Trustees, University of the District of Columbia



clearinghouse notes

Federal Head Start Funding - Cross State Data as of 2-2-90

| <u>State</u> | <u># children served</u> | <u>Federal allocation (in millions)</u> | <u>% eligible served</u> |
|----------------|--------------------------|---|--------------------------|
| Alabama | 11,252 | 20.0 | -- |
| Alaska | 1,625 | 2.29 | -- |
| Arizona | 3,500 | 9.36 | -- |
| Arkansas | 6,061 | 11.7 | 20 |
| California | 34,748 | 103.1 | 18 |
| Colorado | 4,702 | 9.8 | -- |
| Connecticut | 4,221 | -- | -- |
| Delaware | 912 | 2.27 | 1 |
| Florida | 14,000 | 30.0 | 20 |
| Georgia | 11,000 | 25.6 | -- |
| Hawaii | 1,374 | 4.1 | -- |
| Idaho | 1,600 | 3.0 | 17 |
| Illinois | 25,823 | 55.9 | 29.6 |
| Indiana | 6,954 | 15.6 | -- |
| Iowa | 3,716 | 7.95 | -- |
| Kansas | 3,800 | 6.7 | 44 |
| Kentucky | 10,552 | 21.7 | 20 |
| Louisiana | 10,563 | 23.8 | 17 |
| Maine | 2,388 | 4.4 | -- |
| Maryland | 5,728 | 3.4 | 16 |
| Massachusetts | 7,400 | 23.0 | 16 |
| Michigan | 20,197 | 45.4 | 28 |
| Minnesota | 6,632 | 12.0 | 30 |
| Mississippi | 23,000 | 50.0 | 85 |
| Missouri | 8,780 | 18.7 | 26 |
| Montana | 1,177 | 2.7 | -- |
| Nebraska | 2,044 | 4.5 | 9.2 |
| Nevada | 585 | 1.5 | -- |
| New Hampshire | 772 | 2.0 | -- |
| New Jersey | 9,681 | 30.6 | 17.3 |
| New Mexico | 3,674 | 6.7 | -- |
| New York | 24,259 | 81.5 | -- |
| North Carolina | 10,533 | 23.3 | -- |
| North Dakota | 707 | 1.6 | -- |
| Ohio | 22,175 | 45.2 | 32 |
| Oklahoma | 10,000 | 16.0 | 83 |
| Oregon | 2,916 | 8.5 | 2 |
| Pennsylvania | 17,000 | 47.0 | 20 |
| Rhode Island | 1,358 | 3.5 | -- |
| South Carolina | 6,897 | 14.0 | -- |
| South Dakota | 1,097 | 2.5 | -- |
| Tennessee | 10,000 | 14.8 | 17 |
| Texas | 23,121 | 52.1 | 17 |
| Utah | 2,069 | 4.6 | -- |
| Vermont | 871 | 2.07 | 20 |
| Virginia | 5,529 | 15.4 | -- |
| Washington | 6,316 | 14.0 | 17 |
| West Virginia | 3,861 | 9.2 | -- |
| Wisconsin | 7,922 | 16.1 | -- |
| Wyoming | 684 | 1.4 | -- |

(Data Sources: Bank Street College of Education (1988) Public School Early Childhood Study: The State Survey and Council of Chief State School Officers (1988) State Profile: Early Childhood and Parent Education and Related Services)

SOME INDICATIONS OF STATE EDUCATION REFORM ACTIVITY

GENERAL

Compulsory school age was lengthened in 15 states: 9 states required students to start at a younger age (DE, FL, KY, MA, MS, OK, SC, VA, WV); 8 states required students to stay in school longer (AR, LA, ME, MD, MS, OR, SC, and WA); 2 states did both (MS, SC). (Source: ECS Clearinghouse Notes)

Six states mandate kindergarten attendance by children (AR, DE, FL, LA, SC, SD); 33 states mandate that districts offer kindergarten (Source: ECS Clearinghouse Notes)

Eleven states (AR, CO, ID, IN, IA, MS, NB, ND, OH, OK, and TN) have increased the length of the school year since 1983. (Source: ECS Clearinghouse Notes)

STUDENTS

High school graduation requirements were increased between 1980-1989 in the following areas:

| | |
|--------------------------------|----------------------------|
| math = 42 states | science = 36 states |
| English/lang. arts = 18 states | social studies = 29 states |

Additions to the graduation requirements by adding curricular areas from 1980-1989 were follows:

- foreign language = 1 year is required in D.C. and 4 states emphasize it as an optional elective
- computer science = required in 4 states, 3 states indicate computers as an optional elective, 4 states require demonstration of computer literacy prior to graduation (Source: ECS Clearinghouse Notes)

Restrictions on students' athletic participation have been imposed in 13 states (AL, AZ, CA, FL, GA, HI, IL, MS, NM, SC, TN, TX and WV) (Source: ECS Clearinghouse Notes)

Restrictions on the students' driving privileges has been imposed in 5 states (WV, FL, LA, TX, and VA). In these cases, if a student drops out of school prior to receiving a high school diploma their drivers license will be revoked. (Source: ECS Information Clearinghouse Files, articles attached)

TEACHERS

Passing a competency examination prior to receipt of an initial teaching certificate is now required in 45 states. (Source: ECS State Education Leader, Winter 1989)

Twenty-five states have career ladders or incentive programs with state funding or assistance; nine state programs are planning or under development. (Source: SREB Career Ladder Clearinghouse, December 1988)

At least 18 states allow alternative routes to teacher certification. (Source: Education Week, 3/89)

ACCOUNTABILITY

At least 7 states (CO, GA, MA, NC, OR, SC, and WA) have programs which grant waivers from state regulations to encourage improvement, innovation and grassroots responsibility at individual schools. (Source: ECS Clearinghouse Notes)

At least 28 states require some form of annual public reporting of the public schools' progress. (State Education Indicators: Measured Strides, Missing Steps, Center for Policy Research in Education)

At least 9 states (CA, FL, IN, KY, LA, MO, PA, SC and TN) have programs that encourage, recognize and reward school improvement and achievement through incentive programs. (Source: CPRE Study, "State-Sponsored School Performance Incentive Plans: A Policy Review")

Nine states (AR, GA, KY, NJ, NM, OH, SC, TX, and WV) now have provisions for state intervention into the operation of school districts which are performing poorly. (Source: ECS Clearinghouse Notes)

Source: ECS Clearinghouse
10/26/89



clearinghouse notes

STATEWIDE MANDATES ON STUDENT EXTRACURRICULAR ELIGIBILITY

("No Pass/No Play")

December 1989

Alabama state athletic association approved new rules in 1987 which become a requirement for the local school districts in the 1988-89 school year. Under the rule, any junior or senior high school student whose grades in five classes average below a score of 70 will be barred from participating in extracurricular activities.

Arizona legislature passed bill in the 1988 session which will force the local school boards to tighten their policies by directing the State Department of Education to set statewide standards for student participation in extracurricular activities in grades 6-12.

California legislation was signed in the summer of 1986 and went into effect on 1/1/87, requiring junior and senior high school students to maintain a C average in "all enrolled courses" during the previous grading period in order to participate in extra- or co-curricular activities.

Florida's reform bill, SB3, passed in 1983, established mandates for student to pass the competency testing with a set minimum grade point average to participate in extracurricular activities as well as for graduation from high school.

Georgia has State Board of Education rulings, modified in 1987 and again in 1989, established on the standards of student performance for extracurricular participation. Under the modified regulations, students in the sixth grade through high school must have passed 5 subjects of a required 6-subject load in the quarter or semester immediately preceding. Added restrictions in the high schools relate to the number of accumulated units a student has toward high school graduation. The board added a little more emphasis by establishing suspension policies for the certificates of administrators or teachers violating the rule.

Hawaii requires a 2.0 GPA for students to participate in extracurricular activities.

Illinois legislature in 1986 established standards for student participation, which was rejected except as it relates to the reporting of student accountability measures in the statewide report card.

Mississippi regulations require high school students to be able to demonstrate at the end of each semester an average of at least 70 in courses leading toward graduation.

New Mexico's 1986 legislation mandated a 2.0 grade point average or its equivalent for the semester immediately preceding to be eligible to participate in interscholastic activities.

North Carolina's Board of Education made changes in the rules governing interscholastic athletics academic requirements in 12/89. The change will require students in 9-12 to pass 5 courses each semester and meet promotion standards established by the school system. In grades 7 and 8 the student must meet state and local promotion standards and maintain passing grades each semester. Regardless of the school organization pattern, a student who is promoted from 8th to 9th grade automatically meets the courses passed requirement for the first semester of the 9th grade.

South Carolina's 1984 Education Improvement Act requires students to pass at least four academic courses of the required five in the preceding semester to participate in interscholastic activities.

Tennessee requires students to maintain a C average for participation.

Texas, likewise, requires maintaining a C average.

West Virginia enacted a requirement in 1/84 that students must maintain a C average to participate in extracurricular or interscholastic activities.



clearinghouse notes

1989 LEGISLATIVE ACTIVITIES INVOLVING OPEN ENROLLMENT (CHOICE)

| STATE | STATUS |
|----------------|---|
| Arizona | defeated |
| Arkansas | passed |
| California | holding legislative hearings in Fall 1989 on pending bills |
| Colorado | defeated |
| Georgia | legislature approved a study of the concept of open enrollment |
| Hawaii | defeated |
| Idaho | defeated |
| Illinois | study to be done by 1/90 on the open enrollment concept for Chicago |
| Iowa | passed |
| Massachusetts | bill was deferred until Fall 1989 |
| Michigan | SB 51 putting issue to a vote of public is pending; HB 4615 is still pending |
| Minnesota | passed regulation refinements |
| Mississippi | defeated |
| Missouri | defeated |
| Montana | in special session the legislature charged a Joint Legislative Committee on Accountability & Quality in Ed. with studying the concept of choice |
| Nebraska | passed |
| Nevada | defeated |
| New Jersey | approved district pilots |
| New Mexico | defeated |
| New York | legislative hearings were held; no bill was introduced |
| North Carolina | hearings held but no bill was introduced |
| Ohio | passed |
| Oklahoma | held over for further study |
| Texas | bill was not even heard by committee; would need to be reintroduced |
| Utah | measure is intended for early graduation |
| Washington | passed measure is for dropout prevention |
| Wisconsin | defeated |

/mb
12/29/89



clearinghouse notes

MINIMUM HIGH SCHOOL GRADUATION REQUIREMENTS: STANDARD DIPLOMAS September 1989

| S T A T E | E L E M E N T A R Y | S S O C I A L | M A T H | S C I E N C E | (Numbers Refer to Years of Instruction) | | O T H E R | T O T A L | E N T R Y | D E T A I L E D | E G R E E D | R E Q U I R E D | R E Q U I R E D |
|-----------------------|--|---------------------------------|------------------|---------------------------------|---|-----------------------|--|-----------------------|-----------------------|--------------------------------------|----------------------------|--------------------------------------|--------------------------------------|
| | | | | | P H Y S I C S | H E L T H | | | | | | | |
| AL 1989 | 4 | 3 | 2 | 2 | 1.5 | 9.5 | | 22 | SBE | 1988 | 1989 | 01 | |
| •Advanced Diploma | 4 | 4 | 3 | 3 | 1.5 | 4 | 2 foreign lang., .5 home/personal management | | | | | | |
| AK 1989 | 4 | 3 | 2 | 2 | 1 | 9 | | 21 | | | | | |
| AZ 1989 | 4 | 2.5 | 2 | 2 | | 9 | .5 free enterprise | 20 | SBE | 1986 | 1991 | 02 | |
| AR 1989 | 4 | 3 | 3 | 2 | 1 | 6.5 | .5 fine arts | 20 | SBE | 2/84 | 1988 | 03 | |
| CA 1989 | 3 | 3 | 2 | 2 | 2 | | | 13 | | | | 04 | |
| •Advanced Diploma | 3 | 3 | 3 | 2 | 2 | | 2 in same foreign lang; 1 fine arts | 16 | | | | | |
| CO 1989 | | | | | | | | | | | | 05 | |
| CT 1989 | 4 | 3 | 3 | 2 | 1 | 6 | 1 arts or voc. ed. | 20 | Leg | 1984 | 1988 | | |
| DE 1989 | 4 | 2 | 2 | 2 | 1.5 | 6.5 | | 19 | SBE | 7/83 | 1987 | 06 | |
| DC 1989 | 4 | 2 | 2 | 2 | 1.5 | 7 | 1 foreign lang., 1 life skills | 20.5 | BE | 1984 | 1985 | 07 | |
| •Advanced Diploma | 4 | 2 | 2 | 2 | 1.5 | 1.5 | 1 foreign lang., 8 specialized prep. | 23 | | | | | |
| FL 1989 | 4 | 3 | 3 | 3 | .5 | 9 | .5 practical/exploratory voc. ed, .5 performing arts or speech & debate, .5 life management skills | 24 | Leg | 1987 | 1989 | 08 | |
| •Academic Scholars | 4 | 2 | 2 | 2 | 1.5 | 1.5 | 2 foreign lang., 1 fine arts | | | | | | |
| GA 1989 | 4 | 3 | 2 | 2 | 1 | 8 | 1 computer tech. and/or fine arts and/or voc. ed, and/or junior ROTC | 21 | SBE | 4/87 | 1988 | 09 | |
| •Advanced Diploma | 4 | 3 | 3 | 3 | 1 | 4 | 2 foreign lang., 1 fine arts, voc. ed computer tech. or ROTC | | | | | | |
| HI 1989 | 4 | 4 | 2 | 2 | 1.5 | 6 | .5 guidance | | | | | | |
| ID 1989 | 4 | 2 | 2 | 2 | 1.5 | 6 | 3.5 (see note) | 21 | SBE | 1988 | 1989 | 10 | |
| IL 1989 | 3 | 2 | 2 | 1 | 4.5 | 2.25 | 1.25 | 16 | Leg | 5/83 | 1988 | 11 | |
| IN 1989 | 4 | 2 | 2 | 2 | 1.5 | 8 | | 19.5 | SBE | 9/83 | 1989 | 12 | |
| •Academic Honors | 4 | 3 | 4 | 4 | 1 | 4 or 5 | 3 or 4 in foreign lang. (3 in 1 or 2 years each in 2) | 24 | SBE | 1987 | 1990 | | |
| IA 1989 | | | | | | 1 | | | | | | 13 | |
| KS 1989 | 4 | 3 | 2 | 2 | 1 | 9 | | 21 | SBE | 1883 | 1989 | | |

(Numbers Refer to Years of Instruction)

| S T A T E | Y E A R | E L E M E N T A R Y | S S O C I A L | M A T H | S C I E N C E | P H Y S I C S | A R T S | O T H E R | T O T A L | E N A C T E D B Y | D E A T H O M O M E N T | E G R E D C T I V E S | R E O F F E R T O | |
|-----------------------|----------------------|--|---------------------------------|----------------------------------|---------------------------------|---------------------------------|------------------|--|-----------------------|---|--|---|---|---|
| | | | | | | | | | | | | | | W E A T H R E S T R I C T I O N S |
| KY | 1989 | 4 | 2 | 3 | 2 | 1 | 7 | 1 (see note) | 20 | SBE | 1982 | 1987 | 14 | |
| | Commonwealth Diploma | 5 | 2 | —6— | | 1 | | 1 foreign lang. in Adv. Placement | 22 | SDE | 1985 | 1986 | | |
| LA | 1989 | 4 | 3 | 3 | 3 | 2 | 7.5 | .5 computer literacy | 23 | SBE | 6/88 | 1989 | 15 | |
| | Scholar Program | 4 | 3 | 3 | 3 | 2 | 7.5 | .5 computer literacy | 23 | SBE | 1986 | 1987 | | |
| | Regents' Scholar | 4 | 3.5 | 3 | 3 | 2 | 4.5 | 3 foreign lang., 1 fine arts | 24 | Bd of Reg | 1983 | 1983 | | |
| ME | 1989 | 4 | 2 | 2 | 2 | 1.5 | 3.5 | 1 fine arts | 16 | | 9/84 | 1989 | 16 | |
| MD | 1989 | 4 | 3 | 3 | 2 | 1 | 5 | 1 fine arts, 1 industrial arts/ technology ed., home ec., voc. ed. or computer studies | 20 | SBE | 6/85 | 1989 | 17 | |
| MA | 1989 | | 1 | | | | 4 | | | | | | 18 | |
| MI | 1989 | | .5 | Local board determines remaining | | | | | | | | | | 19 |
| | Standard | (4) | (3) | (3) | (2) | (1) | | (2 foreign lang./fine or performing art of voc. ed., .5 computer ed.) (At least 2 yr. foreign lang.) | | | | | | |
| College Prep. | (4) | (3) | (3) | (2) | (1) | | | | | | | | | |
| MN | 1989 | 4 | 3 | 1 | 1 | 1.5 | 9.5 | | 20 | SBE | 1982 | 1982 | 20 | |
| MS | 1989 | 4 | 2 | 2 | 2 | | 8 | | 18 | SBE | 1985 | 1989 | 21 | |
| MO | 1989 | 3 | 2 | 2 | 2 | 1 | 10 | 1 fine, 1 practical arts | 22 | SBE | 3/84 | 1988 | 22 | |
| | College Prep. | 4 | 3 | 3 | 3 | 1 | 8 | 1 practical arts; 1 fine arts | 24 | SBE | 3/84 | 1988 | | |
| MT | 1989 | 4 | 1.5 | 2 | 1 | 1 | 9.5 | | 20 | SBE | 1988 | 1989 | 23 | |
| NB | 1989 | Local board determines | | | | | | | | | Leg | 4/84 | 1991 | 24 |
| NV | 1989 | 4 | 2 | 2 | 2 | 2.5 | 8.5 | 1 arts/hum., .5 computer literacy | 22.5 | SBE | 11/86 | 1992 | 25 | |
| NH | 1989 | 4 | 2.5 | 2 | 2 | 1.25 | 4 | 4 (see note) | 19.75 | SBE | 7/84 | 1989 | 26 | |
| NJ | 1989 | 4 | 3 | 3 | 2 | 4 | 4 | 1.5 (see note) | 21.5 | SBE | 09/87 | 1990 | 27 | |
| NM | 1989 | 4 | 3 | 3 | 2 | 1 | 9 | 1 communication skills | 23 | SBE | 1986 | 1990 | 28 | |
| NY | 1989 | 4 | 4 | 2 | 2 | .5 | | (see note) | 18.5 | Reg. | 1984 | 1989 | 29 | |
| | Regents Diploma | 4 | 4 | 2 | 2 | .5 | | (see note) | | | | | | |

(Numbers Refer to Years of Instruction)

| STATE | ENGLISH | SSOCIALS | MATH | SCIENCE | PHYSICS | HEALTH | ELCTIVES | OTHER | TOTAL | ENACTED | DEANTECTOMENT | EGFRFACTCIVALS | RNEOFFERTON | |
|---------------------------|---------|----------|----------------------------------|---------|---------|--------|---|-------|-------|---------------|---------------|----------------|-------------|----|
| NC 1989 | 4 | 2 | 2 | 2 | 1 | 0 | | | 20 | SBE | 1/83 | 1987 | 30 | |
| •Scholars Program | 4 | 4 | 3 | 3 | 2 | 1 | 1 voc. ed., 1 arts education | | 22 | SBE | 9/83 | 1984 | | |
| ND 1989 | 4 | 3 | 2 | 2 | 1 | 5 | | | 17 | Supt. | 8/83 | 1984 | 31 | |
| OH 1989 | 3 | 2 | 2 | 1 | 1 | 9 | | | 18 | SBE | 1983 | 1988 | 32 | |
| OK 1989 | 4 | 2 | 2 | 2 | | 10 | | | 20 | SBE | 1982 | 1987 | 33 | |
| •College Prep. | 4 | 2 | 3 | 2 | | | 4 from choice (see notes) | | 15 | SBE & Regents | 1984 | 1988 | | |
| OR 1989 | 3 | 3.5 | 2 | 2 | 2 | 8 | 1.5 | | 22 | SBE | 4/84 | 1988 | 34 | |
| PA 1989 | 4 | 3 | 3 | 3 | 2 | 5 | 2 arts/humanities | | 21 | SBE | 12/83 | 1989 | 35 | |
| RI 1989 | 4 | 2 | 2 | 2 | | 6 | | | 16 | | 1/85 | 1989 | 36 | |
| •College Prep | 4 | 2 | 3 | 2 | | 4 | 2 foreign lang., .5 computer, .5 arts | | 18 | | | | | |
| SC 1989 | 4 | 3 | 3 | 2 | 1 | 7 | | | 20 | SBE | 7/84 | 1987 | 37 | |
| •Academic Achieve. Honors | 4 | 3 | 3 | 2 | 1 | 7 | 2 foreign lang. | | 22 | SBE | | 1986 | | |
| SD 1989 | 4 | 3 | 2 | 2 | | 8 | .5 computer, .5 fine arts | | 20 | SBE | 2/84 | 1989 | 38 | |
| TN 1989 | 4 | 1 | 2 | 2 | 1.5 | 9 | .5 economics | | 20 | SBE | 1988 | 1989 | 39 | |
| •Honors | 4 | 3 | 3 | 3 | 1.5 | 2 | 2 in same foreign lang., 2 fine/visual or performing arts | | 20.5 | | | | | |
| •Honors(voc) | 4 | 3 | 3 | 3 | 1.5 | 2 | 4 in same voc. ed. program | | 20.5 | | | | | |
| TX 1989 | 4 | 2.5 | 3 | 2 | 1.5/5 | 7 | .5 economics/free enterprise | | 21 | SBE | 9/84 | 1988 | 40 | |
| •Advanced Program | 4 | 2.5 | 3 | 3 | 1.5 | 2 | (see note) | | 22 | | | | | |
| UT 1989 | 3 | 3 | 2 | 2 | 2 | 9.5 | 2.5 | | 24 | SBE | 11/86 | 1988 | 41 | |
| VT 1989 | 4 | 4 |5..... | | | 1.5 | 1 arts | | 14.5 | Leg. | 1986 | 1989 | 42 | |
| VA 1989 | 4 | 3 | 2 | 2 | 2 | 6 | 1 additional math or science | | 21 | SBE | 6/87 | 1989 | 43 | |
| •Advanced Studies | 4 | 3 | 3 | 3 | 2 | 4 | 1 fine or practical arts 3 foreign lang., 1 fine or practical arts | | 23 | | | | | |
| WA 1989 | 3 | 2.5 | 2 | 2 | 2 | 5.5 | 1 occup. ed., 1 fine/visual or performing arts | | 19 | SBE | 1985 | 1991 | 44 | |
| WV 1989 | 4 | 3 | 2 | 2 | 2 | 8 | | | 21 | SBE | 1988 | 1989 | 45 | |
| WI 1989 | 4 | 3 | 2 | 2 | 2 | | | | 13 | Leg. | 1984 | 1989 | 46 | |
| WY 1989 | | 1 | Local board determines remaining | | | | | | | 18 | | | | 47 |

NOTES

- 01 AL--Students must become computer literate through related coursework. A minimum competency test is required for graduation.**
- 02 AZ--Passage of a minimum competency test is required for graduation.
- 03 AR--Social studies options--3 units or 2 units social studies and 1 practical arts.
- 04 CA--State board has published "Model Graduation Requirements" to be used as a guide by local districts. These include specifics in core subjects plus computer studies and foreign language. Dept. of Education has test and cut-off standards for early exist, with parental approval. Passage of a minimum competency test is required for graduation. State has a suggested model of curriculum to guide local districts advising students on requirements for college entry.
- 05 CO--Local boards determine requirements. State has constitutional prohibition against state requirements. School accreditation requirements are a total of 30 units, appropriately covering language arts, social studies, science, math, foreign language, fine/vocational/practical arts, health/safety and physical education.
- 06 DE--Passing the minimum competency test is required for graduation.
- 07 DC--Electives must include life skills seminar or students may pass a test in lieu of the seminar.
- 08 FL--Two of the science units must be in a lab. Beginning with the class of 1989, students must have a 1.5 grade point average to graduate. Vocational students may substitute certain sequences of vocational courses to satisfy up to 2 of the requires credits in each of the areas of English, math and science. The states junior and senior class students may receive dual credits for college courses. The state does require passage of a minimum competency test for graduation.
- 09 GA--"Other" column: 1 fine arts, vocational education or computer technology, ROTC. Students who successfully complete 4 units in voc. ed. courses in addition to requirements receive a formal seal of endorsement by the SBE. Passage of a minimum competency test is required for graduation.
- 10 ID--"Other" column: .5 each, reading, speech and consumer education and 1 humanities. Humanities will increase to 2 units after 1988 with a total of 21 units. Practical arts may substitute for the 1 unit of the 2 units of humanities; total requirement remains the same with electives decreasing. SBE requires either a C average, demonstrated competency in core curriculum on a junior class competency test, or adherence to local district's achievement plan for graduation. State has available a competency test for optional usage by districts. If students pass the test they receive a special proficiency endorsement on their diploma.
- 11 IL--"Other" column: .25 consumer education, 1 art, foreign language, music or vocational education. One year of math may be computer technology; 1 year of social studies must be U.S. History or half U.S. History and half American Government. Beginning in 1985-86 the school boards were allowed to excuse pupils in 11-12th grades from physical education to: 1) participation in interscholastic athletics or 2) enroll in academic class required for admission to college or in order to graduate from high school. Beginning in 1986-87, pupils in 9-12th grades may elect to take a SBE developed consumer education proficiency test; if passed, they will be excused from requirement.
- 12 IN--The state board regulations were approved and signed by the governor in September 1983. The state does not use standard Carnegie units.
- 13 IA--Legislative requirements in effect for many years. Local districts determine remaining requirements. State allows students in junior and senior classes to receive dual credits for college coursework.
- 14 KY--"Other" column: 1 additional math, science, social studies or vocational education. Additional core subject credit is a legislative requirement passed in 1984 and approved by the state board to be effective for graduates in 1985. Graduates in 1985 and 1986 needed 18 units to graduate.
- 15 LA--With an ACT score of 29 or above, 3.5 GPA with no semester grade lower than a B, no unexcused absences and no suspensions students receive a Scholar Program seal on diploma. Minimum competency test passage is required for graduation.
- 16 ME--Enacted by legislature and approved by state board. American History is required. All students must pass computer proficiency standards. One of the science units must include lab study.
- 17 MD--Four credits must be earned after Grade 11. Students can now earn statewide certificate of merit with fulfillment of additional requirements. Special education certificates are available for students unable to meet requirements but who complete a special education program. Minimum competency test is required for graduation, as is a writing test and passage of a quiz on citizenship.
- 18 MA--Legislative requirements in effect for many years. American History is required. Local boards determine additional requirements.
- 19 MI--Legislative requirements in effect for many years. Local boards determine additional requirements. The state board, in January 1984, published graduation requirement guidelines which local districts are urged to incorporate. Included in the recommendations are a minimum of 15.5 units, which includes an option of 2 units picked from foreign language/fine or performing arts/vocational education and .5 computer education. Recommendations include modified academic coursework for students who are college-bound.
- 20 MN--Students in junior and senior classes may receive dual credits for college coursework.
- 21 MS--At least one of the science units must include lab. Minimum competency test passage is required for graduation.
- 22 MO--The college preparation diploma became available to qualifying graduates in 1985. For college preparation, specific core subjects must be taken.
- 23 MT--Core requirements in effect for several years. State board raised the total--1985 graduates needed 19 units; 1986 graduates needed 20. Social studies requirement has 2 alternatives. Effective 7/92 requirements will be changed to 2 units of social studies, 2 units of science, 1 unit of fine arts and 1 unit of vocational/practical arts.
- 24 NB--For graduation, 200 credit hours are required, with at least 80% in core curriculum courses. The state board is conducting hearings to define core courses.
- 25 NV--Computer literacy may be waived by demonstration of competency. Minimum competency test passage is required for graduation.
- 26 NH--"Other" column: .5 arts; .5 computer science; 3 from 2 of the following--arts, foreign language, practical arts, vocational education. The usage of minimum competency test passage for high school graduation is an option of the local districts.
- 27 NJ--"Other" column: 1 fine, practical or performing arts; .5 career exploration. 92 credit hours are required for graduation. The state does not use standard Carnegie units. State does not use graduating class as the base for changes but uses the terminology of "the students entering ninth grade class". Consequently the increased math requirements becomes effective for the ninth grade class entering in the 1990-91 academic year. Minimum competency test passage is required for graduation.
- 28 NM--In 6/84 the state board approved requiring all students achieve computer literacy prior to graduation. In 1989 the legislature approved a bill allowing languages other than English to satisfy the communication skills requirement which emphasizes the areas of writing and speaking. Students preparing for college have an advanced curriculum. A state level minimum competency test is available and the districts have the option of usage. If a student passes the test a special proficiency endorsement is included on their diploma.

