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PUBLIC EDUCATION IN CALIFORNIA

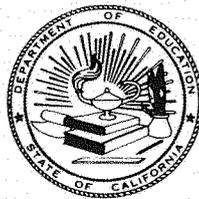
IN 1971

The Annual Report of the California State Department of Education

CALIFORNIA STATE DEPARTMENT OF EDUCATION
Wilson Riles — Superintendent of Public Instruction
Sacramento

1972

PUBLIC EDUCATION IN CALIFORNIA IN 1971



The Annual Report of the California State Department of Education

PUBLIC EDUCATION IN CALIFORNIA

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1972

Foreword

For the last decade and a half in this country, we have witnessed a growing concern for the quality of the education offered in our public schools. An entire profession, in fact, has been built up around criticism of the schools. Early last year, I resolved to dedicate my administration to answering the criticism in California with some positive suggestions for improving our public educational program.

In my conversations with people throughout the state, I have become convinced that while we have problems, those problems are not insurmountable. It has also become apparent to me from talking with these concerned citizens that the discord which has left our schools suspended in conflict for the past 15 years must give way to the greater themes of unity.

Thus, our premise for 1971-72 has been one of cooperation, not conflict — our emphasis has been on solutions, not criticism.

At the state level, the Department of Education has sought a close working relationship with educators and laymen everywhere and with the Legislature, the Governor, and the State Board of Education. I have established a special legislative coordination office that has the responsibility of furnishing the Legislature with the timely information it needs to make important decisions regarding public education. In addition our working relationship with the Governor has been constant and cooperative and open. The bond between the State Board of Education and the Department has been a solid, working partnership.

Beyond unity, the capstone of my efforts this year can be summed up in the word “accountability” — setting and meeting performance standards that have been mutually developed. This is a concept that begins at home, and I have sought to introduce it in a number of ways in the Department of Education. Descriptions of those steps are included in this report.

This report, in fact, is a part of accountability, for the concept includes a regular “accounting” to those to whom one is responsible. As the Superintendent, this means that I should report regularly to the people and the public decision makers on the state of the schools in California. I am issuing this report for that purpose. Conveniently, the report also meets the request of the Legislature for a regular report.

In this document we have attempted to lay out an objective picture of education in California, together with priorities and problems which require our attention. This picture includes an identification of areas for special legislative concern at the 1972 session. Particular attention should be given to: (1) school finance; (2) textbook selection; (3) statewide testing; and (4) early childhood education.

To many readers, this report may seem discouraging – merely a list of problems. But underlying all of the activity described here, I believe, is a sense of excitement and change, a feeling of accomplishment for the first time in what has been for too long an arid educational terrain. I personally ended 1971 with the satisfaction that the process of change and improvement was underway. We have experienced frustration concerning the many things which must be done, but our accomplishments in 1971 have given us confidence and determination for 1972. This determination did not begin with my administration; it stems from the desire of the people of California to improve education for their children.



Superintendent of Public Instruction

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Introduction

During the 1969 session of the California Legislature, the budget committees of the Senate and Assembly considered in depth the organization of the State Department of Education. One of the most significant conclusions resulting from those deliberations was that the Department of Education, as the state agency responsible for the administration of public educational programs, did not have an effective system for reporting on the status of public education to the executive and legislative branches of government and to the public in general. Therefore, it was recommended in the "Supplementary Report of the Committee on Conference Relating to the Budget Bill for 1969-1970" that: "The Department of Education make an annual report to the Legislature to indicate costs, benefits, strengths, and weaknesses in public education within a framework established by the Joint Legislative Budget Committee."

The committee met on September 8, 1969, and after receiving testimony from a variety of sources, adopted the following framework for the report:

1. The report shall provide information on the current status of public education in California, including cost and achievement comparisons among the districts of the state along with overall comparisons with other states.

2. The report shall summarize the progress of public education during the prior year in terms which reflect the attainment of specific objectives, including the findings of special research and development projects, plus information on areas of particular legislative concern. Whenever possible, special reports required of the department shall be consolidated with the annual report.

3. The report shall be used by the department to suggest program improvements and methods for more effective utilization of state educational support.

4. The report shall contain a statement of the problem areas of public education which the department considers to be of highest priority. For each priority area, a measurable objective shall be stated along with strategies for the attainment of that objective, indicating the resources and time required.

5. The report shall summarize statistical data on pupil population, assessed valuation, tax rates, expenditure levels, sources of support along with the results of the statewide testing program and other indices of pupil performance.

The First Two Annual Reports

The Department submitted its first annual report to the Legislature during the 1970 session.¹ The Joint Legislative Budget Committee reviewed the report and found it to be inadequate because it failed to indicate the major directions the Department of Education would be taking to improve the quality of public education. Specific direction was given to the Department to emphasize educational priorities in future reports rather than attempting to review all of the activities in which the Department was engaged.

Essentially, the Legislature was telling the Department that the setting of priorities is crucial to good modern management. For example, the Department has had to recognize that it simply does not have the resources to meet every need adequately at the same time. State departments of education, like individuals, cannot do everything