- 29 NY--Electives vary for the local (regular) and the Regents' (college-bound) diploma. "Other" column: 1 art and/or music for local; 3 to 5 from a sequence of specific courses must be chosen by Regents' diploma students and is an additional requirement for local. The local diploma notes 5 for health only, 2 noncredit units of physical education beyond the total are required. For all students, comprehensive tests are required. By 1991, areas covered will include reading, writing, math, American History and government, and science/global studies. For a Regents' diploma comprehensive exams are required in most subjects. Minimum competency test passage is a graduation requirement for all students
- 30 NC--One science class must include lab. Minimum competency test passage is required for graduation.
- 31 ND--One unit of higher level foreign language may be substituted for the 4th unit of English; 1 unit of math may be business math. Although 17 units are required the local education agencies are urged to establish requirements at a minimum of 20 units.
- 32 OH--Passage of a minimum competency test is a graduation requirement by 1990.
- 33 OK--"Other" column: For college preparation diploma--choice of foreign language, computer science, economics, English, geography, government, math, history, sociology, science, speech and psychology. There are slight variations between 2- and 4-year and junior colleges. If foreign language is elected, student must take 2 years of same language. Although total hour requirement is less for college prep. path, curriculum is more rigorous and restrictive.
- 34 OR--"Other" column: .5 career development, 1 applied arts, fine arts or foreign language. Minimum competency test passage will be required for graduating class of 1992. "Honors Degree" diplomas were available for students graduating in 1988 and subsequent years who maintain at least a 3.5 GPA. Recipients will have an honors seal on the diploma.
- 35 PA--Computer science can be option instead of arts and humanities. State has prescribed learning objectives and curriculum guidelines for 12 goals of quality education.
- 36 RI--College-bound students are required to complete 2 units of foreign language, .5 arts and .5 computer literacy and have a total unit requirement of 18.
- 37 SC--If approved by the state department of education, students may count one unit of computer science for a math requirement. Students who earn 1 unit in science and 6 or more in a specific occupational service area will fulfill the science requirements. State allows students in the junior and senior classes to receive dual credits for college coursework. Beginning with the graduating class of 1990, students must pass an exit exam of minimum competency.
- 38 SD--Increased total number of requirements was phased in--16 through 1986; 18 in 1987; 19 in 1988. Beginning in 1990 the requirements were be raised to 3 in science and the electives will drop to 7.
- 39 TN--Minimum competency test passage is a requirement for graduation. Students may meet the economics requirement by: 1 semester in economics, out-of-school experiences through Junior Achievement, or marketing education.
- 40 TX--"Other" column: For college preparation--.5 economics/free enterprise, 2 foreign language, 1 computer science, 1 fine arts. 1.5 units of physical education and .5 of health are required for either regular or college prep. program. Junior and senior students are allowed to receive dual credit for college courses. Minimum competency test passage is a requirement for graduation.
- 41 UT--"Other" column: 1.5 arts, 1 vocational ed., .5 computer science. The state board makes specific course recommendations for college entry, vocational, etc. If computer literacy isn't obtained in related coursework, .5 of the electives must be devoted to computer science.
- 42 VT--To allow more flexibility to both vocational education students and smaller or more rural districts, the previous math and science requirement of 3 units in each was modified to a combination of 5 units which may be 2 of one and 3 of the other.
- 43 VA--Additional math or science requirement included in the "Other" column may be fulfilled by an appropriate vocational education class or ROTC. Grade average of "B" or better earns a SBE seal on the diploma. Students in junior and senior classes are allowed to receive dual credits for college coursework. Minimum competency test passage is required for graduation.
- 44 WA--45 hours required for graduation beginning in 1980. 1985 legislature passed addition of a credit for students graduating in 1991. This may be in fine, visual or performing arts or any of the subject areas currently required.
- 45 WV--"Other" column: 1 of student's electives must be for choice of applied arts, fine or performing arts or a foreign language. State has approved, and policies reflect, an advanced studies certificate, Certificate of Academic Excellence, which has not yet been implemented.
- 46 WI--Electives are the option of the local school district. The state recommends that districts require a total of 22 units. State recommendations emphasize vocational education, foreign language and fine arts to make up the difference between the 13 mandated and 22 recommended units. State requires that all students in Grades 7-12 be participating in a class or a board approved activity each period of the day. Local districts have the option of using minimum competency test passage as a requirement for graduation.
- 47 WY--Requirements in effect a number of years. Accreditation standards indicate 4 units of English/language arts, 3 of social studies and 2 each of math and science.

**A more detailed analysis of state minimum competency testing is available from the Education Commission of the States' Clearinghouse.

Compiled by: ECS Clearinghouse
9/89

ACADEMIC BANKRUPTCY

October 1989

The term academic bankruptcy takes on a variety of meanings. For example, not all of the states call for the unseating of local boards or the state takeover of a school district. Most of the regulations have several levels of warning for school districts. The first warning often includes some form of targeted technical assistance from the state agency to the school district. In most cases this includes extra financial aid. School districts usually have several years to free themselves from state sanction. The debate quite often focuses on the takeover provisions and fails to point out the extra state resources which will be brought in to correct problems. Many of the states with academic bankruptcy provisions have or are working on incentive programs. The following is a look at the academic bankruptcy provisions in the nine states with provisions on record.

ARKANSAS

Citation -- Act 89 of 1983, Competency Based Education Act of 1983, effective 2/9/84.

Purpose -- To ensure that all public school students, to the extent of their individual mental, physical and emotional capacities, master the basic skills necessary to succeed in their educational experiences throughout life.

Measurement Instrument -- The state basic skills competency test, which is given in grades 3, 6 and 8, will be used. This test will provide diagnostic information needed to identify the strengths and weaknesses of the district's instructional program, assist local districts in planning educational programs and help the state assess the overall performance of all schools and school districts.

Process -- The process has several stages. Any school district or school in which less than 85 percent of students achieve specified levels of mastery of the basic skills are to participate in a school improvement program administered by the State Department of Education. This process is to help the districts develop a plan for improving instruction under the department's supervision and assistance.

Final State Action -- Districts that fail all stages of the process eventually would lose accreditation and, in a later stage, could be forced to consolidate. Several districts are under suspended order of consolidation and have until 1989 to correct the situation.

GEORGIA

Citation -- Quality Basic Education Act, Part 12, Sections 20-2-282 and 20-2-283, effective 7/1/86.

Purpose -- To develop and conduct a comprehensive evaluation of each public school, school system and regional education service agency at least once every five years. It provides for assisting districts to develop a strategic plan for curriculum instruction and a sequenced core curriculum. Other areas cover evaluation, student count and fiscal procedures and public awareness of education programs.

Measurement Instrument -- The primary measurement tool will be the student evaluation system, which is under development by the Department of Education.

Process -- The program also has several stages. The first warning designates a school district as nonstandard with a corrective plan to be submitted to the state agency. The state is to give technical assistance if the district requests it. At that point, the state board would review the progress every six months, followed by a comprehensive evaluation within two years after the corrective plan has been approved by the state and put into place. If necessary, the state board could authorize increased state aid to help the district correct the identified deficiencies.

Final State Action -- The state board is authorized to file civil action in the superior court of the county in which the school district is located to determine if any board member or administrator has delayed the implementation process. The court would have the power to appoint a trustee to make sure the court order is carried out, and school officials could be removed from office and replaced by the courts if deemed necessary.

KENTUCKY

Citation -- SB 202, KRS Chapter 158, Educationally Deficient School Districts, effective 7/15/84.

Purpose -- To establish program and service standards for school districts and minimum performance levels for students in the basic skills.

Measurement Instrument -- The state testing program is to be used to measure student academic progress.

Process -- This also is a "staged" program, with the state agency identifying educationally deficient school districts and giving technical assistance and other aid to help correct the deficiencies. The Superintendent of Public Instruction, with the approval of the state board, may require an annual reallocation of some of the state aid funds to address specific program deficiencies.

Final State Action -- Failure to implement the education improvement plan shall constitute grounds for removing boards or administration from office. A disclaimer states that the act shall not be deemed to create a statutory cause of action for educational malpractice by students, parents or guardians.

NEW JERSEY

Citation -- NJ 1987, Ch. 398 and 399.

Purpose -- To implement a comprehensive monitoring process that will ensure that all New Jersey students receive the educational opportunities guaranteed by law.

Measurement Instrument -- The State Department of Education's compliance unit will systematically review the district's educational programs, governance, management and fiscal operations. Student testing was not mentioned in the law but is presumed to be included in "rules and regulations" approved by the state board.

Process -- The law calls for a staged program moving from a self-correcting stage to varying degrees of state control by a monitor general team.

Final State Action -- State officials can take complete control of a district for up to 5 years. School board members and top administrators can be dismissed.

NEW MEXICO

Citation -- Public School Code, New Mexico Statutes Annotated 1978, Sec. 22-2-2 (W), enacted in 1969

Purpose -- To empower the State Board of Education with the responsibility of providing for management and other necessary personnel to operate any public school or school district which has failed to meet requirements of law, state board standards or state board regulations.

Measurement Instrument -- The state accreditation process.

Process -- State Board of Education is to provide for management and other necessary personnel to operate any public school or school district which has failed to meet requirements of law, state board standards or state board regulations; provided that the operation of the public school or school district shall not include any consolidation or reorganization without the approval of the local board of that school district.

Final State Action -- Until such time as requirements of law, standards or regulations have been met and compliance is assured, the powers and duties of the local school board shall be suspended by the State Board of Education.

OHIO

Citation -- SB 140, 1989, Sections 3302.01 - 3302.06, effective 1990-91 academic year.

Purpose -- To adopt rules that include standards defining indicators for establishing levels of school district and school building performance for determining whether any school district or school building is educationally deficient.

Measurement Instrument -- Performance indicators shall be measurable and may include such indicators as graduation rates, attendance rates, dropout rates and academic achievement levels as assessed under Sections 3301 of the school code.

Process -- The State Board of Education is to annually identify each school district or school building that is educationally deficient under the adopted standards and notify the board of education of each identified school district and the board of education operating each identified school building of the fact and nature of the educational deficiency. The district board has 90 days to submit a corrective action plan. The state board is to approve or disapprove the plan in accordance with the standards. If the plan is not approved, the state board, with consent of the district board, shall assign one or more educational experts to the district to assist in developing a corrective action plan that meets state board standards. If the affected district or building is not solving the educational deficiency through the approved plan, the State Board can disapprove the existing plan and assign one or more educational experts to the district to aid in developing another corrective action plan designed to enable the district board to make satisfactory progress to eliminate the deficiencies.

Final State Action -- If the district board fails to consent to the assignment of one or more educational experts or fails to develop and submit an approved corrective action plan, the state board, on recommendation of the Superintendent of Public Instruction, may issue an order requiring the school board to be placed under monitoring by the state superintendent and with the appointment of a state monitor to act on his behalf to ensure that an approved corrective action plan is developed and implemented, and that the district board makes satisfactory progress toward eliminating the deficiencies. The monitoring is eliminated by written order from the state board releasing the district or school building. No mention is made of unseating either the board or the superintendent.

SOUTH CAROLINA

Citation -- Education Improvement Act of 1984, Subdivision E, Sub-part 4, effective 1/85.

Purpose -- To give the state board and state Superintendent of Education a process to assure quality education programs in each local school district.

Measurement Instrument -- The state board has been charged to develop an evaluation plan for local districts using the California Test of Basic Skills to measure student progress. Other factors will include the district dropout rate and the failure rate on the state high school exit exam.

Process -- Program stages range from advisements and warnings to the assignment of monitors and masters to help run the school district.

Final State Action -- The state Superintendent of Education, with the approval of the board, has several options. (1) He or she may declare a state of emergency in the school district. This requires a joint meeting of the senate and house education committees, which must concur in the findings and may, at that point, put state funds going to the school district in escrow to be released only as the program is corrected. (2) The superintendent may provide technical assistance and advice in implementing state board recommendations. (3) He or she may recommend to the governor that the district superintendent's office be declared vacant with a replacement to be named by the state superintendent until the vacancy can be filled by the local board.

TEXAS

Citation -- HB 72, Article V (school districts), Part A (accreditation), effective 1984-85 school year.

Purpose -- To establish a set of standards for school district accreditation and state monitoring.

Measurement Instrument -- The state accreditation process mandates that districts have a plan for establishing goals and objectives for the district and a process to ensure that all statutory requirements imposed by the state board are met. The quality of learning in each building will be based on achievement test scores. Other indicators will be based on teacher performance, administrator performance, principal effectiveness, fulfillment of curriculum requirements, correlation between student grades and performance on standardized tests, quality of teacher inservice training, paperwork reduction efforts, and training of local boards.

Process -- This is a "staged" program whereby the state Commissioner of Education and state board can notify districts of deficiencies and then provide them with plans for improvement and technical assistance. The program ranges from public notification of the deficiency and appointment of a monitor to help evaluate district progress in correcting deficiencies to appointment of a master to oversee district operation.

Final State Action -- If a district fails on all stages, the State Board of Education can revoke the district's accreditation and may withhold state funds from the district.

WEST VIRGINIA

Citation -- SB 114, 1988, Section 18-2E-5 Performance Based Accreditation, effective 7/1/89

Purpose -- To provide assurances that a thorough and efficient system of education is being provided for all public school students on an equal educational opportunity basis and that the high quality standards are being adopted in the areas of curriculum, finance, transportation, special education, facilities, administrative practices, training of school district board members and administrators, personnel qualifications, professional development and evaluation, student and school performance and other such areas as determined by the State Board of Education.

Measurement Instrument -- Annual state accreditation process measuring the performance of each school on measures of student and school performance for: student performance by grade level on state testing, attendance rate, dropout rate, percent of students promoted to next grade, graduation rate, average class size, pupil-teacher ratio, number of exceptions requested to the ratio, number of split-grade classrooms, pupil-administrator ratio and the operating expenditure per pupil. School accreditation classifications of full accreditation status or probationary accreditation status are issued. The state may issue accreditation levels to each school district board of education of full approval, probationary or nonapproval.

Process -- To assist the state board in accreditation status determination, the state board shall from time to time appoint an educational standards compliance review team to make unannounced on-site reviews of the educational programs in any school or school district to assess compliance of the school or district with the adopted state board standards including, but not limited to, facilities, administrative procedures, transportation, food services and all matters relating to school finance, budgeting and administration. The compliance team reports findings to the State Board of Education for inclusion in the determination of accreditation or approval status. The state board is to make accreditation information available to the legislature, the governor, the general public and any individual who requests such information.

Final State Action -- Whenever a school is given probationary status or determined to be seriously impaired and fails to improve status within one year, any student attending such school may transfer only once to the nearest fully-accredited school, subject to approval of the receiving school and at the expense of the school on probationary status. Whenever nonapproval status is given, the State Board of Education shall declare a state of emergency in the district and may intervene in the operation of the district to (1) limit the authority of the district superintendent and district board as to the expenditure of funds, employment and dismissal of personnel, establishment and operation of school calendar, establishment of instructional programs and policies and such other areas as may be designated by the state

board by rule; (2) take such direct action as may be necessary to correct the impairment; and (3) declare the office of the district superintendent vacant.

Compiled by ECS Clearinghouse
Education Commission of the States

/mb

PreKindergarten

| State | Legis- lation Enacted | Manda- tory (M) or Permissive (P) | Ages Served | # Served | % Served | State Expend. 1987 | State Expend. 1988 | Federal Funding 1988 | Method of Funding | Hours Operation | Early Childhood Certification Required and Administering Agency | Programs for At-Risk | Innovative Programs |
|-------------------|-----------------------------|--|---|----------------------|----------------|--------------------------|--|-------------------------|---|---|---|---|---|
| Alabama | | P | 4&5 yr. olds prekindergarten in 2 districts Community ed. prekindergarten | 400 1,562 | .6% .4% | | \$0 \$80,000 | \$220,000 | State funded community ed. and other funds (such as local and human resources) | | yes (nursery - 3rd gr.) | Handicapped 3-5 yr. olds Migrant - summer programs for 0-5 yr. olds if older siblings attend school | |
| Alaska | '83 | P | 3 and 4 yr. olds | 19,221 | n/r | \$250,000 | \$197,000 | | Targeted grants for Head Start-like programs | half day | no (elementary) Dept. of Ed. and Dept. of Health and Social Svcs. | Handicapped prekindergarten and kindergarten children served No migrant programs | |
| American Samoa | | | No prekindergarten programs | | | | | | | | | | |
| Arizona | | | No prekindergarten programs | | | | | | | | no | Handicapped and migrant services for 3-5 yr. olds - | |
| Arkansas | | | No prekindergarten programs | | | | | | | | no | Handicapped 3-5 yr. olds Migrant Head Start Rockefeller Early Ed. Program serves 103 in Little Rock through fed. funding and fees | HIPPY (Home Instruction Program for Preschool Youngsters) served 1000 children and 100 mothers in '87. Not funded by the state. |
| California | '66 | P | 0 to 14 3-5 yr. olds from low income families | 71,530 19,221 | 13.8% | | \$289 million (includes full working day child dev. programs and voucher) | n/\$ | School districts may subcontract No local match req'd. | 10 to 12 hrs., 5 days a week half day | yes (child center instructional permit) Dept. of Social Services Dept. of Ed. | Handicapped 3-5 yr. olds Migrant - 0-14 yr. olds receive child care and development while parents working | |

PreKindergarten

| State | Legis- lation Enacted | Manda- tory (M) or Permissive (P) | Ages Served | # Served | % Served | State Expend. 1987 | State Expend. 1988 | Federal Funding 1988 | Method of Funding | Hours Operation | Early Childhood Certification Required and Administering Agency | Programs for At-Risk | Innovative Programs |
|-------------------------|-----------------------------|--|--|----------------|-------------|--------------------------|--------------------------|-------------------------|--|---------------------------------|--|---|--|
| Colorado | | P | No state funded prekindergarten programs | | | | | | | | yes (nursery/kdg.- 3rd) | Handicapped IEP's determine service for 3 to 5 yr. olds Migrant - some summer programs | Pilot preschool program for language development |
| Connecticut | | P | 0-5 yr. olds Summer school incentive grant | n/r | n/r | n/\$ | | \$26,000 | | half day | yes (nursery/kdg.- 3rd) State Dept. of Health and CED | Handicapped 2-8 yr. olds Migrant ed. - fed. funded for preschool age | New Canton Parents as Teachers Program for parents of 0-3 yr. olds; provides home visit and group experiences. |
| Delaware | '86 | P | Any child | 100 | 1% | | \$233,000 | \$0 | Competitive grants to school district only | half day 3 pilot programs | yes (early childhood/nursery) Dept. of Public Instruction | Handicapped 0-5 yr. olds | Pilot program for 4 yr. olds - established to serve educationally disadvantaged; expanded to include children representative of district. Funded for 1989. |
| District of Columbia | | P | 4 yr. olds enrolled as space available | 3,500 | 39% | | \$11 million | \$0 | Local dist. funding since 1982 | full day | yes (preK cert.) Board of Education | Handicapped preschool age | |
| Florida | '81 | M | 3-4 yr. olds (migrant) | 2540 (FY87) | | | \$2.9 million | | 60% state 40% federal | full day | yes (ECE or K-6 certificate) | Handicapped served in all districts; 4 yrs. and below in 58 of 67 districts. | |
| | '86 | | 3-4 yr. olds (at risk) | 1000 (FY88) | | | \$1.6 million | \$0 | State & dist. funds, tuition, fed. funds, project grants; may subcontract to non- profits. | half or full day | no certificate Dept. of Ed. | | |
| Georgia | | P | No state or fed. funded prekindergarten programs | n/r | n/r | | \$0 | \$0 | | | no (K - grade 4) | Handicapped 5 yr. olds, mandatory programs 0-4 yr. olds: permissive No migrant programs | |
| Guam | | | | n/r | n/r | | \$0 | \$0 | | | | Handicapped 0-5 yr. olds No migrant services | |

PreKindergarten

| State | Legis- lation Enacted | Manda- tory (M) or Permissive (P) | Ages Served | # Served | % Served | State Expend. 1987 | State Expend. 1988 | Federal Funding 1988 | Method of Funding | Hours Operation | Early Childhood Certification Required and Administering Agency | Programs for At-Risk | Innovative Programs |
|----------|-----------------------------|--|---|----------------------|-------------|--------------------------|--------------------------|-------------------------|--|---|---|---|---|
| Hawaii | | P | 2-5 yr. olds (at risk) | 423 in 6 programs | n/r | \$797,000 | | \$1,035,000 | | | no (elementary) | Handicapped 3-20 yr. olds Plans for full implementation of P.L. 99-457 still developmental No migrant programs | |
| Idaho | | | No state or fed. funded prekindergarten programs | | | | | | | | no (grades 1-8) | Handicapped - two state-funded programs for 3-5 yr. olds No migrant program | |
| Illinois | '85 | P | 3-5 yr. olds at risk of academic failure | 6,953 | n/r | | \$12.7 million | \$0 | Project grants, no local match; may subcontract to non-profits | half or full day; incl. working day | yes (ages 0-6, not K) Dept. of Education | Handicapped 3-5 yr. olds Migrant children program | <u>Ounce of Prevention Fund and Family Focus, Inc.</u> in Chicago; serves parents prior to birth of offspring & through first 3 yrs. of child's life <u>Beethoven Project</u> in Chicago for children from birth to 5 yrs. and their teen mothers |
| Indiana | | P | No state funded prekindergarten programs | | | | \$0 | n/\$ | | | no (K-3) | Handicapped 3-5 yr. olds Migrant programs for 5-17 yr. olds | |
| Iowa | | | No state or federally funded programs for non-handicapped | | n/r | | \$0 | \$0 | | | no (K-6) | Handicapped 0-21 yr. olds No migrant programs | |
| Kansas | | P | No state funded prekindergarten programs | | | | \$0 | \$9,600 | No state funding | | yes (early childhood- preschool) | Handicapped - yes | |

PreKindergarten

| State | Legislation Enacted | Mandatory (M) or Permissive (P) | Ages Served | # Served | % Served | State Expend. 1987 | State Expend. 1988 | Federal Funding 1988 | Method of Funding | Hours Operation | Early Childhood Certification Required and Administering Agency | Programs for At-Risk | Innovative Programs |
|---------------|---------------------|---------------------------------|--|----------|----------|--------------------|--------------------|----------------------|---|---|---|--|--|
| Kentucky | '86 | P | 3 and 4 yr. olds at risk | 270 | | | \$900,000 (PACE) | \$9,974,000 | Competitive grants to districts | half & full day | no (K-4) Dept. of Education | Handicapped 0-21 yr. olds (infant stimulation program, 0-2 yr. olds; preschool program 3-5 yr. olds) Migrant - summer school and home visitation | Parent and child education (PACE) began in '86 for parents with 3&4 olds |
| | | | | 280 | | | \$232,123 (EIG) | | May be subcontracted | | | | |
| Louisiana | '85 | P | 4 yr. olds at risk | 12,729 | 45% | | \$3.14 million | \$3.003 million | State funded by project grant, no local match | most full days | yes (nursery school endorsement) Dept. of Education | Handicapped 3-21 yr. olds | LA Education Qu: Trust Fund pilot; exemplary preschool programs |
| Maine | '84 | P | 4 yrs. old by 10/15 | 200 | n/r | | | | Dist. reimbursed after 2nd yr. of program | half day, 5 districts | no (K-8) Dept. of Education | Handicapped 0-5 yr. olds | |
| | '84 | | 3-5 yr. olds at risk Head Start requirement | 724 | | | \$1.9 million | \$0 | Formula, allocations | most half day | Dept. of Community Services | Migrant - daycare, preschool and summer school | |
| Maryland | '79 | P | 4 yr. olds at risk | 2,820 | 15% | | \$3,295,000 | \$6,269,000 | Project grants, selection based on low 3rd grade scores | half day | yes (nursery/K-3) Dept. of Education | Handicapped 0-4 yr. olds Migrant - day care, preschool, summer school | BEEP (Extended Elementary Educational Program) for 4 yr. olds |
| Massachusetts | '85 | P | 3-5 yr. olds, low income | 13,981 | 4% | | \$10.35 million | \$0 | Competitive grants, may subcontract out 75% to low-income districts | half or full day, including working day | no (K-3) Dept. of Education | Migrant - fed. funds for 0-21 yr. olds Early intervention project for at-risk infants and toddlers Before & after school care for 3-5 yr. olds in 29 districts | |
| Michigan | '87 | P | 4 yr. olds at risk | 3,000 | 20% | 0% | | \$3 million (FY 87) | Competitive grants, 30% local match Only districts which meet state funding form. requirements | most half day half day | no (K-8) Dept. of Education | Handicapped 3-5 yr. olds at centers; 0-2 yr. olds - home based and center based Migrant day care program for infants, toddlers and preschool children Vocational and parent training | |
| | | | 4 yr. olds whose districts meet funding formula requirements | 5,744 | 12% | \$2.3 million | \$0 | | | | | | |

PreKindergarten

| State | Legis- lation Enacted | Manda- tory (M) or Permissive (P) | Ages Served | # Served | % Served | State Expend. 1987 | State Expend. 1988 | Federal Funding 1988 | Method of Funding | Hours Operation | Early Childhood Certification Required and Administering Agency | Programs for At-Risk | Innovative Programs |
|---------------|-----------------------------|--|--|----------|-------------|--------------------------|--|-------------------------|--|--------------------|---|---|---|
| Minnesota | '74 | | Early childhood family education in lieu of direct service to children | 75,000 | 26% | | \$7.5 million (does not include local levy monies) | \$0 | | | yes (nursery/K) Dept. of Education | Handicapped 3-5 yr. olds, 0-5 yr. olds in 1988-89 Migrant - 0-3 yr. olds | ECFE (Early Childhood Family Education) |
| Mississippi | | | No prekindergarten programs except Head Start | | n/r | | | | | | no (K-8) | Handicapped - local districts "may" provide for 0-4 yr. olds; mandated for 5 yr. olds No migrant programs | |
| Missouri | | P | No state funded prekindergarten programs | 2,221 | n/r | | 0 | \$7 million (FY 88) | Local funds or parent fees at 150 prekindergarten programs | | yes (preK-3) | Handicapped 5 yr. olds; state funds for developmentally-delayed 3&4 yr. olds will be requested for FY 89 Migrant childhood programs being phased out | Parents as Teachers Program (PAT) |
| Montana | | | No state funded prekindergarten programs | | | | n/r | \$402,000 (FY 88) | | | no (K-8) | Handicapped 3-5 yr. olds receive preschool; 0-2 yr. olds receive home-based services Migrant program for 0-2 yr. olds, summer only | |
| Nebraska | | P | No prekindergarten programs | | | | | \$0 | | | yes (P-3) | Handicapped 0-5 yr. olds, center or home-based Migrant - federally funded day care & preschool programs | |
| Nevada | | | No state or federal-funded prekindergarten programs | | | | | \$0 | | | no (K-8) | Handicapped - no statewide mandate, but local & state operate programs | |
| New Hampshire | | | No state funded prekindergarten programs | 170 | | | | \$185,000 | | | yes (N-K) | Handicapped - early intervention network for 0-3 yr. olds Migrant - parent training and home learning packets for 0-5 yr. olds | |

PreKindergarten

| State | Legislation Enacted | Mandatory (M) or Permissive (P) | Ages Served | # Served | % Served | State Expend. 1987 | State Expend. 1988 | Federal Funding 1988 | Method of Funding | Hours Operation | Early Childhood Certification Required and Administering Agency | Programs for At-Risk | Innovative Programs |
|----------------|---------------------|---------------------------------|---|---------------------------------|-----------|--------------------|--------------------|-------------------------|---|---|--|--|---|
| New Jersey | '87 | | 4 yr. olds (since 1903) discretion of LEA as to who served; 3 & 5 yr. olds at risk Head Start requirement | 5,917 | n/r | \$7 million | \$1 million | n/\$ | School district regular school aid; formula based on enrollment Competitive grants, priority to Head Start, but districts & non-profits can apply | half day full working day, full year | yes (nursery-K) Dept. of Education yes (nursery-K) Human Services | Handicapped 0-5 yr. olds; 3 childcare programs for 0-5 yr. olds Migrant - 5-17 yr. olds for up to 5 years of service | Urban prekindergarten pilot for 3&4 yr. olds; comprehensive program planning in 88-89 |
| New Mexico | | | No state funded prekindergarten programs | | | | | n/\$ | | | no | Handicapped 3&4 yr. olds in developmental delay programs; 0-2 yr. olds served by Health & Environment Department | |
| New York | '86 | P | 3&4 yr. olds, 90% low income | 11,600 | n/r | \$27 million | \$0 | \$0 | Project grants, 11% local match | half day | no (elementary) | Handicapped 3 to 5 yr. olds Migrant 5-17 yr. olds, with benefits for 6 years | Governor proposed in '88, universal prekindergarten for all 4 yr. olds |
| North Carolina | | | | n/r # Two programs currently | n/r | n/r | n/r | \$2,123,000 | | | no | Handicapped 3&4 yr. olds - full day Migrant services - summer and school year | |
| North Dakota | | | No state or federal funded prekindergarten programs | | n/r | | | \$0 | | | no | Handicapped 3-5 yr. olds Migrant - supplemental education & support services | |
| Ohio | '85 '86 | P | 3 to 5 yr. olds Any child | 5,659 | n/r | \$66,000 | | n/r | Project grants via RFP to school dist.; new programs half day only; also tuition | half or full day | yes (preK certificate) Dept. of Education | Handicapped 3-5 yr. olds Migrant - Chapter I classes only | 3 model preschool programs: urban, suburban & rural - preschool adoption grants of \$6,000 Family Life Program for families in economically-depressed areas |
| Oklahoma | '80 | P | 4 yr. olds -- any child prekindergarten | 1,400 60 bilingual ed. | 2% n/r | \$832,000 | n/r | \$0 \$50,000 (FY 88) | Project grants via RFP to school dist.; maximum grant, \$27,000 (FY 88); private schools can also apply | half or full day | yes (n-2) Dept. of Education | Handicapped 0-21 yr. olds; center, home, & combination of services Migrant - instruction & support services for 5-17 yr. olds | Very Special Arts Oklahoma - art program for handicapped, also trains teachers who work with handicapped |

PreKindergarten

| State | Legislation Enacted | Mandatory (M) or Permissive (P) | Ages Served | # Served | % Served | State Expend. 1987 | State Expend. 1988 | Federal Funding 1988 | Method of Funding | Hours Operation | Early Childhood Certification Required and Administering Agency | Programs for At-Risk | Innovative Programs |
|----------------|---------------------|---------------------------------|---|----------|----------|--------------------|--------------------|----------------------|--|---|---|---|--|
| Oregon | '80 | P | 3&4 yr. olds at risk; 80% must meet Head Start eligibility | 350 | n/r | | \$1,067,000 | \$0 | Competitive grants to school districts who may subcontract; direct contracts permitted | half day | no (elementary) Dept. of Education | Handicapped 0-5 yr. olds Migrant services for active migrant preschoolers and formerly migrant preschoolers | Parent as Teacher Program |
| Pennsylvania | '65 | P | All 4 yr. olds on first come basis | 31,000 | n/r | | \$55,017,000 | \$15,719,000 | State aid formula for kindergarten | half day | yes (nursery - 3rd) Dept. of Education | Handicapped 0-5 yr. olds Migrant - day care and home-bound programs | KIDS (Kdg. Instruction Development Screening) helps identify and & work with preschoolers at risk |
| Puerto Rico | | | No prekindergarten programs | | | | | | | | | Handicapped infants to 21 yrs. No migrant programs | |
| Rhode Island | | P | No state or federal funded prekindergarten programs | | | n/r | | n/r | 0 | half and full day | yes (preK - 2) | Handicapped 3-5 yr. olds, federally funded | Literacy and Dropout Prevention Act of 1987 - early ID of at risk children through preschool screening of all children |
| South Carolina | '84 | P | 4 yrs. old on or before Nov. 1, with readiness deficiencies | 10,400 | 20% | | \$11,025,000 | \$1,122,000 | Allocations to districts based on students "not ready"; district may subcontract; funded by 1% sales tax | half day, some districts extended day with local or Chapter 1 funds | no (K-4) Dept. of Education | No state funds for preK handicapped Migrant inter(summer) and intrastate (school year) programs | 4 different service models: center-based for 3-5 yr. olds; home-based parent ed; center based with outreach component; extended day |
| South Dakota | | | No prekindergarten programs | | n/r | | \$0 | \$0 | | | yes (prekindergarten) | Handicapped 0-5 yr. olds in 183 of 191 schools Migrant - 1 preschool program for 3 yr. olds and older | |
| Tennessee | | P | No state funded except for Tennessee Child Development Program (children under 6 with developmental disabilities) | 2,145 | n/r | | n/r | \$1,915,000 | | | no (K-3) | Handicapped 3-5 yr. olds Migrant children of fishermen or agricultural workers | Parent Involvement Program, begun in '84 Eight model parent involvement programs established Seed grants given to 86 districts to start similar programs |
| Texas | '84 | M | 4 yr. old low income or limited English proficiency | 54,493 | 19% | \$37.5 million | \$45.861 million | \$0 | Formula allocation; matching grant based on local property values | half day | yes (preK-3) Dept. of Education | Handicapped - Early Childhood Intervention (ECI) for 0-3 yr. olds | Parents as Teachers Program serves first-time parents (based on Missouri program) |

PreKindergarten

| State | Legislation Enacted | Mandatory (M) or Permissive (P) | Ages Served | # Served | % Served | State Expend. 1987 | State Expend. 1988 | Federal Funding 1988 | Method of Funding | Hours Operation | Early Childhood Certification Required and Administering Agency | Programs for At-Risk | Innovative Programs |
|----------------|---------------------|---------------------------------|---|-------------|--------------|--------------------|--------------------|----------------------|---|--|---|---|--|
| Utah | | | No state or federal funded prekindergarten programs | | | | | | | | no (K-3) | Handicapped 3-5 yr. olds Migrant - summer school for 3-17 yr. olds | |
| Vermont | '87 | | 3-5 yr. olds at risk | n/r | n/r | \$1 million | | | Grants/contracts; can subcontract | half or full day, including full working day | yes (birth to age 8) Dept. of Education | Handicapped - Early Essential Ed. (EEE) for 3-5 yr. olds Migrant education programs in '86-87, not continued in '87-88 | |
| Virginia | | | 4 yr. olds, LEA's set eligibility | n/r | n/r | \$0 | | n/r | Local & federal funding | | yes (nursery, K-4) Dept. of Education | Handicapped 2-5 yr. olds Migrant 0-21 yr. olds, year-round program | |
| Virgin Islands | | | No information available | | | | | | | | | | |
| Washington | '85 | | 3 & 4 yr. olds from low income families | 2,047 | 8% | \$6 million | | \$0 | Competitive grants to school dists. and Head Start grantees | half day | no (K-8) Dept. of Community Development | Handicapped 0-2 yr. olds, permissive; 3-5 yrs. mandatory Migrant preschool for 3-5 yr. olds; childcare for teen mothers | BCEAD (Early Childhood Ed. Assistance Program) comprehensive program for preschool children from low income families |
| | | 3-5 yr. olds with special needs | 6,600 | 99% | \$36 million | \$6 million | | | | | | | |
| West Virginia | | P | 3 & 4 yr. olds, at risk and low income | 215 (FY 86) | n/r | \$258,574 (FY 86) | | | 4 programs run by DOE as fiscal agent, 2 run by counties under contract to DOE | half and full day | no (K-8) Dept. of Education | Handicapped 3-5 yr. olds Migrant - prekindergarten programs | |
| Wisconsin | '85 | | 4 yr. olds | 5,850 | n/r | \$4.3 million | | | State aid formula to local districts with local contributions averaging 52%; preK weight .5 | half day | no (K or elementary) Dept. of Education | Handicapped 3-5 yr. olds often served in cross-categorical programs Migrant - summer and school year programs | |
| Wyoming | | | No state funded prekindergarten programs | | n/r | | n/\$ | n/\$ | | | no (K-8) | Handicapped 0-5 yr. olds Migrant Head Start and migrant health programs, 0-5 yr. olds | |

(Smith/Blessey)
April 9, 1990
11 A.M.
BAMA

PRESIDENTIAL REMARKS: CABINESS FUNDRAISER
FRIDAY, APRIL 20, 1990
BIRMINGHAM, ALABAMA
12:00 P.M.

My friend Ray Scott, Governor Hunt, Congressmen Callahan and Dickinson, National Committeeman Perry Hooper and Committeewoman Jean Sullivan, distinguished guests, ladies and gentlemen.

Ray, thank you for that introduction. You know, a writer once said, "Each spring in Alabama is as delicate as wisteria in the rain and as gentle as falling in love." // It's great to be back in Alabama in this kinder, gentler time of year.

I also want to say it's a privilege to be here on behalf of a very dear friend. He has been one of the great leaders in the Alabama State Senate. Soon he'll be a great member of the United States Senate. // My long-time friend, Bill Cabiness. //

((When John Sununu thought a Presidential appearance might be of help to Bill, he called him and said, "How would you like to bring something to Birmingham that will really excite people?" // As usual, Bill's response was thoughtful: "You mean Birmingham is getting an NFL franchise?") //

Not yet, anyway. But with your help, on Election Day Alabama will get a franchise U.S. Senator. For Bill is what the Cotton State needs -- what my Administration needs. // A Senator who will make Alabama proud. A leader who'll make the

Nation proud. You and I both know it: Bill Cabiness is that man. //

Now, as you know, we go back a long way. First met in __. Together with Catherine and Barbara, we've been summer neighbors in Kennebunkport for years. // We like and respect each other. We have a lot in common. // Each married above himself. Each is a charismatic speaker. Both of us believe in the Alabama State Motto, "We dare defend our rights." // Especially on the tennis court. // Each feels that if cleanliness it second to Godliness, almost everything is second to fishing. //

((I figured it out last night: I've fished at Pintlata near Montgomery more times than I've met Soviet President Gorbachev. So I'm pleased to be here for the big Summit meeting. Bill and I plotting strategy for the upcoming bass season. // Bill and I have fished all over America. The fish I catch usually aren't longer than his, but my stories about them are.))

((Let me share one story. A game warden found a fisherman having good luck at a private pond. // "Say," the game warden said, "can't you read the sign? It says, NO FISHING HERE." // The fisherman looked at the sign, then at his catch, and replied: "Must be a mistake, 'cause I caught plenty!")) //

Well, Bill Cabiness has plenty to offer the voters of Alabama. To begin, he is a man of total integrity -- embodying your values of hard work, honesty, and strength of character. // He is a family man -- wonderful wife, __ great kids. And a religious man -- he knows that we were put on Earth to do God's

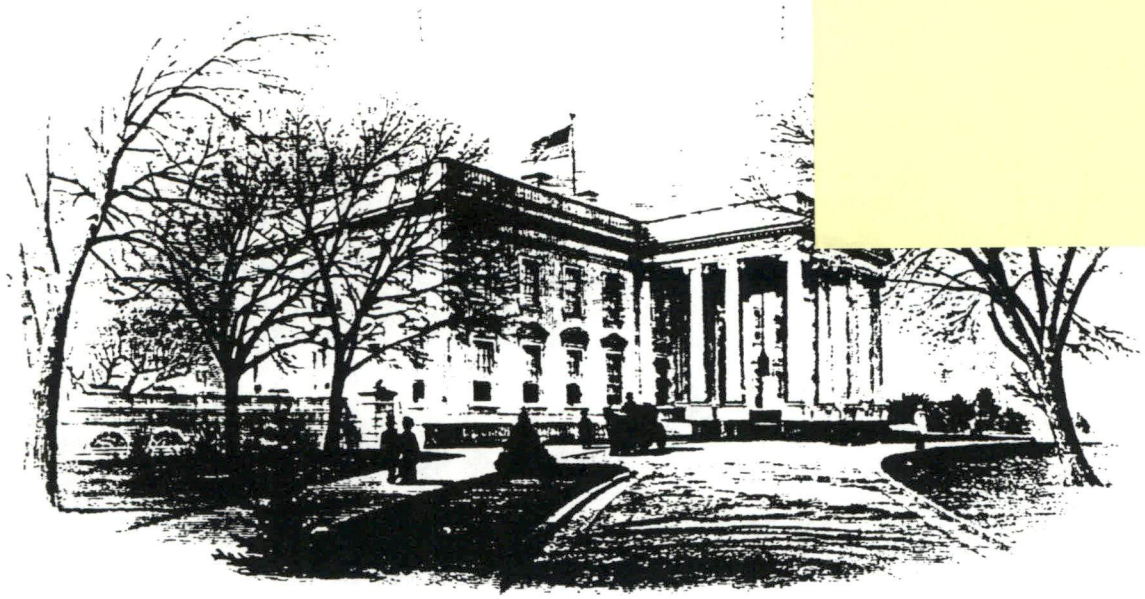
will. // He values loyalty -- in 1988, Alabama was the very first State to support me at the Republican National Convention. Bill cast that vote. // And he keeps things in perspective. ((It's like he always tells me: "It's fine that you're here, Mr. President. But if you really want to wow the crowd, bring Barbara.")) //

It's these qualities that will endear him to Alabama voters. Just as they have so impressed his colleagues in the Alabama State Senate.

THE WHITE HOUSE
WASHINGTON

Barbara Selfridge

395-4875



FACSIMILE TRANSMITTAL SHEET

NUMBER OF PAGES INCLUDING COVER 4

DATE 4/10/90

TO Barbara Selfridge

FAX NUMBER 395-4875

OFFICE NUMBER _____

COMMENTS _____

FROM Stephanie Blessy

OFFICE NUMBER x7750

((You know, Ray Scott says that the fish I catch aren't larger than his -- but my stories about them are. // Let me tell a story that's true. In 1961, Bill was at Airborne School in Fort Benning, Georgia. The sergeant called out, "Cah-BAN-ahs." Bill corrected him: "Sir, my name is Cabaniss." // Not surprisingly, at midnight Bill was still running laps and doing pushups. The next day, the sergeant again called, "Cah-BAN-ahs." Bill replied, "YES, SIR." // Talk about a quick study.))

To Bill Cabaniss, mixing discretion and valor proved a good idea. So are other ideas which embody status grow, not status quo. Here's one. Bill supports Phase II of the 1990 National Drug Control Strategy that we unveiled last year to knock out crime and drugs. // Here's another. He introduced an ethics bill to toughen Alabama's conflict of interest laws. And he supports our Administration's ethics legislation to make public service a public trust. // Still another new and good idea: Bill backs our Clean Air Act legislation the Senate recently approved. As a staunch defender of the environment, there's one thing Bill wants to make absolutely clear -- Alabama. // And nothing could be more clear than the issue which truly shows the gulf between new and old ideas. The issue I'd like to close with. Child care. //

Bill's child-care position rests on that historic 'Bama trait: Common sense. ((I'm reminded of a writer who was asked what he would take if his home were on fire and he could remove only one thing. // "I would take the fire," he replied.)) Like me, Bill Cabaniss supports what works.

That's why he backs our child-care program which gives parents the freedom to choose. A \$10 billion program to help low-income working Americans increase choice in child care through tax incentives, not Federal intervention. // We want to ensure that parents, not bureaucrats, decide how to care for their children. And I will not see the option of religious-based child care restricted or eliminated. //

Bill Cabaniss wants to protect these religious child-care centers. On the other hand, Bill's opponent supports the bill passed last month by the House Democratic leadership. It would cost \$30 billion -- and force many States to change their rules. // Create a National Advisory Committee to Federalize child care. And mandate six new grant programs. Six new sections of the law. Six new committees for jurisdiction. And six new bureaucracies to administer the grants. // You might call them the dirty half-a-dozen. //

The truth is, of course, we don't need these new bureaucracies. They'd be redundant, wasteful -- an invitation for Big Brother to run wild. We don't want to expand the budget of the bureaucracy. We want to expand the horizons of our kids. // So let's spurn those who measure progress made by dollars spent and boondoggles built. // And instead give families and States the money to help them solve the child-care problem. // Liberals say, "The Federal government knows what's best for our kids." Let's help Bill Cabaniss say: "The hell it does -- parents know best."

((Now, I know that Bill wanted to get his campaign for a Senate seat off to a flying start. // But I'm glad he let me come here anyway.)) For there's nothing I wouldn't do for this State on the move. And the man who can keep it moving upward. //

To some, new ideas mean a regulator in every pocket. Or Senators who look at your paycheck the way Colonel Sanders looks at chicken. // Bill Cabaniss knows better. For he knows the family, the taxpayer, the working people of Alabama. And how, as Tom Dewey said, "You can't beat down ideas with a club." Bill Cabaniss' ideas will help people. And reflect the great spirit of Alabama -- the spirit of America-Can, not Washington-Must. //

So let's help this man. A public servant I trust. A wonderful friend I rely upon. And help him do for America what he's done for Alabama. // Thank you for this occasion. God bless the United States. And let's make Bill Cabaniss the next Senator from the great State of Alabama.

#

THE WHITE HOUSE

WASHINGTON

April 18, 1990

*Rep. Party
354-1990*

INFORMATION

MEMORANDUM FOR THE PRESIDENT

THROUGH: CHRISS WINSTON

FROM: CURT SMITH

SUBJECT: BILL CABANISS FUNDRAISER

I. SUMMARY

On Friday, April 20, at 12:00 noon, you will address a fundraising luncheon for Bill Cabaniss before about 2,000 people at the Birmingham Jefferson Convention Center. Ray Scott will introduce you. Congressman Callahan, former Senator Jeremiah Denton, Bart Starr, Mayor Richard Arrington of Birmingham, Randy Owen, lead singer of 'Alabama' and National Committeeman Perry Hooper and Committeewoman Jean Sullivan will also attend. Governor Hunt might not attend due to the death of his brother, Grover on Tuesday.

State Party Chairman Arthur Alloway

II. DISCUSSION

The attached remarks (12 minutes, ~~?~~teleprompter) applaud Bill Cabaniss for his achieves in the Alabama Senate and his potential as a U.S. Senator. The text also discusses some of the Adminstration's policy goals and the importance of having their legislation passed on Capitol Hill.

3/5/90

Cobiness Fundraiser

Solly x 6573

^{point} Howell the Pin
most targeted Democrat in the South

Peggy Bollich ^{event} (205) 870-1911

Mikes Creed ^{Comp. Manager}
Dana Henderson

Eddie Mabe consultant

staggered prices from \$250 - \$1000
reception
lunch w/ remarks → will not eat; speaking before

Remarks

Ray Scott → dinner chairman - friend of Pres. - They fish
Pres. of Bass Anglers Society

Gov. Gray & Helen Hunt (R)

~~Ms~~ Catherine - wife of Cobiness

Jean Sullivan Notl. Comm. member

Perry Hooper " " man

Cong. Sonny Colahan
Cong. Bill Dickinson

Birmingham Jefferson Convention Center

maybe band Alabama will be there

Chern Air want to keep bill economically & environmentally sound

Call

→ Frank Newman Chris Pipro (303) 299-3604
Educ. Commission of the States
624-5838 ← sending info

Call ✓ Nick Colia x 6620
Rob Portman x 2230
Bill Diefenderfer x 4840
David Hawn x 3060
Bernie Martin x 3917
Barbara Saffridge x 6150

x 5778 Tom Scully x 4790
Sean Smeal
Grady x
joke material
Barry Klindener x 1926

Call Dag Adair

interested

Education proposal has led
CQ this week → Gus Hawkins
Supplemental Appropriations
Nicaragua
Social Security

I sent up a program that would do things.

Instead of
~~They~~ ^{The} Democrats just added so did

→ Child/core hasn't gone to conference yet
One again they are dumping money into interest groups

We want qualified people to be certified

4/16/90

Alabama

Eddie Make of Assoc 840-4100

Chuck Greener (205) 870-1911

825-2744 (4)

MAJIMA

Campaign about the future
As you look to 90s & 21st century
who's best to face needs
Issues -
* * environment (ind.)

children's issues

supports POTUS
children
education
supports POTUS

HOPE

crime & drugs
POTUS
supports POTUS

Harkin is on Judiciary Com

trade & competitiveness
Japanese

? ? Kennedy's voluntarism bill
vote

Bill Cobiness is my personal friend

Both of Δ
ideas

Hedlin - the fact that Bush is
coming down doesn't matter if
R2 Denker & he still best

played right through Bill &
has Styling - can position
finance chairman

Bill - chairman of Ala Rep.
reinvited 1st to read nomination
cost votes

\$7 bill over 5 yrs

House passed Journey Hawkins
→ \$29 bill 5 yrs

got it back 1 yr later

emphasizes parental choice

Shaw & Stenholm - ~~supported~~ ^{proposed} another
\$19 bill that PTDS opposed

SOP - HR3 → Journey Hawkins

won't drafted 4-11 day before it went to
floor

Rep bill ready 3 weeks before

Initially \$20 or 23 then re-estimated
to \$24 then to \$28

Eliminates
now fill exemption for religious states

use; eliminating
211 pages of bill of new
suggestions within bill 119 pages

Barbara Sullivan x 6150

at least 4
new grant
programs

Donny didn't know that churches were to be regulated in his own bill.

Parochial schools couldn't use facilities for child care facility
How to use public schools

Ron Hawkins
Min. Staffer on Ways & Means
205-11021

Senate Rep didn't have bill.

Title II is restriction of fire

no state flexibility of parents' choice rights

violates religious choice

Dem. are stepping toward federal regulations about the states would have their regulations
Making a significant step toward regulations

Child Support Enforcement
binding states to have regulations that the Congress dreamed up but you decide in certain areas
Natl Advisory Com → one step further will derive specific standards

Bidding War

Why does Fedl. Govt think they know more than the states.

Rep. hate bureaucracy

to grant programs in Dem.

new section of law
new comm. of judicial

new arrangement @ St. Hall level

to administer grant
Everything you start a new grant

Not a single grant that Dem. propose
can't be covered by Title XX
Don't create a bunch of new
bureaucracies

Reasonable policies

Already 28 full. programs for child care
\$7 b. ill.

to new programs and expansion of $\frac{3}{4}$ old
ones for $\frac{1}{2}$ b. ill.

POTUS proposes expanding \$10 b. ill
Guts back \$30 b. ill

Amer. families can solve it Give them money
States can solve it Give them money

Dem. wants to prof to solve it Create

proposers
grants

a whole new set of prof. & bureaucracies
and spend \$20 bill extra dollars in
the process.

4/11/90

Peggy Boillet - Comp. Coordinator

4/11/90

Chuck Greener anecdotes from Bill

Sen Larry Dickson - off. next to Bill

in '78 like many businessmen became
disenchanted w/ politics so he ran
--- to make a difference.

1st time he spoke in House
everyone expected that he
worked @ law firm Cabaniss

guy from W. Va. said
if you didn't know you were
a lawyer we would think you
were a machine shop operator
That's what he was

He wasn't
to have to
speaking
his come
a long way.

'87 selected by peers as outstanding
legislator in Va.

'89 Selected as one of 10 outstanding
legislators by

Precision Grinding - machine grinding

Walter McCulloch - partner

Walter was in favor of Bill getting involved in politics ---- on a part time job.

Didn't realize he was supporting full time occupation

Katherine - wife & friend of Bar's

You know why we're here, b/c Katherine & Bar got together & made us do it.

Randy Owens of Alabama
singing Natl Anthem

Bill Cabaniss

205 - 261 - 7892

870 - 1911

Heflin's position → David Sloan

not a co-sponsor for ABC

had concerns about fedl. standards

concerned about bureaucracy

wants to help moms @ home

concerned w/ religion

But when it came time to vote. Voted for ABC

Lab on ios

Darborne, school @ Fort Benning, GA
~~15~~ '61

Sargent my name

12 mid still running tops

Next day he called his name
he answered

Cabiniss & Johnston
 ↓
 uncle's firm

lawyer from Moringo County

We all thought you were lawyer
until you started speaking

Lost Pugot in DC. attending a meeting
was invited to W.H. the dinner w/ 12
other people. Gave them a tour.

W/one other couple had dinner in
Kennebunkport w/ head of major news
network.

Renting their old house, they stopped
by the Ollie's B-b-q, from Birmingham
park
O.S.S. in the window.

Might prefer beef b-b-q

D.

THE WHITE HOUSE

WASHINGTON

April 1990

PRESIDENT BUSH'S ENVIRONMENTAL RECORD IN BRIEF

The Administration can point to a strong and varied record of environmental action in its first year.

The President has approached environmental issues in the spirit of stewardship, balancing the need for increased environmental protection with the need for continued economic growth.

LEGISLATIVE

- * Proposed the first major rewrite to the Clean Air Act in over a decade to reduce emissions that cause acid rain, smog and air pollution. A bipartisan agreement was reached with the Senate leadership. Legislation was subsequently passed by the Senate and awaits action by the House.
- * Increased research on global climate change by 43% in 1990 and proposed an additional 57% increase to \$1 billion for 1991.
- * Proposed elevating the Environmental Protection Agency to Cabinet-level status.
- * Presented a budget which expands the EPA's operating programs by 12% and adds three quarters of a billion dollars to an aggressive effort to clean up wastes at federal facilities around the country.
- * Proposed \$450 million in spending for land acquisition as part of his "America the Beautiful" program in order to expand our parks, forests, refuges and other public lands.
- * Increased funding for Clean Coal technology.

REGULATORY

- * Banned most uses of asbestos.
- * Stopped the importation of all African ivory into this country, a move already beginning to show evidence of beneficial effects for the elephant population.
- * Proposed the cancellation of the pesticide "Alar," as well as some 40 uses of EBDC's, a family of pesticides commonly applied to food crops, and suspected by scientists of posing risks to health.

- * Ordered the development of proposals to assure that hazardous wastes are not indiscriminately exported to foreign countries, and endorsed the U.S. entry in to a U.N. convention to require environmentally sound management of exports of hazardous, infectious, and household wastes as well as municipal incinerator trash.

OTHER ACTIONS

- * Launched a program that would promote the planting of a billion new trees a year in America as part of the "America the Beautiful" initiative.
- * Proposed a worldwide phase-out of CFCs, with appropriate provision for safe substitutes, in order to protect the stratospheric ozone layer.
- * Hosted an international White House Conference on Global Change this month and offered to host the first negotiating session aimed at developing the framework for an international treaty on climate change.
- * Began efforts to achieve the goal of no-net-loss of wetlands. These include a series of public meetings on the no-net-loss policy to be held this summer.
- * Encouraged international cooperation and commitment through emphasis on environmental issues at the economic summit and bilateral meetings with allies and other world leaders over the past year.
- * Offered technical assistance to Eastern Bloc countries now trying to save national environments after years of Communist rule.
- * Began training Peace Corps volunteers in pollution prevention and reforestation techniques.
- * Started a pilot tracking program to prevent the type of medical waste wash-ups that plagued beaches around the country only two years ago.
- * Re-directed the Superfund programs toward "enforcement first," with emphasis on more permanent remedies for abandoned hazardous waste sites.
- * Taken a leading role in the creation and work of the United Nations-sponsored Intergovernmental Panel on Climate Change, which coordinates a long-term assessment of global change.

- * Focused public attention on the need to develop cleaner alternative fuels, an effort that has already prompted several major oil companies to begin marketing reformulated gasoline.
- * Put forward a seven-point plan for improving laws governing food safety. This plan will allow for faster action against problem pesticides and stronger penalties for misuse.

THE WHITE HOUSE

Office of the Press Secretary

For Immediate Release

April 18, 1990

FACT SHEET

UNITED STATES INITIATIVES AFFECTING GLOBAL CLIMATE CHANGE

During his first year in office, the President has advanced a large number of initiatives to enhance the quality of the environment. Several of these initiatives, when fully implemented, will result in substantial reductions in future greenhouse gas emissions in the United States -- at least 15 percent by 2000, and even more in later years. The measures are outlined below.

Full Phase-Out of Chlorofluorocarbons (CFCs)

The President has committed the United States to seeking an international agreement for a worldwide phaseout of the production and use of CFCs by the year 2000. As a further step, the President signed into law a unilateral U.S. fee on production of CFCs. This will reduce U.S. emissions of CFCs below levels allowed by international protocols.

Clean Air Act

The President's proposed revisions to the Clean Air Act call for two steps which will substantially reduce carbon dioxide emissions:

- o A 10 million ton reduction of sulfur dioxide emissions from 1980 levels; and
- o A cap on emissions at this sharply reduced level in perpetuity.

These measures in combination create a powerful incentive for energy conservation in the electric utility sector. The President's proposal on clean air would also increase the use of alternative fuels and includes measures to reduce carbon monoxide, nitrogen oxides, and volatile organic compounds. Both of these initiatives will result in substantial reductions of greenhouse gas emissions.

Reforestation

The President's fiscal year 1991 budget contains \$175 million to fund the first year of a multi-year program to plant one billion trees annually for the next ten years. This program has the potential, if continued for 20 years, to sequester up to 5 percent of annual U.S. carbon dioxide emissions.

Increased Funding for Solar and Renewable Energy and for Energy Conservation

The President's fiscal year 1991 budget contains about \$360 million for research and development activities in solar and renewable energy and energy conservation. This represents a 75 percent increase over the amount requested in the previous year, and an increase of about 10 percent above fiscal year 1990 enacted levels. This research will be critical to identifying technologies which will allow us to meet our energy needs in environmentally efficient ways.

Energy Saving Appliance Standards

The Department of Energy recently issued new appliance standards which will result in increased energy conservation and reduced energy demand to service affected products. These standards are projected to reduce U.S. carbon dioxide emissions by up to one percent by the year 2000.

Commitment to Increased Research

In addition to these measures which will reduce greenhouse gas emissions, the President remains committed to a major research effort. The President's FY 1991 budget proposes spending over one billion dollars on global change research. This research is targeted towards investigating the underlying causes, effects, and consequences of global change. This funding is in addition to the \$660 million already allocated for such research in FY 1990.

#

THE WHITE HOUSE
WASHINGTON

111 1/2



FACSIMILE TRANSMITTAL SHEET

NUMBER OF PAGES INCLUDING COVER 7

DATE 4/18/90

TO Art Coleman

FAX NUMBER 205 323-9846

OFFICE NUMBER _____

COMMENTS _____

FROM Stephanie Blessley

OFFICE NUMBER 202 456-7750

Blessey's Des

(Smith/Blessey)
April 17, 1990
5 P.M.
ALA

PRESIDENTIAL REMARKS: CABANISS FUNDRAISER
FRIDAY, APRIL 20, 1990
BIRMINGHAM, ALABAMA
12:00 P.M.

Jeremiah Denton, Bert Starr Mayor Richard Arrington

Thank you, Ray [Scott], for that introduction. Governor Hunt, Congressmen Callahan and Dickinson, National Committeemen Perry Hooper and Committeewoman Jean Sullivan, Senator Cabaniss, ladies and gentlemen.

A writer once said, "Each spring in Alabama is as delicate as wisteria in the rain and as gentle as falling in love." // It's great to be here in this kinder, gentler time of year. //

It's also a privilege to be in Birmingham on behalf of a very dear friend. One of the great leaders in the Alabama Senate. Soon to be a great member of the United States Senate.

// My long-time friend, Bill Cabaniss. //

((As Bill tells it, this visit arose from a phone call. John Sununu told him, "We've got a surprise for Birmingham that will really excite people." // Bill replied, "You mean Birmingham's finally getting an NFL franchise?")) //

It is wonderful to be back in this State to help elect a superb U.S. Senator. He is what this State and my Administration need. // A Senator who will make Alabama proud. A leader who'll make the Nation proud. Bill Cabaniss is that man. ///

Bill and I go back a long way. We first met in 1978 -- we've been summer neighbors for years. ((We're so close that not

long ago Barbara and I invited ourselves for dinner after we smelled some good old 'Bama barbecue Bill and Katherine had imported from home. // But you know how it goes. Twenty Secret Service men went over ahead of us. The good news is that by the time we got there, they had big smiles on their faces. The bad news is all the barbecue was gone.)) //

This year, Bill Cabaniss has plenty to offer Alabama voters. He is a man of character, a family man -- great wife, two great kids. He values loyalty -- worked for me in 1980. In '88, he cast our first vote at the Republican National Convention. // ((Like me, he is a charismatic speaker. // Also, Bill keeps things in perspective. It's like he says: "It's fine that you're here, Mr. President. But if you really want to wow the crowd, bring Barbara.)) //

Not surprisingly, these qualities have endeared Bill to the voters since his election to the Alabama Senate. Just as they've impressed his peers. // In 1987, Bill was named Best State Senator by colleagues in a body then 6-to-1 Democratic. He's respected because he's a man of experience and judgment. // He knows that only new ideas can create the new leadership needed for the new decade of the 1990s.

These new ideas are found at every level of our Republican Party -- they're the reason you don't just mean Alabama football when you refer to a Southern "Tide." // Since the 1988 election, 215 former Democratic elected officials and leaders have turned Republican -- 179 from the South and 14 from Alabama.

Churchill said, "Some men change their principles for their party." These men changed their party for their principles. // They joined us because they want to move beyond an Alabama of status quo toward an Alabama of status grow. // An Alabama of new ideas. // The Alabama of Bill Cabaniss. //

One new idea is our belief that greater competitiveness and incentives mean greater growth. Look here at Birmingham -- often called the "Pittsburgh of the South." So it once was with steel and iron -- and is today with high tech and higher learning. // Bill Cabaniss wants us to be more competitive. As a businessman, he knows that a lower capital gains tax rate frees more capital for investment -- and that more investment means more jobs. And Bill knows his geography. Japan has a much lower capital gains tax, while countries like Taiwan, Korea, Singapore, and Hong Kong don't tax them at all. So Bill supports our capital gains tax cut. // Once again I call on the Congress to pass that bill. // It's time we stop giving the edge to countries we can out-think, out-work, and out-perform any day of the week. ///

Bill also understands that only an educated work force can be a competitive work force. Alabama needs him and I need him in the Senate to back our Educational Excellence Act of 1990. // Bill's opponent believes in the old and discredited idea that tax and spend can make U.S. education Number One. Bill and I disagree. There's nothing new about excellence. What is new is the idea of demanding higher standards, greater accountability, and more involvement by parents and communities to achieve it.

((You know, Ray Scott says that the fish I catch aren't any bigger than his -- but my stories about them are. // Let me tell a story that's true. In 1961, Bill was at Airborne School in Fort Benning, Georgia. The sergeant called out, "Cah-BAN-ahs." Bill corrected him: "Sir, my name is Cabaniss." // Not surprisingly, at midnight Bill was still running laps and doing pushups. The next day, the sergeant again called, "Cah-BAN-ahs." Bill replied, "YES, SIR.")) //

Talk about a quick study. // But that's just what we need in the U.S. Senate, as this country faces enormous challenges in the new decade of the '90s. // Like the fight against crime and drugs, and our campaign for a cleaner environment. And it's the Republicans who have the new ideas to meet these challenges. //

For instance, in January, we unveiled Phase II of our National Drug Control Strategy to knock out crime and drugs. We must toughen our laws and expand the death penalty for drug kingpins. // Capitol Hill doesn't need politicians who soft-pedal the need to be hard on crime. It needs a Bill Cabaniss who believes the penalty should be just as tough as the crime. //

And when it comes to the environment, here too we Republicans have plenty of new ideas to make it clean and safe. From expanding our parks to planting one billion trees a year to banning asbestos. // What's more, earlier this year we proposed a major rewrite of the Clean Air Act to cut smog, acid rain, and toxic pollution. // I'm glad to say the Senate has now passed a clean air bill -- a bill that was gridlocked through the 1980s.

// It's been 13 years coming. But no American should have to wait another day for clean air. So I call on the House of Representatives to move promptly to produce a bill consistent with the principles I have stated for an environmentally strong and economically sound new Clean Air Act. //

In that spirit, this week is the 20th anniversary of Earth Day. And I can't help thinking what a breath of fresh air Bill Cabaniss would be in Washington, D.C. // Like me, he hopes the House will act soon, and responsibly. As a staunch defender of the environment, there's one thing Bill wants to make absolutely clear -- and that's Alabama. //

Let me close with the issue which perhaps most clearly shows the gulf between new and old ideas. Child care. // Bill's child-care position rests on that historic 'Bama trait: Common sense. // Like me, Bill Cabaniss supports what works.

That's why he backs our child-care program which gives parents the freedom to choose. It's a \$10 billion program to help low-income working Americans by increasing choice in child care through tax incentives, not Federal intervention. // We want to ensure that parents, not bureaucrats, decide how to care for America's children. And I will not see the option of religious-based child care restricted or eliminated. //

Bill Cabaniss wants to protect religious child-care centers, and parents' freedom to use them. But many liberals support the child-care legislation passed last month by the House

Democratic leadership. Let's take a look at what that bill would mean to this State and every State. //

The House bill would cost \$30 billion -- and force many States to change their rules. // It would create a Federal Committee -- really, a straitjacket -- to produce national child-care standards, replacing local standards that reflect local needs. // And it would put Federal funds into more endless paperwork -- creating 120 pages of new child care law. Who would be hurt the most? Those who need help the most. The parents.

The truth is that we don't need all this new bureaucracy. It would be redundant, wasteful -- an invitation for Big Brother to get involved in yet another part of our lives. We don't want to expand the budget of the bureaucracy. We want to expand the horizons of our kids. // So let's reject those who measure progress made by dollars spent. // And instead give families the help they need to solve the child-care problem themselves. // Liberals say, "The Federal government knows what's best for our children." Bill Cabaniss and I say: "Parents do." //

You can see, I hope, how much I think of Bill. How I respect him, trust him, and how much we need him in the United States Senate. //

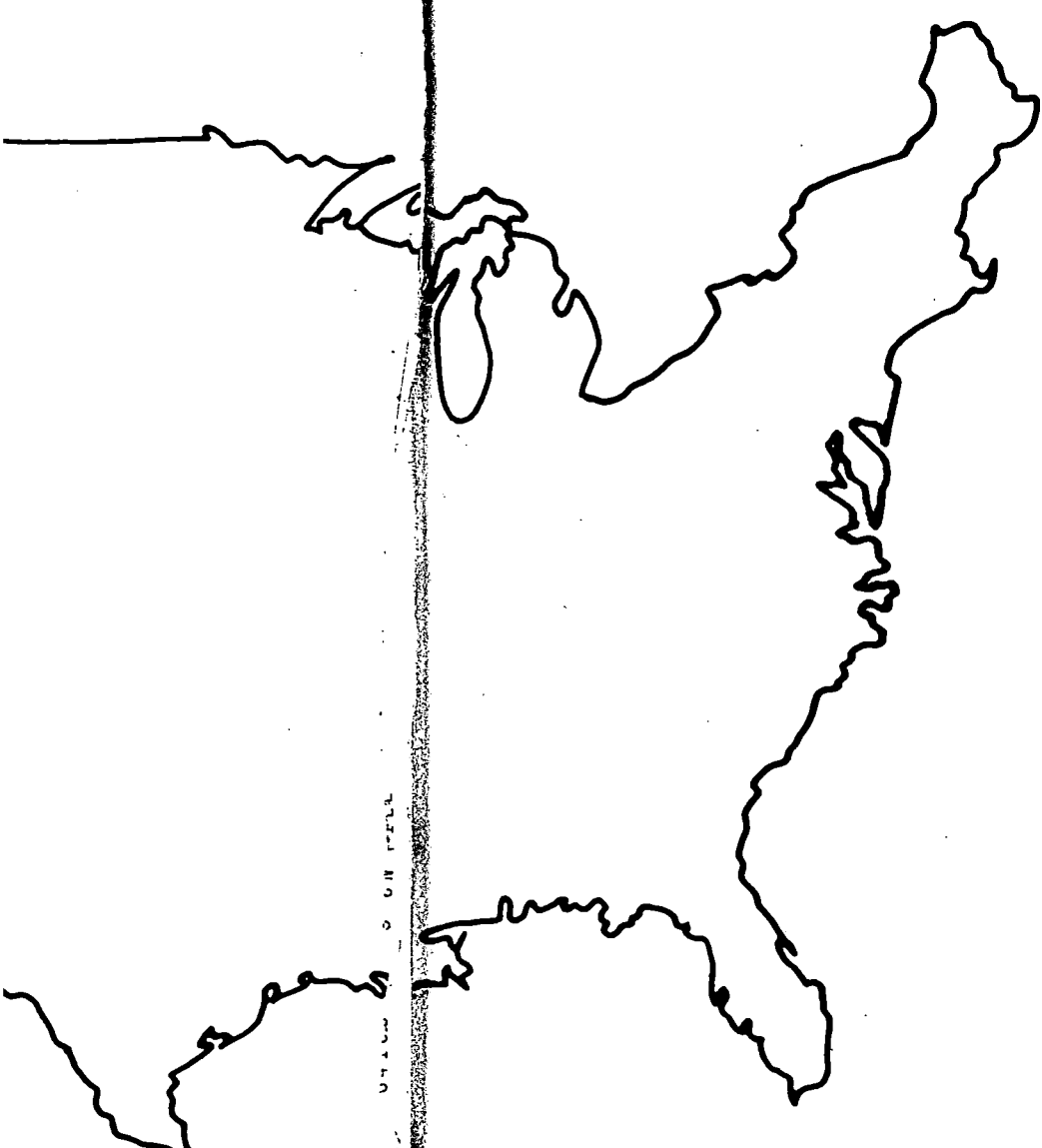
To some, new ideas mean another new bureaucrat to pick your pocket. // Bill Cabaniss knows better, because he knows the families, the taxpayers, the working people of Alabama. His ideas will help those people. And reflect the spirit of Alabama -- the spirit of America-Can, not Washington-Must. //

I came to this great State to ask you to help this man. A public servant I admire. A wonderful friend I rely upon. Help him do for America what he's done for Alabama. // Thank you for this occasion. God bless the United States. And let's make Bill Cabaniss the next Senator from the great State of Alabama.

#

AMERICA THE QUOTABLE

*Mike Edelhart and
James Tinen*



Facts On File Publications
460 Park Avenue South
New York, N.Y. 10016

sat on her nest in the briars watching her brood."
Walt Whitman
"Starting from Paumanok"
1881

THE LANDSCAPE

"The blanket of good fortune for the traveler spreads across the landscape of Alabama, wrinkled by timbered mountains and rugged canyons, smoothed flat by the sands of Dauphin Island that drift like spun sugar into the Gulf of Mexico."

Caleb Pirtle
Fodor's Sunbelt Leisure Guide
1979

PEOPLE

"The quietly wealthy aristocrats of Alabama live in an atmosphere of good music, good libraries and good food."

Pearl S. Buck
America
1971

* * *

"Alabamians are prone to rebel even against rebels [politicians]."

Robert Sherrill
Gothic Politics in the Deep South
1968

* * *

"The budding of folk history is a healthy sign. If it continues to flower, the majority of white Alabamians may someday be purged of a lingering regret that their forebears were not planters."

Virginia Van der Veer Hamilton
Alabama
1977

* * *

"Alabamians relish the scent of hickory in barbecue, a dash of pepper sauce on turnip greens, and a side order of tomfoolery with their politics."

Virginia Van der Veer Hamilton
Alabama
1977

WAY OF LIFE

"Today life in Alabama no longer centers in baronial plantations and great old houses. A new and vigorous

life has come to the dignified old state. This new life centers around the blast furnaces of Birmingham and the cotton empire around Montgomery."

Pearl S. Buck
America
1971

* * *

"Alabama, for some reason I cannot determine, seems to me to be the most southern state of the South. An air of the past hovers about it still. Perhaps it is because the houses I have visited there are old plantation homes, where quiet, civilized people live very much as their forefathers lived except that slavery is no more."

Pearl S. Buck
America
1971

* * *

"Stick a needle into each town on a map of Alabama where a garment plant is located and the state would look like a porcupine."

Neal R. Peirce
The Deep South States of America
1974

HISTORY AND POLITICS

"The lively and talented young people I had met in Harlem were scurrying to whatever briar patches they could find. I found one in Alabama. It [the Depression] was the best of times and the worst of times to run to that state for refuge. Best, because the summer air was so laden with honeysuckle and spiraea it almost drugged the senses at night."

Arna Bontemps
The South Today
1965

* * *

"Early spring in Alabama is as delicate as wisteria in the rain and as gentle as falling in love, but George Wallace is having none of this. He is dishing out his politics the way many of his fellow Alabamians like their whiskey and religion—as hot and raw as white lightning and as primitive as Baptist fundamentalism."

James R. Dickenson
National Observer
1970

* * *

[After George Wallace called federal bureaucrats "outlaws"]: "If the outlaws—the Robin Hoods who collect from the rich states and distribute to the poorer according to need—should withdraw federal support from Alabama, grass would grow in every

Steele House
Montgomery
242-7100
Grover Abbott

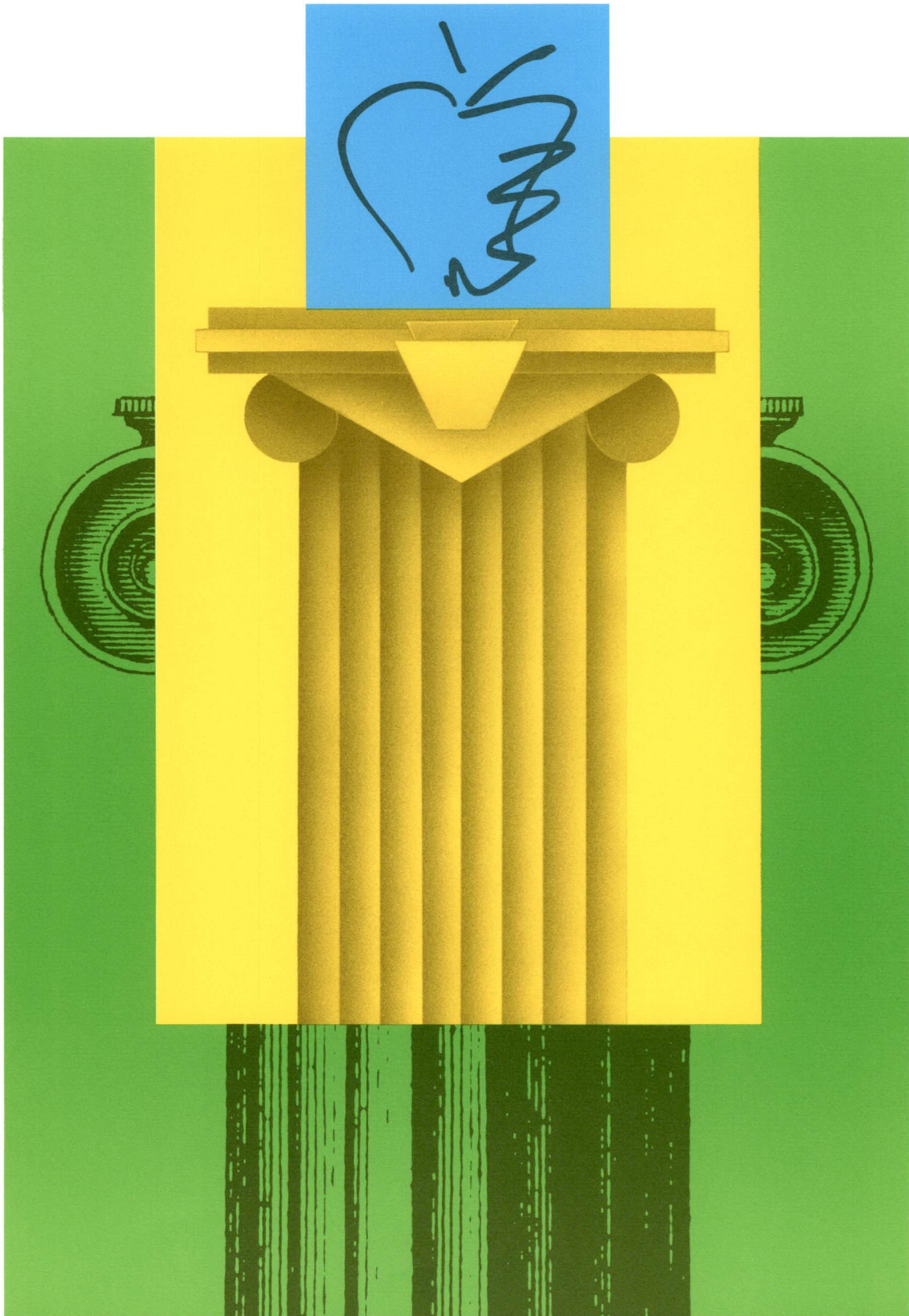
~~Don~~
Steele Research
873-8815
873-8565

Outlaw, Arthur
not at head table

Morris Boyle

Alphonse
Steele Party
324-1990
Steele Trunk
Party

SCHOOL REFORM IN 10 STATES



SCHOOL REFORM IN 10 STATES

DECEMBER 1988



Education Commission of the States
1860 Lincoln Street, Suite 300
Denver, Colorado 80295

This publication was funded in part by the John D. and Catherine T. MacArthur Foundation. The views do not necessarily reflect those of the foundation or of the Education Commission of the States.

Copies of this book are available from the ECS Distribution Center, 1860 Lincoln Street, Denver, Colorado 80295, 303-830-3692. Ask for No. SR-88-1.

© Copyright 1988 by the Education Commission of the States.

The Education Commission of the States is a nonprofit, nationwide interstate compact formed in 1965. The primary purpose of the commission is to help governors, state legislators, state education officials and others develop policies to improve the quality of education at all levels. Forty-eight states, the District of Columbia, American Samoa, Puerto Rico and the Virgin Islands are members. The ECS central offices are at 1860 Lincoln Street, Suite 300, Denver, Colorado 80295. The Washington office is in the Hall of the States, 444 North Capitol Street, Suite 248, Washington, D.C. 20001.

It is the policy of the Education Commission of the States to take affirmative action to prevent discrimination in its policies, programs and employment practices.

CONTENTS

INTRODUCTION

1

CHANGING THE TERMS OF DISCOURSE

2

STATE PROFILES

California

Colorado

Florida

Illinois

Massachusetts

Minnesota

South Carolina

Tennessee

Texas

Washington

INTRODUCTION

The purpose of this report, the third in a series supported by the John D. and Catherine T. MacArthur Foundation, is to provide a brief look at the recent history of the education reform movement in 10 states. The selection of states grew out of the first publication in this series, “. . . *the best of educations*,” by William Chance, former executive director of the Washington State Temporary Committee on Educational Policies, Structure and Management.

Chance chose seven states — California, Colorado, Florida, Illinois, South Carolina, Texas and Washington — for his description and analyses of the process of implementing education reform. This report uses the original states and adds Massachusetts, Minnesota and Tennessee.

Massachusetts was included because of its unique approach to building a reform package with local control and incentives in mind. This was one of the first states with an incentive program to encourage districts to restructure schools. Tennessee was selected because of its unique state-funded and state-operated career-ladder program for teachers, and Minnesota for its effort to give students more enrollment choices.

Tracking education reform activity was an easier task in the years immediately following the 1983 release of the hallmark *A Nation at Risk* report. In the initial reform states, one large reform law or package of laws usually was enacted. In each successive year, implementation rules and regulations, funding changes and delays, unforeseen costs and other problems have caused changes in the original reform objectives. For the most part, however, most of the reform programs have stayed in place.

But what were easily identified as discrete reform activities in 1983–84 have started to blend into the general business of education, making the tracking of reform activities more difficult. In some states, the reform mandates already are part of the education mainstream; in others, they are still identifiable, and in yet others, reform activity is still being initiated. It now seems appropriate to ask at what point states must quit looking at education reform as a discrete venture.

This report gives some historical perspective to the details of education reform in 10 states. It begins with an essay by William Chance, who takes a thoughtful look at how American school reform thus far has transpired. He argues that the so-called “first wave” of reform in the early 1980s carried with it numerous lessons for policy makers who may have been overly optimistic about how much improvement could take place in a short amount of time. The period also revealed the complexities of American education, he says, complexities that now must be dealt with more fundamentally through different means — more collaboration, for example — and in different fashions — a new type of school, not simply an alteration to a traditional one.

Chance closes with some specific suggestions of what a restructured school system must include. He notes that change will take time, but predicts that demographic shifts and concerns about the preparation of the work force will keep the pressure on the education community until those changes are complete.

Chris Piphon, director of the ECS Information Clearinghouse, follows with his look at how education reform has transpired in the 10 states.

PREVIOUS REPORTS

Other publications in the ECS school reform series, sponsored by the John D. and Catherine T. MacArthur Foundation:

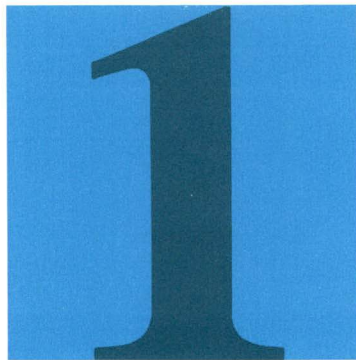
Chance, William. “. . . *the best of educations*.” Chicago: John D. and Catherine T. MacArthur Foundation, 1986.

Education Commission of the States. *School Reform in Perspective*. Denver, Colorado: ECS, 1987.

CHANGING THE TERMS OF DISCOURSE

Restructuring Education in America

by William Chance



REFLECTIONS ON THE FIRST WAVE

The first cycle of the Great American School Reform Movement of the 1980s has passed. If the millennium has proved more elusive than expected, Chris Pipher's review of the experiences of 10 states makes it clear that substantial progress has occurred. Perhaps as important as these accomplishments, exposure to the complexities of public education has contributed to a new understanding of what ultimately must transpire. That assignment is fundamental restructuring, and that requires a change in the terms of discourse.

Late in 1985, shortly after ". . . *the best of educations*" went to the printer, a school reform panel was convened at a national conference in the Southwest. The remarks of participants in the meeting were more elaborately garnished with criticisms than plaudits, as charges that the state programs were driven more by concerns for the economy than learning, the processes of change were more political than educational and the reform movements were more central than participatory recurred throughout the day. Speakers also insisted that the effects of the reforms were superficial as states followed each other down the same unexamined paths; almost everyone agreed that because of the deeply embedded character of the system, the prospects were not bright and the waves of reform probably would crash on the rocks of convention and custom.

Although not as extreme, some of this skepticism is apparent in the appraisal of the first wave of reforms in “. . . *the best of educations*,” which opens with this observation:

Following the heat of summer, it is difficult to measure the effects of a storm, and so it is with all of this. The reforms are seen both as significant and superficial. Skepticism over their relevance, precision and persistence underlies metaphorical references to Band-Aids, furniture rearrangements and additional coats of paint. A Washington-based analyst argues that “if the reforms do not affect who is teaching and what is going on in the classroom, they hardly can be considered reforms. One is hard-pressed to employ the term reform — improvement maybe, but to call it reform is to misuse the vocabulary.”

A May 1988 *Newsweek* article carried this assessment:

All 50 states have adopted some form of reforms, some starting before 1983. More than a dozen have completely overhauled their school systems. Roughly 40 states have raised high-school graduation requirements; in 19, students must pass a test to receive diplomas. Forty-six have mandated competency tests for new teachers; 23 have created alternative routes to certification. Teacher salaries have increased, on average, more than twice the rate of inflation, to \$28,031 this year. Six states are now legally empowered to “take over” educationally deficient schools. . . . Nationwide, average combined SAT scores have recovered 16 points since 1980, reversing a 90-point decline from 1963. . . .

Other measures tell a more depressing story. The high-school dropout rate continues to hover around 30%. U.S. students still rank far below those in many other countries — particularly in math and science achievement — and books charting the appalling lack of knowledge by American youth have become fixtures on best-seller lists. Alarming, some experts conclude there has been the least progress at the bottom of the educational heap.

Whatever else, the experiences and the changes of the first wave were positive and essential, but policy makers now understand that the business of school improvement will require more time and dedication than initially thought. In addition, a new appreciation of the importance of collaboration is forming, and this is contributing to recognition of both a broadened range of efficacy and responsibility for the schools and to new levels of sustained governmental, business and citizen participation.

Equally important, the first wave revealed a great deal about the complexities of public education in the United States. Most of the changes carried an implicit endorsement of the existing system as the consummate form. Expanded high-school graduation requirements, attendance rules, indicators of performance, teacher salary increases, all logically if quietly presume the continuation of the design of the conventional education structure. They fit within the existing matrix. In this sense they are modifications and adjustments to the prototype rather than alternatives. Frank Newman, ECS president, recently hit the nail on the head when he noted that the goal of the first wave of school reform essentially was “a good 1960s school.”

The American educational system, the structure with which most people in this country are familiar, is a pragmatic product of a comparatively brief evolutionary process. Its form was determined by objective circumstances that were at least as much economic as educational. There is nothing new in the charge that contemporary reforms have been more economically than educationally motivated. Understanding of the “school problem” will be heightened by some appreciation of this.

THE FORMATION OF THE PUBLIC SCHOOL SYSTEM

The developmental process that led to the present way of doing things can be traced at least to the end of the last century and the advent of universal secondary schooling. The cardinal question facing 19th and early 20th Century visionaries was whether the new public high schools should stress a classic curriculum or programs more immediately relevant to the work place.

The debate transpired in the midst of general population increases and what must have seemed ceaseless streams of immigrants that were bringing to the schools native-born children from social classes not previously represented and unprecedented numbers of new arrivals who could not speak English. At this time the most powerful force in the country was industrialization — “the application of mechanical power to the production of goods” — and, along with that, a management penchant for the application of scientific principles to the production process; in a not especially unique manner, these things carried over to the newly forming education profession.

In effect, they ordained a role for public education of keeping children in school and out of the employment market both to control the supply and to ensure that students would be funneled in as adults with at least minimal manual skills. The operative emphasis in the schools for most children gradually shifted onto coping strategies to keep them in school until they could be eased into the labor market, with manual skills, a sense of social purpose and a strong work ethic. Form follows function, and the structure of the system developed accordingly.

During this formative period, academic offerings for the college-bound came to represent a diminishing fraction of the whole, and differentiated tracks (vocational, general, fast and slow) formed and expanded through the curriculum. The system acquired a structure and organization in which children advance within annual cohorts. Seat time, the Carnegie Unit, is a surrogate for competence, and different capacities and interests are accommodated by different tracks and courses of differentiated difficulty.

In effect, the education process is a production grid, a management model, as learning is organized into discrete cells: types of schools — elementary, middle, secondary, junior college and college; tracks — academic, general, technical and vocational; time grids — five days a week, six to 10 periods a day; and subjects — communications, computation, reasoning, etc., separated into discrete disciplines, English, math, history and treated separately.

This matrix is the educational “structure.” In a recent article in *Phi Delta Kappan*, Barbara Tye referred to certain aspects of it as “The Deep Structure of Schooling.”

Walk into a public high school in any of the 50 states, and you are likely to find yourself in familiar territory. You will not be surprised by the physical uniformity of classrooms; the overall control orientation of policy, programs and pedagogy; the general similarity of curriculum and schedule; the reliance on test scores as measures of success; and the practice of tracking.

Although educators and non-educators alike are becoming less tolerant of its limitations and more questioning of its claims, the structure persists. Perhaps it offered an effective response to the industrial needs of an earlier and simpler era, producing workers prepared to meet work schedules on the lines and in the mills, but now the industrial sector has changed, and an educational system designed for what have become obsolescent requirements is encountering difficulty fulfilling expressly different needs. If prevalent assumptions about the future are correct, existing conceptions of the form and nature of the educational

system are becoming as irrelevant as outmoded industrial plants. This is glaringly apparent as society struggles with only moderate success to meet calls for graduates possessing critical-thinking capabilities, adaptivity and literacy — people with intellectual skills who can read and write. These new demands shape the modern economic imperative — the one that now propels the reforms of the eighties.

ECONOMICS AND EDUCATION

The state reforms were influenced by economic considerations from the beginning, although the initial issues were obscured by uncertainty over the emergent images of the economic future. The character of the economic argument changed during the course of the first wave, from the early eighties when much of the attention was directed to programs to entice industries to relocate from one state or region to another. Governors viewed the quality of schools as vital factors in their industrial and economic development plans, and a close economic-education relationship was considered essential to building business-sector support for the additional taxes normally required to accomplish educational change.

More recently, smoke-stack chasing and inducements to industrial relocations have become suspiciously similar to a zero-sum game, as national commerce increasingly confronts a worldly flow of goods and the trade balance tilts the wrong way. The clearest signal of a new atmosphere was the 1983 National Commission on Educational Excellence's report, *A Nation at Risk*, which unreservedly focused the national interest on the economic threat from abroad. With this report Americans began to appreciate the changing nature of the international economy and the importance of an effective educational program to the maintenance of any kind of national competitive edge. Few missives describe the hazard created by an inadequate educational system more dramatically, and that report has achieved a level of national recognition rarely accomplished by governmental documents.

During the brief period encompassed by the first wave, the economic circumstances changed almost more strikingly than can be described. Now modern communications transmute fresh terms depicting new concepts and trends into overcooked phrases almost before the significance of what they describe can be grasped: "global economy," "technological integration," "hi-flex industries and work places," "Pacific Rim," "world trade" and others portray events that unfold as one reads of them. America's progression from mass production/mass consumption to high-flex systems directed to individualized tastes and styles, the growing presence of foreign trade and the incredibly portentous demographic changes facing the country are without prevenience.

In an almost ironical way, the rapid movement of these expressions into the lexicon dulls the importance they represent. Yet, any way it is stated, the American economy is undergoing fundamental change as this nation becomes a partner in fully integrated global economic and technological systems. Glenn Pascall, writing in a recent issue of the *Seattle Times*, offers this metaphor: "For the first three postwar decades, the world economy looked like a layer cake. The U.S. layer was on top, with frosting. Today the world economy is a marble cake. Productive resources anywhere belong to owners from everywhere. There is no way to neatly slice the most delectable piece from a marble cake."

New technologies and the importance of instantaneous communications along with increased productivity in manufacturing and agriculture are contributing to the prominence of the service sectors in the national economy. Goods-producing sectors accounted for 45% of the American working population in 1929. By 1977, the portion they composed had declined to 32%, and by 1986 the percentage had contracted to 25%. The service sector accounted for the remainder. Between 1958 and 1982, manufacturing declined from 30% to 21% of the GNP.

Additional dynamics with educational implications stem from modern managerial practices, especially the trend to increased delegation of responsibilities to production units. This is what Marc Tucker and David Mandel refer to in their paper, "Competitiveness and the Quality of the American Work Force," as "pushing decision making down to the front line of workers and giving the people in these units the freedom to decide how to get the job done and holding them accountable for results."

In *The Next American Frontier*, Robert Reich writes of future production lines that require precision engineering, are custom-tailored to buyers' specific needs and depend on rapidly changing technologies, all of which will be produced by "flexible systems." These are critically dependent on employees' skills and organizational teamwork.

The requirements of economic competitiveness cannot be fully grasped without reference to the convulsions transpiring in the composition of the population and which are certain to carry over to the work force during the remaining years of the present century.

It is hard to improve on Harold Hodgkinson's commentary in his report, *All One System*, especially the statement, "[W]hat is coming toward the educational system is a group of children who will be poorer, more ethnically and linguistically diverse, and who will have more handicaps that will affect their learning. Most important, by around the year 2000, America will be a nation in which one of every three of us will be non-white. And minorities will cover a broader socioeconomic range than ever before, making simplistic treatment of their needs even less useful."

The enormity of future requirements for qualified workers pushes the issue of the high school dropout to the status of a national scandal. America's need for educated and capable citizens is such that few states can ignore more than a quarter of their high school students and still face their economic futures with confidence. Similarly, no state any longer can write off inner-city schools as warehouses for street kids until they leave or pass through the system. In an unprecedented way all children are vital, even if monumental efforts are required to engage them.

Part of the uneasiness over an economic influence on the education system is associated with fears that the public schools will become subordinated to the demands of the work place; that is, in focusing on the economic dimension, the enormously more important relationship between an effective educational system and the civic culture — the crucial need for enlightened participants in the social and political systems — will be ignored. To minimize this connection is to enhance the possibility that the nation will achieve its economic goals and lose its social values.

The present messages are more reassuring. They emphasize core competencies, literacy — indeed, the higher literacies — for all students. Specific job skills are to be added only when the core competencies (which also are now viewed as essential job skills) have been acquired. Five years ago the National Academy of Sciences, in its report, "High Schools and the Changing Work Place," spoke of "command of the English language, reasoning and problem solving, reading, writing, computation, science and technology, oral communications, interpersonal relationships, social and economic studies and personal work habits and attitudes."



This listing represents a new synthesis that suits graduates well for work and for civic participation. If accomplished, it will ensure that each high school graduate will be prepared for the work place *and* for further education. This is as it should be. The ostensible dichotomy between academic and vocational preparation is diminishing, and it is becoming more difficult to identify a specific place in the school curriculum where job preparation should occur.

Many of these things were not well understood during the early years of the first wave. Now more is known both about the magnitude of the problem and strategies that will work. The kindergartners in school in 1988 will make up the first high school graduating class of the 21st Century. The implications for education are enormous, as the nation struggles to meet work-force requirements. This is at least part of the message the new economic imperative conveys.

For now it is sufficient to note that in both the past and present contexts the economic influence was strong. It was an economic force that supported curricula weighted toward social relevance and away from academic irrelevance during the first 70 years of the present century. It is a subsequent series of economic reactions centering on the quality of education, its relationship to a different kind of economic growth and development and to corresponding anxieties over the nation's international standing that stimulate and shape the reforms of the eighties and the call for a basic substantial education for all students. These different expressions of economic determinism parallel the nation's shift from an industrial to an information or service economy.

THE FORM AND EFFECTS OF THE FIRST WAVE

Most of the changes accomplished in the first wave were directed to improvements in student achievement, often in the form of strengthened graduation requirements, college admission standards, testing, competency statements, no-pass/no-play and attendance rules, etc., and to the education professions, as salary increases, strengthened certification requirements and, in some cases, differentiated salary systems. In a few states changes were directed to earlier childhood education, largely attributable to concerns over children at risk and the needs of working parents. Sometimes these were coupled with school latch-key programs where children were afforded opportunities to gain enriched educational and cultural experiences through their early learning years.

The emphasis was on mandated change. Essentially, the states accomplished by statute, executive order and budgetary effect about as much as they could through those devices. A great deal of commonality occurred as decision makers looked to other states for examples, choosing from among the various packages the elements that best fit their needs.

Observations that these efforts were political, uninformed and top-down, if overstated, probably are accurate, but they should not be considered pejorative. It is important to recognize that attention was necessarily directed to those things that were amenable to change via the political process. And in this respect, virtually all of the change processes acquired a political character as governors and other political leaders placed education at the top of their agendas, legislative assemblies rather than board meeting rooms

served as the arenas for debate and action, and statutes rather than department regulations became the media of change.

The pattern is changing, but it helps to remember that public education is a state responsibility met through funding programs that frequently compose the preponderance of the state budget; thus, a charge of politics should come as no surprise, though it does not follow that the resultant reforms were antithetical to educational improvement or that the education sector's influences were unfelt. Rather, in most of the states, educators, state superintendents and departments of education performed decisive roles.

In Illinois, for example, the state superintendent worked for the enabling legislation creating a blue-ribbon study committee and ensured that the department provided all needed information to the committee. In Colorado, the state superintendent obtained legislative support for a deliberate reform process. In South Carolina, the state school chief was an active participant with the governor and members of the legislature in the reform effort, and the work of that department was crucial to the success of the blue-ribbon committees there. In California, the effective coalition comprised a reform-minded state superintendent and educationally concerned legislators.

In fact, in all of the reform states, even though the initiative may have resided more in the political than educational realm, there was no instance in which anything less than a political/educational/public coalition operated. One mark of leadership is the capacity to surmount impediments through coalition building. This is especially so in education.

Governors took the lead in almost every state in spite of formidable obstacles. Separation of powers is the most vivid feature of the American political system, but it ventures close to the extreme in the states — “the laboratories of democracy,” where not only are the three branches of government divided, but the executive and legislative powers are dispersed among myriad elected or selected officials — treasurers, attorneys general, school superintendents, auditors, etc.

Although the president of the United States is the unmistakable national executive with plenary executive power, the governors of all American states share executive authority with others whose names appear on the long ballot or whose appointments rest in the hands of an almost infinite variety of boards and commissions.

This fragmentation of power does not reduce civic expectations, especially with respect to the economic well-being of the populace. Education is the social sector most closely linked to economic vitality in the conventional wisdom. Yet, nowhere in government is the dispersal of authority more apparent than here. **Even so, the reform processes resulted in the accomplishment of surprisingly sweeping programs, often paid for with funds from new taxes, the traditional cul-de-sac of major policy initiatives. In doing so they revealed something new about leadership.**

Another charge is that because they were political, the reforms were uninformed. Considerable relativity is apparent here. There was not a strong presence of deep research behind many of the more popular changes, but there was more than most realize. There also was a continuous presence of knowledgeable people, such as John Goodlad, Mortimer Adler, Ted Sizer, Diane Ravitch and many others.

Policy makers normally knew what they were doing and where they were going. Many were former educators or administrators. Others took great pains to inform themselves on the issues. Legislative staffs tended to be well read and advised. National organizations ensured a steady flow of information as they made dissemination and advisory services an organizational priority. Many people served as consultants to legislative committees, and study panels and select committees were prominent in all of the states.

Perhaps more important is that the ideas reflected in the committee reports and the education packages overwhelmingly emanated from practitioners. In the words of one former select committee member:

Virtually all of the people who offered testimony were educators or associated with education. All of the papers were prepared by the same kind of people. This is where the committee got all of its ideas.

A Texas school administrator related his experience with the study committee there.

There is a perception that the ideas were Ross Perot's. I really think that most of them came from educators. The select committee went all over the state. It received input from all over. After it was finished, educators could not understand why people felt it was done over their opposition. Many looked upon it as anti-establishment, but the vast majority of the changes came from educators.

Obviously, the policy process is a two-way street — if educators need politicians, the reverse is equally so.

This brings up the final charge, that the changes were unduly “top-down,” developed in a low-participation manner, in contrast to a “bottom-up” model, which implies change proceeding from the grass-roots to the policy stage through a high participation process. Both forms carry judgmental connotations: top-down is bad; bottom-up is good.

At a fairly narrow level of abstraction there were commonalities among all of the states. In South Carolina, the quintessential bottom-up state, the changes involved: (1) statewide select committees, (2) the active leadership of political figures and (3) omnibus legislation. This also was the pattern in Texas, usually labeled a top-down state. In fact, while the South Carolina process offers an excellent model for local participation in the policy process, wide participation was an aspect of most state programs, including Texas and other “top-down” states.

There is a lot of relativity here. Because virtually any state process, including the provision of appropriations to run the schools, is in some manner top-down, the label does little more than note the obvious. If South Carolina is a good example, and it is a very good one, prospects for success hinge less on the label than on the extent to which the process includes implementation linkages that join the state and the districts in a program of mutual accommodation.

WHITHER REFORM?

As one considers progress, the natural question is whether things are on the right track. The answer must be qualified, with the qualifications stemming from impressions that while the reforms are heading in the right direction, they must extend to more fundamental problems, those associated with the structure of schooling. They must get beyond the first arguments. Over the long run, fundamental restructuring, a changed matrix, is required. This means altering both the form and the process. It requires merging artificially separated curricular elements into a more logical whole. It extends to new conceptions of delegation, involvement and the empowerment of teachers. It raises questions about when children enter school and how they should progress through it. It changes the relationship between the system and the

state as authority is delegated downward to the districts and the schools. It challenges the present age 6–18 conception of schooling, inquiring into the possibility of one that begins and ends earlier. It calls for the elimination of tracking and a new emphasis on core competencies for all students. It offers choice, for parents, teachers and students. In more specific terms, fertile aspects of a restructured system include:

- The option of universal preschool for all students and the presence of parent-sponsored latchkey programs in all elementary and middle schools
- A true elementary-secondary system, with the elementary-school emphasis on the basic skills and early exposure to foreign languages and cultures for all students
- A secondary-sector emphasis on core competencies, perhaps exemplified by those proposed by the National Academy of Sciences in 1984: command of the English language, reasoning and problem solving, reading, writing, computation, science and technology, oral communication, interpersonal relationships, social and economic studies, and personal work habits and attitudes, with additional attention to higher literacies in the advanced years
- Treating the compulsory attendance age as a significant threshold by forestalling tracking through grade 10 and ensuring that all students master the core competencies by that point in their lives
- Moving away from reliance on credits to competency-based programs
- Substantial post-grade 10 options in academic, technical and vocational fields integrated with postsecondary programs in universities, community colleges, vocational centers or on the job training associated with direct entry into the work place
- An educational system characterized by choice, including opportunities for students who drop out to subsequently re-enter and complete
- Flexible, team-centered, adaptable and decentralized decision structures present at each school, with management autonomy delegated to people at the building level and substantive teacher involvement in academic planning
- A more fully integrated profession of teaching, with perquisites for public school teachers that are comparable to those for university faculty and professional interactions among teachers at all levels, school and college, as peers
- The full integration of technology into instruction, student records (computerized competency portfolios) and school management
- Movement of the concepts of lifelong learning and the Learning Society from rhetoric to reality

There are other aspects, but these are the more apparent. Clearly, the system must be changed. School improvement has extended to the present system's confines; there is no room for additional high school graduation requirements or time for more tests. Attention must turn to changing the system.

Similarly, the process of change must shift from mandated packages of reforms to more collaborative, cooperative, protracted endeavors. New systems cannot form overnight. With changes of this magnitude, the laws of situation obtain, and a sustained effort, what Dick Elmore and Milbray McLaughlin perfectly term, "steady work," becomes the appropriate mode. Pilot programs, experimentation, trial and error and sharing of experiences are the appropriate levers.

In a promising way, some of this is occurring, as new ideas are tested in programs such as Washington State's "Schools for the 21st Century" project, which extends flexibility from state statutes and regulations for experimentation with new approaches, along with funding for additional staff planning days to design, conduct, evaluate and report on the programs. Governor Booth Gardner is recommending that this program be doubled.

At the national level, a similar focus on restructuring from within exists in projects such as ECS's "Re:Learning" effort, a joint endeavor with Ted Sizer's Coalition of Essential Schools, presently involving Arkansas, Delaware, Illinois, New Mexico and Rhode Island. The goal is a completely redesigned educational system, from the school building to the state department of education. The program involves educational professionals at all levels and is directed to the redesign of teaching and learning in the schools.

There are other examples of new and different initiatives. Choice in public education is a case in point. *Education Week* calls it "an idea based on two pillars of the American system — equal opportunity and open-market competition" and notes that Manhattan's East Harlem program is attracting students from all over the city, Sarasota County Florida's elementary school of choice (which emphasizes discipline and basic skills) has a waiting list of more than 1,000, and parents in Cambridge, Massachusetts, are required to select their children's schools. The dedicated and premier spokesman for the program in Minnesota, Governor Rudy Perpich, reports that his state's program has raised the level of community support for and involvement in the schools.

The country also has gained new awareness of what works for at-risk students. More is known about the importance of early intervention (in the form of attention to child care, early childhood education and parent training), interagency collaboration (school and relevant social agency cooperation), school restructuring (innovative curricula and pedagogical approaches), parent involvement, mentoring and other techniques for keeping children engaged and in school.

Attention to the higher literacies is in some respects at the opposite extreme, but work in this important field is proceeding under an ECS project funded by the John D. and Catherine T. MacArthur Foundation.

The variety and range of innovative experimentation apparent in such efforts contrasts with the conventionality that characterized much of the first wave. It also reflects a new awareness that each school is different, and the task of restructuring should celebrate rather than suppress the differences.

There is other good news. American education is often likened to a pendulum, perpetually engaged in a series of swings between practical and academic extremes. The reform movement is viewed as a restoration, a "return to basics," carrying with it an implicit feeling of "here we go again" and a presumption that the stress on academics will be displaced by other imperatives, probably during the next decade.

Both the pendulum metaphor and the assumptions that call it forth are imprecise. Throughout its modern existence, the practice of American education has fallen short of its more idealistic purposes. While providing *schooling* to the many, *education* has been limited to the few. In the name of egalitarianism the system has fostered elitism.

One of the important virtues of the present reform movement, and one of its engaging simplicities, is that states are mandating the coterminous presence of excellence and equity by insisting on standards that must be met by all students. Explicitly or implicitly, they lead from a presumption that all children can learn. In doing so, they move the system to the goal of universal education for the first time ever.

In some respects, whether the driving force is social or economic is irrelevant. Educated people are essential to the future of this democracy, but the case can be argued equally well on civic and commercial grounds: the educational needs of both are increasingly the same. Perhaps more important, as people respond to these requirements they also may discover that they have closed the gap between education and training — between education for college and education for work — and eliminated the ostensible dichotomy between excellence and equity.

With respect to the future, Americans must become more honest with themselves about the nature of their educational problems and more confident of their ability to solve them. Among other things, this involves reconsideration of the ascription of public education's malaise to virtually anything that exists outside the capacities of the school — whether social or economic conditions, reduction of local control, insufficient funding, parental disinterest or mounting paperwork.

These things are important, but they are not sufficient. It is difficult to attribute all of the problems of education to broken families, a shrinking middle class or the nation's threatened stature in international affairs. Indeed, such arguments render the issue unapproachable, as in their presence one cannot know where the schools are or what they can propose as solutions.

The case must be argued in a more balanced context, one that addresses education's environmental conditions and the efficacy of the system's curricular and programmatic responses to them. Unless this is done, most that is prescribed will prove vapid.

Both the political and the economic worlds are sending compelling messages to the educational sector. Those messages will persist until a sufficiently educated population and work force is achieved.

Improvement will require time, and while the circumstances dictating change are urgent, some time is available. As long as this nation lags in the international economic sphere, attention will ineluctably return to the educational realm. For better or worse, educational improvement and America's future have been linked in the national consciousness. When that happened, education entered into an embrace with an 800-pound gorilla. The embrace will last until the gorilla gets tired.

ACKNOWLEDGMENTS

The impressions presented here formed over several years, perhaps beginning in 1982 with acceptance of the post of executive director of the newly established Washington State Committee on Educational Policies, Structures and Management, a blue-ribbon committee directed to review all aspects of Washington's public education system.

Subsequent work with the John D. and Catherine T. MacArthur Foundation and the report on the experiences of people in seven states represented by “. . . *the best of educations*” led to their further development, as did the activities during the succeeding year with the foundation and ECS when the findings of that report were disseminated.

A year with the Western Governors' Association and preparation of a report on economic competitiveness and occupational education in the western states and activities with the Washington Roundtable, the Washington State Economic Development Board and the Institute of Public Policy and Management at the University of Washington led to further understanding.

The object here is not so much to list these things as to acknowledge the support of these organizations and note that some of these ideas have appeared at different stages, degrees and times in materials prepared under their auspices.

STATE PROFILES

by Chris Pipho



CALIFORNIA

1983

In the summer of 1983, the California legislature enacted and the governor signed SB 813, ch. 498, a major reform law that made more than 80 changes in the education code designed to improve K–12 education. The package included a merit pay (mentor) program, incentives to lengthen the school day and year, higher starting salaries for teachers, consolidation of regular and special transportation programs, mini-grants for teachers to improve classroom instruction and a pilot program to reward high schools for improved student achievement.

While the reform law was enacted and signed, Governor George Deukmejian line-item vetoed \$2 billion in second-year funding, leaving a question about what could be carried out in the 1984–85 school year.

1984

State Superintendent of Public Instruction Bill Honig and the state board of education augmented education reform by adopting an accountability program. A portion of the plan called for increased enrollments in selected academic courses, improved statewide test scores, reduced dropout rates and increased attendance rates, along with increased performance for college-bound students on entry tests and in advanced-placement courses. Statewide targets for these indicators were established for each year through 1990, and the plan ranked schools with students of similar socioeconomic backgrounds on 42 different categories. School districts received their first annual performance report in the spring of 1985.

Also in 1984, Stanford University and the University of California at Berkeley started the Policy Analysis for California Education Project (PACE). One goal of this organization was to provide policy makers with a “nonpartisan, objective independent body” of information on K–12 education. One of the first reports was “The Condition of Education in California,” published since 1985, which documented some of the impact of the reform movement.

The 1984 legislative session concentrated on preserving a \$950 million budget reserve with Deukmejian vetoing 306 budget items. A reduction in class size for elementary students and a high school community service program were among items cut. A study of the feasibility of offering a foreign language program in high school, a survey of school district parenting programs and an expansion of the 12th-grade basic-skills examination were enacted.

1985

The legislature increased state support by 9.4% over 1984 and included full funding for the 1983 education reform law provisions, including the incentives for a longer school day and year. Funding for before- and after-school child care was cut by the governor. New laws identified the values to be reflected in adopted elementary school textbooks and added a required one-semester course in economics to the high school graduation requirements by 1988.

In addition, another PACE study of 20 high schools’ responsiveness to SB 813 showed that between 1982 and 1985, advanced-placement course offerings increased 34%, science classes were up 22% and math enrollment increased 19%. Home economics offerings decreased 21%, industrial arts offerings were down 16%, while English, social studies, music and art offerings remained relatively stable.

The California Educational Improvement Incentive Program, included in SB 813, allowed high schools to earn bonuses of up to \$400 per student. At least 93% of the seniors had to take the California Assessment Program test, and the average scores had to be higher than the previous year. Test participation rose from 79% of the seniors in 1984 to 91% in 1985. Of 1,213 eligible schools, 548 shared in the incentive money. In 1986, funding for this program was deleted from the budget.

1986

Funding for reform implementation was one of the big issues facing the state in 1986. PACE estimated that an enrollment growth of 100,000 students per year would necessitate a 46% budget increase by 1991. In addition, approximately \$1 billion would be needed for teacher salary increases and other reforms, it said.

The state spending cap established by the Gann initiative of 1979, however, restricted state spending to a complex formula based on population growth and inflation. Although the cap had never been reached because of a declining student population and low inflation rate, it was anticipated that the complex set of factors would be reached in 1987. Because this Gann limit would probably restrict the education budget severely, the emphasis, according to PACE, would be on continuing existing programs and serving the increased number of students. Education reform was expected to suffer cutbacks or inadequate funding.

Late in 1986, the California Commission on Teacher Credentialing adopted new regulations and standards requiring colleges and universities to provide clear evidence of the competency of prospective teachers in training programs. The rules also required classroom teachers who supervised student teachers to have training in supervision and to give practice instruction to the teacher trainees in a “cross-cultural” classroom.

1987


The year opened with Deukmejian proposing one of the smallest education budget increases in three years. Spending under this proposal would move from \$15.3 billion to \$16 billion, an increase of 4%. Honig immediately attacked the proposal as inadequate, saying it would force the schools to make a 4% real cut. He explained that 2% of the increase would go to serve the 100,000 new students. Because 1% would come from lottery funds, the state was really giving only a 1% increase when 5% was needed just to stay even, he said. The debate over education funding continued throughout the legislative session with Honig enlisting school officials to help explain the budget needs. Funding for teacher grants was also deleted in 1987.

1988

Deukmejian indicated in his 1988 message to the state legislature that a truce had been made with the commissioner of education. This handshake ended the open differences between the two that had influenced the public’s attitude about the state education system. The governor’s budget proposals did little to further the state reform activities, and Deukmejian decided not to propose additional programs until his Commission on Education Quality issued a final report.

For the districts, however, the financial pinch was not on hold, and they struggled to make ends meet and to meet legal requirements to provide unfunded programs. An amendment to ease the Gann limitations was defeated in June. Clearly, more and more pressure was being placed on the local schools to be not only academically but also fiscally accountable. In the summer, the governor-appointed commission issued its recommendations. It supported Deukmejian’s contention that revising the school funding system was not the best solution to the needed educational reforms in the state. More power and responsibility should be borne by local districts and parents, the panel said.

Reforms that have taken place divert the emphasis from the issue of modifying the finance structure — improved textbooks with more pressure placed on the textbook publishers to provide quality products, improved test scores of minority students and more students opting for advanced coursework. The 1988–89 academic year opened with funds stretched to the limit, continuing enrollment increases and the reality that the projected ethnic groups majority in the schools had already arrived.



COLORADO

Education reform in Colorado took shape through state board study and debate with an eye to local school district needs. The Accountability Act of 1971 and a subsequent legislative confirmation in 1980 set the stage for the state board and commissioner of education to be involved in reform through local school district accountability committees and boards of education. The state's constitutional prohibition against curriculum and textbook adoption is considered by some a relic of another era. In spirit, however, Colorado has always been a strong "local control" state, and this became even more evident as the reform era unfolded.

1983

In the spring of 1983, Governor Richard Lamm released a major report on quality in the schools. It included recommendations for a lengthened school day and year; more involvement from the business community; strengthened high school graduation and college admission requirements; a statewide student testing program; changes in teacher tenure, merit pay, forgivable loans and bonus pay in shortage areas (primarily math and science); and merit pay for administrators.

He asked citizens to respond to the report and the results were generally positive and supportive. Subsequently, Lamm appointed a 32-member Task Force for Excellence in Education. He charged the group to review the recent national reform reports, the status of Colorado education and its relation to the state's economic growth, high school graduation and college admission requirements, and the shortage of math and science teachers. Resulting recommendations were to be presented to the legislature in 1984. Briefly, the task force found "pockets of excellence" in the existing system and areas to be addressed. It also found the state public education system was not in dire need of major repair.

Also in the spring of 1983, the state board and state department of education began to consider the issues and proceeded to identify needed changes in the education system through a process called "Operation Renaissance." The project initiated six separate task forces composed of the state's education policy makers, business leaders and representatives of the community. Each task force was charged with making recommendations to the state board by the end of 1983 on one of six areas: foreign languages, science, social studies, the education professions, school time and the family/school relationship. The board also gave its support to the task forces appointed earlier to address the issues of English, mathematics, college expectations and remedial education.

In addition, the legislature's Subcommittee on Finance began investigating the school finance system to determine how school financing could promote excellence. It was expected to rewrite the school finance laws. Legislation enacted increased the state sales tax by half a percent for a 10-month period beginning in May 1983 for education and other state programs; limited the amount the state review board could add to district budgets prior to or in addition to what individual districts could raise through local tax levies; established the Colorado Advanced Technology (CAT) institute to promote education and research high technology; improved teacher education and ensured computer curricula matched industry's needs; and limited state and local board authority over private schools with the exception of a 172-day requirement for basic academic instruction per year. The CAT institute provisions were not funded.

1984

By the spring of 1984, the Operation Renaissance groups had reported their recommendations, and the state education department was holding forums across the state in an effort to disseminate the information to local school districts. A key feature was a local self-assessment of education quality.

Although the original schedule called for the 1984 legislative session to have the report of the governor's task force, the final report was not released until May 1984, too late for adequate review, debate or action in that legislative session. A major recommendation was to stabilize local property taxes. This would be done by increasing the state share in the school finance act and maintaining an annual increase in the districts' authorized revenue base equal to 7% of the statewide average base in the previous year. Other recommendations were to provide adequate state funding to monitor district performance, to equalize funding of construction needs, to fund the language proficiency act fully and reward schools for superior performance.

By the fall of 1984, the majority of the local district self-assessment efforts had progressed far enough for the education reform movement to be setting itself into motion. The state's bleak economic picture and the legislature's failure to approve increased taxes presented new problems, however. Late in the 1983 session, the 10-month temporary half-percentage increase in the sales tax had been extended until June 1984, yet this did not represent an adequate solution. The monetary backing needed to achieve the goals simply was not available.

The state board of education also had appointed four new task forces to address the areas of special education, occupations and the world of work, gifted and talented programs and school finance. These groups issued their respective recommendations in the fall.

Although the legislature had not tackled the school finance dilemma during the year (or passed a proposed bill to earmark state sales tax revenues for education), the 1984 legislative session did increase equalization funding and establish such a fund for property-poor districts. It also modified the per-pupil formula to lessen the effect of enrollment declines on districts and passed a measure permitting districts to go directly to the voters or appeal to the board of education for extra tax increases. A study of school finance was requested.

In the meantime, the postsecondary education scene was facing considerable scrutiny by the governor, the legislature and postsecondary governing bodies. Lamm announced that 1985 was to be the "Year of Education" in Colorado and called for efforts to make major reforms in the "overcrowding and inefficiency" of the state's higher education system. A spring report by the state budget office suggested the state consider closing some of the smaller colleges. The Joint Budget Committee spent a considerable amount of time debating the finance and governance of the system and finally decided to call for the establishment of a blue-ribbon commission to study the system's problems.

1985

In January, Lamm's education message to the legislature left no doubt of his intention that 1985 be the "Year of Education." Much of this message was taken from the 1984 Task Force on Excellence in Education

report. But there were some other requests as well. Specifically, the governor requested legislative approval of a pilot career-ladder program, administrator training in evaluation of teachers, a program to ease the teacher shortage through temporary certificates, a loan forgiveness program for superior education students willing to teach in the state for a certain period of time, the development of a "teacher corps" to attract quality teachers into a program to address the problems of special-needs students, increased parental and business/industry involvement in education, higher education standards emphasizing the basic skill areas while stressing math/science, a better use of school time to increase instruction and the time teachers spend with students, and innovative computer usage.

The governor's agenda also included a program to address the dropout and at-risk student problems by providing a stimulus for both the at-risk student still in school and individuals who had dropped out. The program was to provide them with a "second chance" for receiving an adequate education. State funding would go to the parents of such students who could cash in the voucher at the school of their choice — public, private, vocational, in-district or outside of the district boundaries. Lamm's comment to the education world was that if non-public educational ventures could train these students, they should be afforded the opportunity to do so.

The primary legislative contribution was HB 1383, "The Educational Quality Act of 1985." It encompassed the governor's voucher plan for student choice, certificated personnel evaluator training, recognition of excellence in teachers and administrators, revamping of the administrator preparation programs, additional program offerings for high-achieving students, required administration of standardized student assessment and quality teacher recruitment. Also included was a model alternative salary and career-ladder plan.

Key to the implementation of this law was some creative finance planning. The state board of education and Commissioner of Education Calvin Frazier opted for testing the public's willingness for additional financial commitment to the education system by asking the local districts to return to the state education funds appropriated to them. These funds would be used to address the provisions of the act. The "2 + 2 Project" was the result of this gamble. To implement the new laws fully required a commitment of \$2 million per year for the next two years. The districts agreed to return \$3.70 per student for each of the two years. Coupled with its own commitment for funding, the state reached the \$2 million needed.

Activities under the act were to be developed collaboratively between state and local education officials, higher education, business/industry, parents and other groups concerned with the state education programs. Much of the first year was spent collecting the necessary descriptive data, including results of student testing, in order to evaluate the quality of education in the state. The second year was devoted to field-testing the variety of reform approaches.

Other major legislative action occurred in postsecondary education where the Colorado Commission on Higher Education was restructured into a more powerful agency.

As early as September 1985, the first report to the education community and the public was released on the efforts being undertaken in the "2 + 2 Project." A supportive partnership involving the state PTA, teachers' union, vocational education community, deans of the education schools and the state business/industry organization was announced. Major objectives had been arranged into six program areas: student testing, professional assessment and development, dropout prevention, service to gifted and talented students, teacher recruitment and recognition, and the "second-chance" voucher plan.

Each program had an advisory committee and a technical assistance group which included representatives of all levels of education from all geographic regions of the state. Goals were set and projected activities, timelines and objectives mapped out. Desired outcomes were established which could provide local districts with examples of exemplary practices and approaches they could replicate. This grassroots approach to education reform was also to be an interesting test of a bottom-up education reform plan.

1986

Lamm's budget message requested a total of \$877 million for education, which included the planned \$2 million for continuing the "2 + 2 Project," \$23.8 million for postsecondary education and an additional \$4.3 million for incentive grants to reward excellence in higher education systems. The "2 + 2 Project" reported on 30 local district pilot programs across six program areas. The Commission on Higher Education became involved with the "2 + 2 Project" by studying teacher training programs. Before the end of the school year, a statewide student assessment was made in grades 3, 6, 9 and 11, and the results were released through district summaries in the summer.

The legislative session ended with a 3.3% increase in funding and the "2 + 2" program intact. Lawmakers also mandated a model data collection system on dropouts in grades 7–12.

Late in 1986, the Colorado Commission on Higher Education reinforced the stress on student achievement levels by adopting minimum admission standards for the state's four-year public colleges and universities. The standards reflected the panel's view of a four-tier state postsecondary system by indicating that the top 22% of state high school graduates would qualify for admission to the "highly selective" state colleges; the top 40% would qualify for the second or "selective" tier; the top 65% for the third, "moderately selective" tier; and all would qualify for open admissions categories.

1987

Newly elected Governor Roy Romer sounded a familiar message . . . "revise the school finance system to assure equitable financing across the districts and raise the minimum salary for teachers." Specific requests were made in the governor's budget for \$64,000 to continue the dropout-prevention program, \$300,000 to establish student-assessment programs and \$382,000 for installing telecommunication systems in the rural schools.

By the end of the legislative session, there was little consensus for changing the school finance formula. The legislature approved the smallest appropriation increase for schools since 1973 with most of the new money earmarked for property-tax relief.

In September, the Colorado Department of Education released the final "2 + 2 Project" report. This effort had involved 120 separate projects and reinforced the concept of challenging local districts out of mediocrity by supporting creative approaches. The resulting recommendations included:

- A five-year student assessment plan required of each district which continued periodic testing of student abilities in basic skill areas and initiated tests in critical thinking and writing
- Strengthened requirements for certification of teachers, including basic-skill, writing-ability and subject-matter testing and a more systematic judgment of the individual's ability

-
- Increased involvement by local school staff members in teacher preparation programs
 - Established standards for administrators, including instructional strategies and competency-based internship programs
 - Continuation for at least two more years of the administrator training programs as well as establishment of regional development centers to ensure continual training and recertification programs for administrators
 - Early intervention programs for at-risk 3- and 4-year-olds
 - Required gifted and talented programs in each district
 - Required district recognition of teacher as well as school excellence


Through the slow process of the “2 + 2 Project,” the education community had been able to pinpoint concepts in the proposed reforms that did not go far enough and others that would not be practical for implementation in the state’s decentralized system. They determined that attempts to initiate teacher career-ladder plans on a district-by-district basis were too slow and generally unsuccessful. Mentoring, interacademic partnerships of districts and postsecondary programs and other incentive programs which could be expanded were suggested as alternatives. The dropout rates declined for districts that had participated in the special programs. Educators also found that assessment of students, teachers and administrators affirmed the state’s ability to stand well in national comparisons.

Frazier stressed the need to revise the school finance plan, the importance of preschool programs for academic success, better training of school board members, recognition of the importance of acknowledging and rewarding excellence, and the importance of unity among educators in reaching the goal of an excellent state education system.

1988

Attention was riveted in 1988 to legislative handling of two major issues — reform of the school finance system and expansion of the 1985 parental choice measure to cover all students. Although the legislature did pass a school finance reform measure, it was, at best, a continuation of past formulas and not a major overhaul. The measure indicated the legislature’s intent to move away from property-tax reliance and to include pilot programs for at-risk preschool education, for student testing, for recognition of excellent schools, and for alternative teacher salary policies which may lead to career ladders and mentor programs. Also getting a nod from the legislature was a bill to create alternative routes for teacher certification. Opening the district’s doors through parental choice didn’t survive, but teacher certification policies were strengthened. Both school finance and expansion of enrollment options will probably resurface in the 1989 legislative session.

The final appropriation for education included a 6% increase. However, this was tempered by several provisions. One eliminated the state board’s ability to grant district revenue increases over the amount authorized. The other ended special funding for schools with small enrollments.



FLORIDA

1983–84

Education reform seemed to be on the “fast track” in Florida in 1983. One of the first states to enact a mega-reform package, Florida had three reform laws signed by Governor Robert Graham by July. The process wasn’t easy, however. Graham had to push the reform package through one extended session and three special sessions before enactment.

The process really started earlier with a study commission appointed by the governor in 1982 and the enactment of an accountability and testing package in the mid-1970s. Claims that the *A Nation at Risk* report triggered much of the reform activity in Florida is unfounded. In some ways, *A Nation at Risk* followed some of the activities that had been under way in Florida since the mid-1970s.

In 1983, Graham was known as an education governor, who took many risks in order to get the reform package passed. In general, the 1983 reforms were primarily student and school centered, while the merit-pay and merit-schools programs followed in the 1984 legislation. In part, the bills enacted in these two years contained the following provisions.

- **Curriculum reform.** A curriculum framework provided quality control of middle and high school courses by making content and intended outcomes of similar courses uniform statewide. Writing skills were enhanced by requiring one essay per week of students in grades 10–12. Foreign language instruction was to be provided in elementary school. In grades 6–8, the framework required students to take three years of mathematics, communications, science and social studies, and to be regularly exposed to art, music, foreign language and health.

- **Graduation requirements.** High school graduation requirements were increased to 22 academic credits, with three credits required in both mathematics and science. In 1986–87, the requirements were increased to 24, with four credits required in English, three in mathematics and science, and one each in American and world history, economics, American government, fine arts, vocational education, composition and literature.

- **College admissions.** Effective in 1987, two credits of a foreign language were required for admission to a state university, and college-bound students had to meet new graduation requirements.

- **Student testing.** Development of a statewide testing program, Standards of Excellence, was approved to test high-achieving students. Students were required to pass a statewide test of basic mathematics and communication skills, plus an exit test of applied basic skills, to earn a high school diploma.

- **Textbooks/instructional materials.** The legislation called for textbooks and instructional materials to be made consistent with course objectives and performance standards. No textbooks below grade level were to be selected. The state was required to train councils to select textbooks, and publishers were required to describe how textbooks would meet course objectives. The new laws also specified that teacher comments on textbooks would be submitted to the commissioner of education and gave school principals responsibility for assuring that textbooks were used at grade level.

- **School discipline.** All students were to receive a copy of the code of student conduct at the beginning of each school year. Schools were required to report to parents yearly on discipline, truancy, attendance and corporal punishment. The state also provided \$1 million for a dropout prevention program.

- **Performance standards.** Each school district in Florida was required to develop performance standards for grade 9–12 academic programs in which credit toward high school graduation was awarded. Policies for student mastery of performance standards were to be established for credit courses.

- **Academic enrichment.** Legislation authorized the commissioner of education to promote out-of-school learning activities sponsored by schools and community organizations, with special emphasis on mathematics and science and their applications. The state also funded programs for summer camps in science, mathematics and computers for K–12 students.

- **Academic recognition.** Through the Florida Academic Scholars Program, the commissioner of education was to reward outstanding performance of public and non-public high school students. Awards were to go to all students who met the following requirements: four years of progressively advanced instruction in language arts, science and mathematics; three years of instruction in social studies; two years in a foreign language; and one year in either art or music and physical education. Students following such a program would be guaranteed admission to a state university and scholarships to attend Florida institutions of higher learning.

- **School day and year.** The total hours of instruction in the school year were increased from 900 to 1,050 hours, with an additional requirement of seven daily periods of instruction for students in grades 9–12 or scheduling that would permit each student to earn seven credits. The state appropriated \$67 million, plus an additional \$3 million for textbooks, to high schools providing an extended school day.

- **Extracurricular activities.** Students were required to maintain a 1.5 average, on a 4.0 scale, to participate in interscholastic extracurricular activities.

- **Performance-based pay.** The state appropriated \$10 million for 1984–85 for a statewide merit-pay/master-teachers plan (\$3,000 a year per teacher). Teachers and other staff in successful schools were to be rewarded. Principals' salaries were also to be based on competence and performance.

- **Teacher shortages.** The law also provided for inservice teacher training, certification of adjunct instructors, student loans, loan forgiveness and scholarship programs to encourage people with Ph.Ds to teach in high schools and incentives to teach in low-income schools. About \$9.2 million was provided for summer institutes for science and mathematics teachers. The law also asked the state to develop an experimental certification program to allow arts and sciences graduates to teach in high school.

- **Principal training.** By 1986, principals and assistant principals were to be selected on the basis of a written examination of performance capability and required to serve a one-year internship.

1985

One of the more controversial aspects of the reform movement was the merit-pay program for teachers. The evaluation of teachers, in order to place them on various merit pay steps, led to considerable teacher dissatisfaction. By February 1985, both state teacher unions had filed court suits to block implementation of the program. They argued in court that the program was unfair and violated collective bargaining laws. They also called the program a glorified bonus plan and said that it was not a true career-ladder plan.

Another union concern was the amount of money appropriated to implement the plan. In the first year, only 6,000 teachers were able to get the bonus, although more than 30,000 applied and apparently met

the requirements. Several bills were introduced in the 1985 legislative session to repeal the merit-pay plan but none was approved.

There was also legislative concern over the increased graduation requirements, but for the most part these provisions stayed in place. The legislature, however, agreed to delay the incentive program to lengthen the school day with an add-on seventh period for mathematics and science offerings and other courses. In some local school districts, the seven-period day had already been part of the budget. Because the incentive money was earmarked for a seventh period, it created some controversy over which districts were eligible for the funds.

1986

The merit-pay controversy continued as the 1986 legislative session opened. Graham proposed some modification to the program while others attempted to increase funding. But in the final days of the session, the legislature voted to replace the merit-pay program with a career-ladder program. Local school districts had until the 1987–88 school year to work with teachers' unions to devise a career-ladder plan and guidelines.

Most people pointed to inadequate funding as the reason for the death of the merit-pay plan. The new career-ladder plan required the legislature to allocate at least \$90 million for the program by July 1, 1988, or the program would automatically be abolished.

The legislature also enacted a certification law that required teachers, beginning in 1988, to pass a subject-matter exam to receive their initial certificates. The teacher evaluation program required local districts to notify the state board of any teacher who received an unsatisfactory rating in two consecutive evaluations. Failure to correct the deficiencies could bring about a revocation of certification.

1987

The 1987 legislative session brought a new governor, Bob Martinez, and a new commissioner of education, Betty Castor. Meanwhile, the career-ladder program was back knocking on the door. Thirty-nine of the state's 67 districts negotiated a career-ladder plan, which accounted for about 75% of the teachers in the state. However, Martinez questioned why the legislature supported a "bloated and inefficient bureaucracy" instead of directing funds to teachers and textbooks.

When the dust settled on the legislative session, the \$90 million allocation for the one-year-old career-ladder program remained unfunded. Teacher unions were unhappy about the lack of support and unsuccessfully tried to pressure the governor into calling a special session.

Meanwhile, in a 5-to-2 decision, the state supreme court upheld the old merit-pay plan. That support might have helped the original program, but it arrived too late to be of any real assistance.

The lawmakers also decided that lottery funds, a program that was to start January 1, 1988, must be used by schools and colleges to augment but not supplement existing school spending. This was followed almost immediately by the governor's push and legislative enactment of a 5% sales tax on services, which later in the year was repealed in a special legislative session.

1988

Much of the education agenda Martinez presented to the 1988 legislature reflected the needs of the state's at-risk population. Major recommendations were for increases in preschool programs and more emphasis on opportunities for disadvantaged youngsters and migrant students. The governor also requested funds to expand school-based management and free the teachers from non-instructional duties.

By the time the session ended, the education system had received a 13% increase in funding geared to the governor's at-risk population programs, teacher salary increases, school facilities/transportation needs and increased emphasis on instructional technology to assist teacher productivity. Lawmakers still had many reservations about the career ladder and finally allowed it to die by not appropriating funds for the pilot plan.

Education reform efforts that continue to hold both state and national attention are restructuring efforts in the Miami-Dade schools and the unique involvement of the business community through the "Partners in Florida's Future" program and the Florida Compact, assuring post-high school employment to at-risk students. Reform efforts have been enriched by the amount of funds coming from the state lottery as well as reliance on locally raised funding for nearly 40% of the education budget.

ILLINOIS

1985

On July 18, 1985, Governor James R. Thompson signed into law a series of bills that put Illinois into the school reform business.

Two years earlier, the legislature had established the Illinois Commission on the Improvement of Elementary/Secondary Education. This group served as a vehicle for coalition building and generating ideas that resulted in the 1985 reform package.

While Illinois followed the first group of reform states by almost two years and some of the southern states by even longer, it was a significant step for a northern industrial state to take. The reform provision, and \$400 million in extra education funding, was a delicately wrapped political package. Support came from taxpayer unions, school boards, teacher unions and the legislature.

Senate Bill 730 contained at least 36 major reform efforts grouped under a variety of governance, accountability, student and teacher headings. The scope of the reform package was unusually broad and, according to some observers, was one of the bolder steps taken by a northern state where teacher education forces, school boards and other education groups didn't always permit the fast-moving kinds of reforms seen in the southern states in the preceding years.

The Illinois reform law drew attention on a couple of fronts almost immediately, and as the fall of 1985 approached concerns at the school-district level started to bring about change. One of the key issues was

the governance section calling for school district reorganization studies. The law called for the 57 education service regions to appoint a committee to reorganize school districts by September 15th. Each committee was to develop a reorganization plan to assure that every school district would meet minimum standards unless a justifiable exception could be stated.

In addition, the law called for unit school districts (combined elementary and secondary districts) to have an enrollment of at least 1,500 pupils. The elementary districts were to have at least 1,000 pupils and separate high school districts at least 500. The committee plans were to be submitted to the state board of education for approval, and then to the voters in an April 1987 election. If approval were granted at all of these levels, the proposed reorganization changes were to be made by July 1, 1988.

By September 1985, opposition to these proposed reorganization steps was already growing. The state board heard testimony from school districts concerned about the enrollment mandate. While the law was primarily for planning, local school districts treated the provisions as mandates to be opposed.

The department of education, in the meantime, had released some test research to support the minimum enrollment numbers. This did not seem to mollify any of the school district opposition, however, and by December the Illinois Association of School Boards had voted to oppose future attempts by the legislature, the governor or the state board of education to require school districts to reorganize or consolidate.

1986

By January 1986, the governor had taken note of the growing opposition and vowed to block any attempts to push local school district consolidation without voter consent. While the law included this provision, local districts did not interpret it this way.

Ted Sanders, state superintendent of education, said he agreed with the governor and believed the governor's stand would help clarify the law. In February, the governor, in his state-of-the-state address, brought the issue up again and assured rural areas they would not be forced into consolidating school districts. This was one of the few education issues addressed. By June, opposition had grown even stronger, and the legislature repealed the controversial enrollment targets for consolidation and expanded the criteria that state study committees were to use into recommending reorganization of school districts.

Meanwhile, a second piece of the reform law had also gathered considerable attention. This was the mandated school district report card. This section of law called for each school district to submit to parents, taxpayers, the governor, the general assembly and the state board of education a report card assessing the performance of its schools and students. The report card was to serve as an index of school performance measured against statewide and local standards, provide comparative information from prior-year comparisons and set future targets for school district and student achievement.

While the report card was scheduled for release in October, districts did have at least one school year to get ready for the program. Opposition was visible throughout the first school year, but the state board of education and legislative supporters successfully defended any move for change.

Throughout the first year of reform implementation, the state board approved more than 160 directives that supported pieces of the reform movement. In general, it tried to put special focus on early childhood education, student and school district accountability and curricular issues. While the media and sometimes

school district attention was on reorganization and report cards, the other reform measures changed the way school districts were able to conduct business and reinforced coalition building among taxpayers, school boards, teacher unions, the state legislature and the governor.

By the fall of 1986, fiscal projections were falling behind revenue needs and the governor sliced \$55 million from the education budget for the next fiscal year. Funding for summer school programs for gifted and talented students was also eliminated.

1987

By 1987, legislative and gubernatorial support for reform was still holding strong. The governor recommended a 6% increase in state aid, while the state board asked for a higher level of funding. A deteriorating economy was hampering funding levels, but the content of reform seemed to be staying in place. Follow-up studies by the state board found that support for the district report card was increasing and that attitudes of local district superintendents had improved after the cards were released.

1988

Reform of the Chicago schools and the state's fiscal condition dominated the education picture in 1988. Although the governor asked the legislature to increase the state income tax to support education at the current level, the legislative appropriation for education reform programs was \$27 million — slightly more than one-third of the amount requested. A package approved for reform of the Chicago schools had the potential of stripping authority from the existing management structure and placing more responsibility and authority with parents and local committees. The governor made several amendments to the measure and chided the legislature for not going far enough in the reforms or providing the needed funding. Without ultimate legislative approval of his changes, the deadlock assured that the topic will resurface in the 1989 sessions.

In an attempt to analyze the financial effect of mandates, Sanders created a Mandates Task Force to look at statutes, state board rulings and regulations. The task force report, approved by the board of education in May, found the mandates reasonable, serving a public good and having a definite purpose. In the board's view, eliminating any of the mandates was an unacceptable alternative to adequate funding, and it urged legislative reforms to this end. Composition of the group covered the entire education community as well as the governor's office and the legislature.

Progress was made in the area of teacher and administrator certification. The requirement for candidates to be tested prior to initial certification, approved in the 1985 legislation, became effective in July 1988. The state board took nearly three years to develop a certification testing system that established minimum passing scores in each of 53 skill areas. Additional state efforts are being directed at a cooperative effort between elementary/secondary and postsecondary education to increase minority achievement.

MASSACHUSETTS

1985

Compared to some of the other states that passed mega-reform legislation quickly in 1983 or 1984, Massachusetts took a long and slow route to reach enactment in 1985. In 1982, the House Education Committee had introduced a large reform package that saw approximately two years of committee work before it reached a dead end. The struggle that surrounded the reform package sometimes was based on budget problems; at other times, progress was held up by legislative reform. The reform package never made it through the legislature.

This set the stage for the major reform effort of 1985. Some of the top-down mandates and high-cost state-funded items in the 1984 legislation were replaced with incentives giving school districts more responsibility to raise money. Various observers had charged that original legislation would have cost more than the state could earmark and would have assigned 20% of the revenues from the state's 5% sales tax for the reform legislation.

Chapter 188 — The Massachusetts Public School Improvement Act — was a major reform act. A key element was the creation of state and local partnerships to carry out education reform. According to Nick Paleologos, chairman of the House Education Committee and one of the principal authors of the legislation, this law was not an attempt to change institutions so much as an attempt to institutionalize change.

Essentially, this legislation carried out education equity and excellence mandates through a series of formula grant and discretionary grant programs.

1986

During 1986, four grant programs were implemented under Chapter 188:

1. **School improvement grants** — The state earmarked \$12.6 million annually for districts through this program. Acting as a foundation, the state awarded school districts \$10 per pupil annually with actual spending levels set by the local district. Appropriations were made directly to individual schools where a committee composed of three teachers, two parents and the school principal (as well as a student in secondary schools) would determine how the incentive funds would be spent. The local school board retained the power of veto but was otherwise not involved. Basic skills remediation, dropout prevention and instructional improvement were some of the issues state legislators wanted local school districts to address.
2. **Equal educational opportunity grants** — By October 1986, grants totalling \$25.1 million had been distributed with another \$55.2 million earmarked for distribution by the end of the fiscal year. This program was targeted for districts spending less than 85% of the average per-pupil expenditure with annual funding limited to one-sixth of the total a district needed to raise its per-pupil expenditure to that level. In accepting the incentive funds, the district agreed to fund the remaining balance. The state anticipated making up an additional one-sixth in succeeding fiscal years until it reached its goal (a moving target).

3. **Professional development grants** — These grants, totalling \$19.9 million to 385 districts during 1986, provided supplemental compensation for teachers, determined locally through collective bargaining. The state earmarked another \$31.4 million to be awarded by June 1987.

4. **Horace Mann Grant Program** — Another innovative feature of this reform program, these grants allowed each district to select 6% of its teachers to receive up to \$2,500 each per year. Individual teachers were compensated for taking on additional responsibilities or implementing their own curricular activities, the merits of which were determined through collective bargaining. Districts were not required to grant the maximum award, so local funds could be spread even further. During 1986, Horace Mann awards totaled \$585,360 with another \$7.3 million earmarked for distribution by mid-1987.

Four competitive discretionary grant programs also were fully implemented during 1986. Some 352 grants totaling \$13 million were awarded to local districts in order to expand existing programs as well as plan and implement new ones. Another \$9 million in state funds was earmarked for distribution by June 1987. Less affluent districts with demonstrated need for at-risk intervention, instructional materials and early childhood education programs were to get priority funding under this program.

- **Essential skills grants** — Some 49 dropout prevention grants, totaling \$2.9 million, were made in 1986 to districts with documented high dropout rates over the past three years. Funding was restricted to programs serving students in grades 7 through 12.

- **Remediation** — An additional \$8 million went to 95 remedial programs in districts with high concentrations of students failing basic skills assessments. These funds were to be used not only to provide any number of additional remedial and tutorial services, but also to hire additional teachers, teacher aides or guidance counselors.

- **Early childhood education grants** — About \$4.5 million went to 128 districts to fund developmentally appropriate preschool efforts, enhanced kindergarten, day care, transitional kindergarten and extended day-care programs in 1986. An additional \$5.7 million was marked for distribution by June 1987.

- **Instructional materials grants** — Some 80 districts received \$894,304 in the first year to buy materials such as texts, workbooks, laboratory equipment, computer software, maps and video cassettes.

Also included in the law was a call for more frequent observation and evaluation of teachers, a state leadership academy to train principals and a clarification of the hearing process for incompetent or inefficient teachers and administrators.

In general, Chapter 188 struck a blow for local control. No provisions allowed for state intervention or local bypass if city government or school boards kept teachers, administrators and parents from using the incentive features of the law.

1987

Continuing in the spirit of local control, late in 1987 the Massachusetts state legislature and governor approved a second reform package, House Bill 6224, sometimes known as the Carnegie Schools Proposal. This reform grew out of reports issued by two special commissions, one on the conditions of teaching and the other on education achievement awards and school improvement concepts.

In part, HB 6224 fine-tuned some parts of Chapter 188 and also added new provisions for reform. Most noteworthy was the Carnegie school grant program. This portion of the law called for a comprehensive

three-year strategy, approved by the state board of education, to restructure schools. Governance and educational environments would be improved by empowering public school teachers and other professional staff members to help design the governance structure of the school. State regulations, local school policies or contractual provisions could be waived if school-based planning revealed such action was necessary to carry out the plan.

The planning team was to include the building principal, at least five teachers elected by their peers, two other professionals employed at the school, two parents of children who attended the school (chosen in elections held by the parent/teacher organization), one community representative and a high school student representative elected by the students.

It was charged with describing how the school governance structure would be changed and learning would be increased. In addition, the team would establish the goals of the school and describe the process it would follow in getting the new structure approved by the school board, teacher union and other organizations. An "impact statement" describing how the proposed restructured school would affect student learning and the lives of teachers and other professional staff members had to be a part of the planning grant and implementation proposals.

Other key provisions included the use of education achievement as well as expenditures as criteria for making funds available to schools defined as being "at risk" or "most at risk." This portion of the law would also cap the equal educational opportunity program at fiscal 1988 levels. Provisions also were made for a network of collaborative programs consisting of exemplary schools and public or private institutions of higher education.


School improvement councils had their funding level raised from \$10 to \$15 per student. The education achievement portion of the bill proposed cash grants to elementary and secondary schools or districts that demonstrated significant education improvement. The awards were intended to reward school staff and generate additional funds for school improvement councils.

HB 6224 also suggested raising voluntary minimum teacher salary levels to \$20,000 and expand the Horace Mann grants to 10% of a school's teachers.

Most of the provisions for the Carnegie school portion of the law and others were in effect for the opening of the 1988-89 school year.

1988

A major issue was a large projected revenue shortfall. As a result, Governor Michael Dukakis was forced to cut the budgets across the board, including many of the funds designated for carrying out 1987 reform efforts. In making the cuts, the governor indicated his intent to restore the funds in January 1989, if the legislature adopted revenue-raising measures in the fall of 1988 or if revenues grew faster than anticipated. Included were funds to support the experimental Carnegie Schools. The parental choice in enrollment bill also was vetoed. While supporting the concept of parental choice, Dukakis felt the issue needed additional legislative study to address concerns about the measure's financial effect on districts. He directed the state department of education to come up with an alternate plan for allowing parental choice by January 1989.



MINNESOTA

1985

While other states were traveling the mega-reform legislative route to education reform, Minnesota's attempts to do the same were not at first productive. In January 1985, Governor Rudy Perpich submitted a proposal to the legislature entitled, "Access to Excellence." His eight-point plan contained many general ideas to improve teaching and learning, but, almost from the beginning, attention was centered on the student choice or open-enrollment plan. Educators dubbed it another voucher idea and vowed to have it killed before the session adjourned. The plan included these steps:

1. A move to have the state assume a greater share of the financial burden for schools by raising state aid from 60% to 80%
2. The establishment by the state department of education of a "learner outcomes" program for use by local school districts
3. The creation of a state evaluation/testing program that would follow the "learner outcomes" proposal
4. The development of model high schools for math and science
5. The reduction or elimination of some state requirements that might impede the open-enrollment plan
6. The appropriation of state money for local district staff development
7. The institution of a student-choice, open-enrollment plan for all students
8. The creation of a state management assistance plan to help local school districts implement the open-enrollment policy and the learner outcomes proposal and to help them make better use of state and local resources

After the plan was unveiled, Ruth Randall, state commissioner of education, appointed a 20-member task force representing school districts and education organizations to study the plan and make recommendations on how it could be implemented. This task force was asked, not to debate the merits of the plan, but rather to present ideas to be used in drafting legislation for the governor. By early March, legislation was to be introduced and ready for debate.

School officials in Minnesota, however, had many concerns. Some groups didn't just debate how to implement the ideas; they questioned some of the basic ideas themselves. The school districts wanted to know who would be transported in the open-enrollment plan and whether state money would pay to transport those students who wished to attend school a considerable distance away from the home district.

Another question concerned racial balance. Local officials wondered whether the new plan would upset racial balance, especially in the inner-city schools and the suburban school districts. Still another issue was whether local property tax funds could legally follow a student to another district.

Interscholastic athletics was another area of concern. Like many states, Minnesota operated under a voluntary organization that supervised rules and regulations in this area. The governing rules included a one-year residency requirement that prohibited students from moving to another school district and immediately becoming eligible to participate in athletics. Some educators feared the good football players would move to one school district, but others countered by saying that there would be no point because they wouldn't have another team to play.

Some school officials were also worried that the plan would create an entrepreneurial wave in the management of school districts because the plan would allow districts to choose whether or not they wanted to accept outside students.

In general, the governor's "Access to Excellence" ideas faced some strong opposition from the various education organizations. The open-enrollment plan was included in the education reform bill, and it moved through legislative committee before groups such as the state's Education Association, Federation of Teachers, the School Board Association and the Association of School Administrators brought it to a halt. Before the end of the 1985 legislative session, every reference to open enrollment was deleted from the bill.

At that point, open enrollment allowing 11th and 12th graders to attend college was included only in a house bill. However, late in the session, a conference committee took that provision out of the house bill and rolled it in with a senate bill that called for the creation of a special school for the arts. This bill received very little attention in hearings and was finally approved in a special session. Most of the education organizations had their eye on the big education bill and assumed that the idea of complete open enrollment, allowing all students in the state to have open access to all other districts, had died in the legislative session and that all was well.

As the summer wore on it became obvious that this little-known bill with a special school for the arts also allowed 11th and 12th graders to enroll in college classes, both public and private, and receive both high school and college credit. This was the postsecondary enrollment options law. The purpose was to promote "rigorous academic pursuits" and to provide options to high school students by encouraging them "to enroll full-time or part-time in non-sectarian courses or programs and eligible postsecondary institutions. . . ." Eligible institutions included public postsecondary institutions or private residential four-year liberal arts colleges located in Minnesota. Once a student had been accepted by an eligible institution, the college was to notify both the state commissioner of education and the school district within 10 days. The school district was then to grant academic credit for enrollment in a college course or program if no comparable course was offered by the school district.


There were two exceptions included in the act. One prevented students in intermediate districts from enrolling as postsecondary students in vocational education programs of other intermediate districts. Another exception stated that 11th and 12th graders could not carry a full load at the high school and enroll for additional college-level courses at the same time.

Perpich was elated over the turn of events and held the bill-signing ceremony at a community college. He said, "There is nothing to stop all school districts in Minnesota from offering more choice." He even challenged the school districts to offer a greater variety of cooperative programs.

At the postsecondary level, a new potential source of students was suddenly available. High schools on the other hand were faced with a possibility of losing students and funds. Money going to the school district would instead go to the colleges for the portion of the day or program the student attended. In this first summer, school officials reported that parents were confused, although some were elated at the prospect of getting two free years of college. Editorials in state newspapers were generally favorable, educators were generally skeptical, and the school year opened with more than 1,000 students enrolled in the program.

1986

Education groups talked openly of getting the bill repealed or submitting legislation that would change it significantly by January 1986. But those changes never really materialized. A conference committee report made some minor housekeeping changes in the original act, but the intent of the original legislation was upheld.



In 1986, two-year, private postsecondary institutions were made eligible to receive high school students. Another new provision called for counseling services to be provided for students and parents prior to enrolling in postsecondary institutions. This was brought on by the fact that if a student failed a college credit course, he or she also failed to receive high school credit. Enrollment dates were also clarified with students required to notify school districts of their intent to enroll in postsecondary courses by March 30 in order to give the school district time to make necessary plans.

The new changes also limited student participation in the program to no more than two academic years. In any courses that were open to regular college students and high school students, the postsecondary students had first chance. Dual credit also was clarified. Students could enroll either for secondary or postsecondary credit. The state would pay for secondary credits, and the student could obtain postsecondary credit with the same course at a later date. A student enrolled for secondary credit was not eligible for postsecondary financial aid, although transportation costs were included. The law also called for postsecondary institutions to develop a “uniform” policy for awarding credit for college courses.

By fall, some of the controversy had simmered down. Enrollment stayed approximately the same or increased slightly, and in school district circles people were saying that the idea was working and that school districts were voluntarily creating more choice programs across district lines that did not involve postsecondary enrollment.

1987

The 1987 legislative session saw the enactment of two other related bills. The first permitted young people between the ages of 12 and 21, who had not succeeded in school for a variety of reasons, to attend another public school district with state funds paying for their education. This program was called the High School Graduation Incentives Program.

A second law permitted two or more districts to set up an area learning center. Twenty grants were to be awarded for planning these institutions which would provide programs for secondary pupils and adults. The centers were to serve students who were chemically dependent, who were not likely to graduate from high school, who needed assistance in vocational and basic skills or could benefit from employment experiences and who needed assistance in transition from school to employment. Adults to be served included dislocated homemakers and workers and others who needed basic educational and social services. In addition to offering programs, the centers were charged with coordinating the use of other available educational services, social services and postsecondary institutions in the community.

1988

The High School Graduation Incentives Program was implemented in 1988. The intent was to motivate dropouts to re-enroll by offering educational options for those between the ages of 12 and 21. In its first year of operation, approximately 1,400 enrolled in the program, half of whom were former dropouts.

The original concept of Perpich’s 1985 Access to Excellence moved closer to reality with the passage of legislation expanding the voluntary enrollment options into a program of required enrollment options for all districts by 1990–91. Also included in the new law was a provision to allow individuals over 21 years old to receive free education leading to their high school diploma.

The enrollment options law permitted districts to refuse students based on capacity of a program or class grade level of the building and restricted them from refusing students based on low academic achievement and handicaps.

Restrictions in the Adult High School Graduation Program required that the student have fewer than 14 years of education after the age of 5, have completed studies through the 10th grade, be eligible for unemployment compensation or have exhausted the benefit.

A new concept of the “choice” idea was presented by the governor in May. At that time, Perpich indicated to the state board of education his belief that education should be viewed as all one system — a system that blurs separation of the public and private sectors via cooperative efforts of the two. He did not support state funding of private institutions, however.

Like those in other states, the legislature ended the 1988 session by asking its auditor to study the equity of the school funding system. Forty-four school districts had charged that the system provided fewer opportunities to students in less affluent areas.

Also reflecting concerns in other states, the postsecondary community was working to improve the participation of minority students and increase the number of minority faculty members.

SOUTH CAROLINA

1984

Among education researchers and state officials who follow education reform, South Carolina’s Education Improvement Act (EIA) is the state reform law most often cited in a comparative fashion. This comprehensive law was enacted in 1984 only after considerable cooperative effort on the part of the governor’s office, the state department of education and the state legislature. Supported by a one-cent sales tax, the law emphasized increased student academic standards and accomplishments; changes in the teaching profession or strengthening training, evaluation and compensation; and a variety of accountability and efficiency measures.

A special feature of the act was the built-in mechanism for improvement and change. Leadership oversight and education department accountability provided for continuous review, assessment and flexibility in responding to changing education needs. A 12-member joint legislative oversight committee included the governor, the lieutenant governor, representatives of key legislative committees, the commission on higher education, state department of education, individual house and senate legislative members and two additional legislators. Among their responsibilities was advice on recommendations for implementation and funding. Any amendments to the EIA were normally channeled through this select oversight committee for approval before going to the house and senate education committees. The committee took an aggressive role in carrying out its responsibility to ensure legislative intent.

The EIA also provided for a joint business-education oversight subcommittee that delegated responsibility for reports, assessments and other findings related to the act. This committee could also recommend

modifications to the EIA act. Support and staff assistance for this committee were a part of the operational budget.

Another part of the accountability and oversight process was the division of public accountability within the state department of education. This was established on the recommendation of the joint oversight subcommittee and the steering committee of the business-education partnership. Responsible for planning, developing, reviewing and monitoring EIA programs, the division was required to provide information, reports and recommendations to the governor, state board, select committee and joint subcommittee. By law, the state board was required to provide an annual assessment of the EIA to the various oversight committees and the general assembly.

Other accountability measures under the EIA included the identification of critically impaired school districts, with state intervention possible if quality did not improve.

In the area of compensatory remedial programs, participating students were required to make a specified achievement gain on state tests in at least one of two consecutive years. If they did not, the program was to be evaluated before it could continue. The EIA also called for a state teacher evaluation system, requiring all school districts to evaluate all teachers.

A student exit exam was mandated for all high school students wishing to graduate with a diploma after 1990, in addition to completion of 20 units of course credit. Remedial instruction had to be provided for all students who failed any portion of the basic skill standards of the exit exam and students were to have four opportunities to pass the test. Students not meeting the state requirements would be issued a special state certificate in lieu of a diploma.

The EIA was divided into seven “subdivisions” and included the following major components.

- Subdivision A focused on raising student performance by increasing academic standards. It included sections on high school graduation standards, strengthening of student discipline and attendance and more effective use of classroom learning through the length of the school day and year.
- Subdivision B dealt with strengthening the teaching and testing of the basic skills leading toward the high school exit test. Policies pertained to grade-to-grade promotion, basic-skill testing in all grades, alcohol and drug-abuse prevention programs and a minimum pupil-teacher ratio in some language, arts and mathematics courses.
- Subdivision C aimed at elevating the teaching profession by strengthening teacher training, evaluation and compensation. This included loan forgiveness and higher teacher salaries to hold qualified teachers in the profession, improving parent/teacher training programs and lengthening the school year for all teachers.
- Subdivision D focused on improving leadership, management and fiscal efficiency of the schools at all levels. Sections dealt with principals and administrators, training and evaluation of prospective and current school administrators.
- Subdivision E addressed quality control in school districts. Included were incentive, instruction improvement and monitoring programs and authorization for the state superintendent to take over impaired school districts.
- Subdivision F emphasized the creation of more effective partnerships among the schools, parents, community and business.
- Subdivision G called for school facilities conducive to improved student learning. This section also dealt with repairs, renovations and construction of school buildings, and funding of the EIA through a 1% increase in sales tax.

As approved by the general assembly in June of 1984, the act provided \$265,860 for implementation. About \$19 million went to increasing academic standards. Approximately \$64 million were spent on basic skills programs including about \$60.5 million for compensatory and remedial instruction. The teaching profession provisions were funded at \$74.9 million with \$60 million of this amount going to raise the average state teachers' salary closer to the southeastern average. Programs pertaining to administrative leadership and management were funded at \$3 million. Quality control programs, including incentive grants for school improvement, innovative program grants, school improvement councils and annual school improvement reports, were funded at \$455,000. The school building aid program received \$55.7 million. Other supportive activities to implement the act were funded at \$530,000.

1985

For the 1984–85 school year, the first year of the EIA, student academic, discipline and attendance standards were implemented, having an almost immediate impact on student attendance. Approximately 8,290 more students were in school in the 1984–85 school year than the previous year, an increase of 1.6%. The attendance standards did present some problems with family courts, however. School administrators claimed the judges were not helping enforce the truancy law. One judge in the Richland County family court heard more than 700 truancy cases during the summer of 1984 and sentenced the parents to jail for not taking steps to assure that their children were in school.

Meanwhile, the state board of education identified six seriously impaired school districts and took steps to improve the quality of education in those districts. It also adopted three model teacher incentive programs for evaluation and pilot testing during the following school year. These dealt with individual compensation, bonuses and career ladders.

1986

In the fall of 1986, weak economic projections forced Governor Richard W. Riley to take steps to stave off a \$10 million shortfall. The cuts fell heavily in the department of education with \$1.5 million cut out of that budget and other large cuts made in school construction funds. Riley left intact programs initiated in the previous year under the EIA. The legislature, however, delayed the timetable for decreasing teacher/student ratios in secondary school English classes, a provision later vetoed by the governor because the legislature had not allocated funds. Spending on K–12 education was still 3.6% higher than the previous year, partly because of the one-cent sales tax for the EIA.

It was reported in the second year that the state led others on student SAT score gains and that student truancy was substantially reduced. The governor also cited positive parent reaction and school district productivity.

1987

New Governor Carroll A. Campbell Jr. called education an essential component of economic development and said he would push to bring the average teacher salary up to the southeastern states' average. Under

the new governor's leadership, funds for the EIA moved from \$240 million from the previous year to \$255 million with lawmakers giving teachers a pay raise of slightly more than 6%. The new budget also included \$200,000 to study the need for a residential high school for gifted math and science students. In the fall, the department of education reported that 75.2% of all students enrolled in the 1st grade in 1987 met the state's minimum standards on their readiness test, compared to only 60% in 1979.

Although Riley had left office, his influence was carried on by his executive assistant for education, Terry Peterson, who continued his involvement as executive director of one of the blue-ribbon committees charged with monitoring the reforms. Peterson served as Riley's education assistant for eight years.

1988

In 1988, the state continued to increase its budget for education and work on teacher profession areas. The total education appropriation increased by 8%. Teacher salaries, increased in 1987 by more than 6%, rose an average of 2.5% in 1988. In the years since the 1984 EIA passage, the operating budget for education had increased 50% and the average salary of the teachers had increased by around \$4,500 per year. The incentive program pilot tests were being conducted in 45 districts and the model principal incentive plans piloted in 24.

The state department of education also was pilot testing a new outcomes-based school accreditation system and had completed a comprehensive review of the effects of reform efforts since 1984. Fourteen priority areas augmented the original efforts to continue moving the state forward in reform implementation. Salaries and opportunities for the education profession have improved, dropout rates have improved, test scores have improved, morale has improved. New efforts by the governor moved much of the effort another step into addressing the literacy rate of the state's adults through an Initiative for Work Force Excellence. The legislature also appropriated funds for a math/science high school.

TENNESSEE

1983

"No teacher in Tennessee's public school system is paid a penny more for excellence in performance." With this famous quote, Governor Lamar Alexander began hammering away in 1983 for a career-ladder program to pay teachers on a merit basis. Calling it the "Tennessee Better Schools Program," he lobbied the business and education community throughout the state on the need to reward teachers for doing a good job and the need to associate good schools with more jobs for Tennessee citizens. His combined state economic drive and education reform drive netted a new General Motors automobile assembly plant and the country's first statewide, funded career-ladder program for teachers.

The governor's education reform proposal was not successful in the 1983 legislative session. Following adjournment, a large interim study effort was organized and the governor, with key legislative leadership,

went to work on building legislative support for the next session. Everyone expected the career ladder to be a top issue of the 1984 session, but just before Christmas of 1983, the governor called a special session starting on the same day as the regular session. He reasoned that this would force the legislature to deal with his Better Schools Program first. This also signaled a no-holds-barred session because the teachers' association had been planning alternative career-ladder legislation to be offered in the regular session. The sudden turn of events forced the teachers into reacting rather than taking the offense.

1984

By late February, a new career-ladder and incentive-pay supplement program for teachers was enacted and funded. The Comprehensive Education Reform Act of 1984, SB 1, earmarked more than \$401 million in new revenues for kindergarten through higher education during 1984–85, and more than \$1 billion for the following three years. The primary goal was to produce better schools by focusing on the abilities and resources of the classroom teachers. The heart of the reform package gave Tennessee the first comprehensive career incentive-pay system for teachers in America and was designed to attract and keep outstanding teachers in the classroom. Tennessee's best and most experienced teachers were given the opportunity to earn almost \$10,000 a year more than they could earn at that time.

Key features were:

- A five-step career ladder — from the entry-level probationary teacher to the Career Level III teacher on top — with pay supplements geared to the top three steps ranging from \$1,000 to \$7,000 over the teacher's regular pay
 - Advancement on the career ladder tied to more rigorous evaluations at both the state and local district level
 - A greater role for local school leaders in the evaluation of teachers
 - Introduction of a "probationary" entry year for new teachers prior to earning regular state certification, thus giving local school authorities four rather than three years to evaluate new teachers before granting tenure
 - Tougher standards for teacher training
 - Special entry-pay supplements for apprentice-level teachers to provide additional incentives for young men and women to become teachers
 - A program to provide teacher aides in the lower grades at a cost of \$6.5 million in 1984–85

The general assembly also approved a 10% across-the-board pay increase for teachers, in addition to the new pay supplements under the \$50 million career-incentive program.

A comparable career ladder and incentive pay supplement program was provided for principals, assistant principals and supervisors. Further, the act extended the school year in Tennessee by five additional days for classroom instruction, and it created a special tuition loan program for college students planning careers as math or science teachers.

The new Tennessee initiatives also included:

- A restructured state board of education to provide clearer lay governance for public education
- \$9 million for a "Computer Skills Next" program to purchase computers for local schools and help students learn to use them before high school
 - \$1.25 million for 1st-grade readiness, making kindergarten programs available to all preschoolers
 - \$3.5 million for more math and science teachers

-
- A total of \$1.4 million in new funding for gifted student programs, music and art in the early grades, and more math and science laboratory equipment
 - \$8.5 million for new equipment for the vocational education program
 - \$1.25 million for alternative schools to promote classroom discipline
 - \$1.2 million for textbooks
 - \$4.6 million for instructional supplies
 - \$2.2 million for transportation
 - \$1.1 million for basic maintenance and operation expenses
 - \$2 million for books for regional libraries
 - \$10 million for university Centers of Excellence

To pay for the new initiatives in education, Alexander supported, and the general assembly adopted, a one-cent increase in the states sales tax, which was applied to most amusements and certain other business taxes.

1985

With support from the Tennessee Education Association, the career-ladder program was kicked off to a fast start with statewide evaluators trained and the department of education quickly moving to inform all teachers of the new program. Within one year, more than 90% of the eligible tenured teachers had applied for career-ladder status, giving them a \$1,000 annual pay boost in addition to across-the-board increases. By mid-year, the state board of education had approved more than 35,000 teachers for the career ladder; 31,077 were placed on level one, 458 on level two and 632 on level three. Nearly 40% of the teachers and administrators who had been evaluated and had applied for levels two and three of the career ladder were moved to those levels. Another 600 candidates narrowly missed qualifying for levels two and three because scores were down in one area of competency. The state board approved an “accelerated career development program,” allowing these teachers to have another chance at the program and to receive their upper-level award by late in 1985.

Implementation of the career-ladder program stretched the communication skills of the department of education and many school districts. By late 1985, the state commissioner of education said the goal for the next year would be to improve the career-ladder orientation manual, reduce the confidentiality of the system in some areas, streamline the contents required in a teacher’s portfolio (a document showing lesson plans and professional development activities), simplify the scoring/evaluation process and prepare additional workshops for the statewide evaluators. Some concern was expressed over the amount of money being spent on the implementation process rather than getting into the paychecks of teachers. While the implementation process was costly, it was also a first-time endeavor. No other state could be used as a model.

1986

As the career ladder entered its third year of operation, it was estimated that more than 8,000 teachers were at or moving toward levels two and three. In the first year, 1,700 teachers were placed on level two or three; in the second year, 2,500 educators were placed in the upper rungs; and in the spring of 1986,

more than 3,000 additional teachers had applied to be evaluated. During the first two years of the program, the evaluation cycle for teachers took a full year to complete. During the third year, plans were under way to change that to a one-semester process. During the 1986 legislative session, \$11.76 million of new money was earmarked for the career-ladder program, bringing the total fiscal 1987 budget for the career ladder to more than \$92 million. The legislature also brought the administrator career ladder more closely in line with the teacher career ladder and established rules to make administrators and teachers who were involved in the evaluation process immune from personal or official liability.

1987

This year brought a new governor, Ned McWherter, and a new state commissioner, Charles E. Smith. Also coming along with the new regime was a budget shortfall. Career-ladder and education funding dipped somewhat, with the governor recommending a 4% salary increase and \$89.6 million in new funds for the state career ladder. The session ended, however, with the Better Schools Program funded at the previous year's level. This amounted to \$89.6 million earmarked for the state career-ladder system, \$3 million less than in fiscal year 1987.

1988

The opening of the 1988 legislative session saw more discussion about changes needed in the career-ladder program. Smith asked the state legislature to remove the "extended contract" allocation from the career-ladder bonus plan. His contention was that the wealthier districts tended to have higher percentages of level two and three teachers, meaning the extended contract money was benefiting the wealthier districts more than the poorer districts. He was also concerned that benefits in the career-ladder program were too often being driven by teacher and school needs rather than student needs. Smith was attempting to design a plan that would target student needs and improve the quality of education being offered in the school districts. The legislature responded by separating the "extended contract" allocations from the program and opening the possibility of extended contracts to more than the career-ladder teachers. It also increased the teacher's base starting pay by more than \$1,500.

Additional activity by the commissioner of education centered on carrying out the provisions in the reform act through a review and restructuring of the state's education structure. After taking office in 1987, Smith revamped the state department of education in three separate state reductions. Based on a comprehensive 16-month internal review, the effort resulted in the merger of offices performing like tasks, the elimination of district field offices and a projected salary savings to the state of \$2.4 million per year.

The state's education reform efforts may be affected by a pending lawsuit. Some school districts have charged that the finance system used for the schools discriminates against the poorer districts. Adding a new twist is the challenge of a related law that requires half of all locally-collected sales tax revenues to be devoted to the schools.

TEXAS

1984

June 23, 1984, marked the end of a special legislative session called by Governor Mark White to deal with education reform. In this session, the legislature approved a major tax increase and a large education reform bill — 226-page HB 72. This was viewed as one of the largest and most sweeping education overhauls in the state’s 150-year history. White often remarked in his year-long push for the law that the future of Texas would have to be built on the educated mind and not on oil and gas as in the past.

Neither the governor nor the legislature realized how soon this struggle was to begin. The budget that was built for education reform soon was reeling from falling oil prices. The budget that was balanced on \$24-a-barrel oil soon was supported by \$18- to \$15-a-barrel oil, and the state was trying not only to implement an education reform package but also to balance the state budget.

HB 72, the omnibus reform bill, covered a wide range of reforms. For teachers and administrators, it included:

- A four-step career ladder with a strong teacher evaluation component
- A management training program for superintendents and principals
- An alternative certification route
- A lowered class-size program
- Competency testing of existing teachers

For students, it included:

- A ban on social promotion requiring a grade average of 70% for passing from one grade to the next
- A minimum competency test in the basic skills for high school graduation
- A limit on extracurricular participation for students who failed to pass all courses

For school board members:

- A mandated training program for local board members
- A change for the state board from an elected to an appointed status

Texas was one of the few states to change the governance structure of the state education department at the same time it mandated broad reforms in the schools. Adding to the implementation problems was the speed with which school districts had to implement the student academic programs, especially the no-pass/no-play rule, which kept students out of sports and extracurricular activities for six weeks if they failed any course.

The extracurricular activities participation sanctions were to go into effect at mid-year following enactment. Many school districts, however, moved implementation up to the fall in time for the football season in order to raise as much publicity about the law as possible. The law was not popular with football coaches or parents. As it was phased in during the school year, teachers complained about paperwork, and some students complained that they didn’t have time to change their class schedule because they did not know they would have to pass all classes to participate. The Texas coaches’ association lobbied for changes in the law, but in the end only some rules and regulations were cleaned up and the original intent of the no-pass/no-play law stayed in effect.

Teachers, on the other hand, began to register their concern over the requirement calling for competency testing of current teachers. The state teachers' association filed a lawsuit to block the use of the test. A great deal of concern was expressed over who would have to take various portions of the general and the subject-area tests. At one point, it was suggested that school administrators be required to pass a test in the area of their initial teacher certification. Others advocated that if an administrator was to evaluate teachers he or she should be competent enough to pass *all* subject-area tests.

1985

In the first year following enactment, the legislature made few changes in the reform law and even protected elementary and secondary education from budget cuts while other state agencies were hit much harder. A new bill gave teachers a 30-minute lunch period away from students. Money was appropriated for a basic-skills, initial teacher-certification test to be required beginning in the spring of 1986.

The legislature was called back for a special session in late May. Education groups were asking for more money to increase the number of people eligible for the career-ladder program, a limit on paperwork and a change in the student suspension and expulsion procedures. The governor did not add these items to the agenda, but the legislature did pass a resolution calling on the state board to find ways to reduce the teachers' paper load.

1986

The budget crisis, alive in 1985, moved into 1986 with an even bigger impact. The governor called a special session in late fall to increase taxes and to cut back on spending. Elementary and secondary education and the reform law in general escaped with few cuts. A temporary tax increase to balance the budget was the most controversial issue, and it eventually passed after long debate. Meanwhile, the Texas State Teachers' Association withdrew two separate actions filed in federal district court to block the dismissal of teachers who had failed the required literacy test. The original suit said that because a large number of minority teachers had failed the test, it was therefore discriminatory; however, in the end, most of the people named in the class-action suit passed the test.

1987

The no-pass/no-play rule was back for more legislative consideration, but in June the Texas senate refused to reduce the penalty for students who failed one course. It did allow the state board to run a pilot program to allow a few selected schools to experiment with a three-week ban from extracurricular activities.

The legislature also repealed the subject-area tests for current teachers, an issue that had been controversial since 1984. The budget crisis lingered throughout the spring and early summer and finally, three weeks into the new fiscal year, the legislature agreed to a \$5.7 billion tax increase, the largest in the state's history. Most of the education reform programs remained at prior-year budget levels, and except for one or two areas, the reforms stayed intact, although they did feel the impact of declining oil prices.



1988

Activity in 1988 has centered on a gubernatorial Select Committee on Education, impaneled in January to look at the ways local districts are structured and managed, how students perform on tests and to analyze the consequences of a 1987 court ruling that declared the school finance system unconstitutional. The governor asked the group to have its recommendations to him by January 1989, in time for the next legislative session. In the meantime, the court ruling has been appealed by the state, and the governor has refused to call a special session to deal with the issue of school finance.

Another governor's task force issued its final recommendations early in 1988. The Task Force on Vocational Education stressed the importance of improving the vocational education offerings in an effort to reduce the dropout rate and aid the state. It also stressed the need to upgrade the programs, to emphasize academic inputs, to eliminate duplicate programs and to ensure a smooth transition between different levels of education.

One issue that reached closure in 1988 was the replacement, by the state board of education, of the teacher Preprofessional Skills Test which was facing legal tests for equity. The board also gave first approval to the new academic skills program of student assessment required by the 1987 legislature. The new student tests were to receive final board approval in October 1988.

The federal Equal Educational Opportunity Commission ruled in September that the teacher literacy test used in 1986 was discriminatory to both blacks and those over 40 years of age. The 1,875 teachers denied approval in 1986 became eligible for reinstatement and back pay.

WASHINGTON

Education reform did not start in all states in 1983 and 1984. Francis Keppel of Harvard University maintains that education reform was under way in many states prior to 1983. While *A Nation At Risk* did, in fact, give the country a mythical starting date, Washington is a good example where reform was brought on by surrounding school finance litigation and accountability issues prior to 1983.

Concern over rising property tax rates and a school finance court case forced the legislature to redefine "basic education" for the funding formula. This involved naming subject areas and the amount of time schools would provide for instruction in the basic subject areas at all grade levels. The state was to fund the basic education portion of the school program, and local districts could approve funds for other add-on programs.

This finance law change set in motion a statewide emphasis on the basic skills and put the legislature on a constant search for new tax money during the following legislative sessions. As the education reform movement came into focus in 1983, this prior activity negated any new reform push. Interest in reform was evident, but new coalitions had to be built before any action could be taken. Because of the finance legislative activity of the mid-1970s, budget sessions were always of key importance and off-year interim sessions usually produced few big changes.

1984

In the 1984 legislative session, a package of reform bills was introduced. No strong coalitions were built to support this collection of bills and the opposition undercut the reform package one bill at a time. Eventually, the legislature did approve sub-HB 1246.

Included in this reform bill was a call for school districts to establish an annual process of goal-setting involving citizen, education, community and business leaders. Setting goals was to take into account a school district's resources and assure that "both economies in management and operation and quality in education are assured." Learning objectives were to be measured by assessing student achievement. The whole process was to be reviewed at least once every two years. To help set goals in this process, the superintendent of public instruction was, with the state board of education, to prepare model curriculum programs and curriculum guidelines in three subject areas each year. Each model was to span all grades and include statements of expected learning outcomes, content integration with other subject areas and recommended instruction strategies.

Beginning July 1, 1985, all 9th-grade students were expected to meet new high school graduation requirements that included: three years of English, two years of mathematics, two-and-one-half years of social studies, two years of science and one year of occupational education. School districts were also to develop a test for 2nd graders. The state was to develop reading, mathematics and language arts tests for grades 4 and 8, and a state sample test was to be given in the 11th grade every two years. The state department of education was also to work on a life-skills test.

"Highly capable students" were to get special instruction in programs that districts could operate either separately or jointly. Another provision of the law waived tuition at state colleges and universities and some fees for two years for all high school students who received the Washington Scholars Award and maintained 3.5 grade averages.

1985

With the 1984 interim session out of the way, all eyes were focused on the 1985 legislative session. Part of the anticipation was fueled by the work of at least three different groups, all making key recommendations on education reform. The most comprehensive study was made by the Washington Temporary Committee on Education Policy, Structure and Management, a legislative group appointed in April 1982 by Governor John Spellman.

Also at work was the Washington Business Roundtable, a group of 32 chief executive officers of the state's largest corporations. This group was organized in 1983. Its work focused on a few issues and called for \$150 million investment in school improvement for the next two years. The third group was the Citizens Education Center of the Northwest, a five-year-old grassroots organization that made reform recommendations to the legislature in late 1984. This group attempted to add the citizens' voice to the other recommendations. The groups all promised strong working relationships with state education groups.

The recommendations of the Temporary Committee on Education Policy, Structure and Management made the most sweeping recommendations with at least 130 or more proposals for the state's public schools.

Included were higher graduation requirements, stronger testing programs for students at the high-school level and for teachers prior to certification, the reduction of teacher/student ratios in kindergarten through 3rd grade, preschool programs for the disadvantaged, a career-ladder system, greater involvement of business and community groups with parents in the local schools, and the introduction of foreign languages.

The committee did not put dollar amounts on all the recommendations, but at the final hearings an estimate of \$300 million a year was mentioned. Business Roundtable recommendations carried a price tag of about \$150 million over a two-year period. It recommended a comprehensive preschool program similar to the federal Head Start program and improvement of training and preparation of teachers and school administrators. The latter included using state funds to bring all teachers up to certification standards in the subjects they were teaching and initiating an elaborate career-ladder program.

The citizens' group came in with 35 recommendations for K-12 education, including redesigning the teacher evaluation system and making it a part of the career-ladder program, a school-based management program giving parents more participatory power at the local level and a strengthened early childhood education program.

Another important ingredient leading up to the 1985 legislative session was the election of a new governor, Booth Gardner. Everyone, including Gardner, seemed to agree that this was to be the education reform year. The largest unanswered question, however, was how to finance it. Spellman had proposed \$4.3 billion for elementary/secondary education in the 1985-86 fiscal year and a \$191 million tax cut. The fiscal issue took a great deal of the new governor's attention while he repeatedly called for a balanced tax structure, including the enactment of some form of income tax. Washington, a state with no income tax, attempted to provide 90% of the school funding from the state level.

Many of the reform recommendations made by the three groups took a back seat to tax/fiscal issues. Recommendations to increase sales, business and occupation taxes became hard to move in the legislature and, as a result, the big reform hopes for 1985 never materialized.

1986

In 1986, the Washington State Board of Education, following a two-year effort, moved to raise education standards and promote the subject-matter proficiency testing of the state's teachers.

1987

The year opened with Gardner pledging to make education his top legislative priority. He presented a school-reform plan with a pricetag of \$522 million that carried a statewide minimum salary for teachers, lower pupil/teacher ratios in the early grades and an increase in the state limit on school districts' ability to rely on local property taxes. All of this was to be financed with a new tax on services and the lowering of the sales tax rate by one-half percent.

Most noteworthy in this session was the approval of ESSB 5479 with a subsection entitled "Schools for the Future: Schools for the Twenty-first Century." This pilot program was to award up to \$2 million to 20 schools or districts to determine whether increasing local decision-making authority could produce increased learning.

1988

Initial applications for the 21st-Century schools were to have been submitted by March 1988, but that deadline was subsequently extended to later in the school year. The pilot projects were started with initial two-year grants with the districts being selected by the governor and state board of education in the summer. The recipients represented a balance of geographic and school characteristics and started their work in September 1988.

The law called for state statutes and administrative rules and local policies relating to the length of the school year, teacher contract hours, student/teacher ratios, salary lids, the commingling of categorical funds and other administrative matters to be waived if the local district planning committee agreed. Applications included assurances from the teachers, principals, school boards and superintendents that all parties had cooperated in developing the projects and that bargaining contracts had been modified to accommodate the new organizational structures.



1860 Lincoln Street
Suite 300
Denver, Colorado 80295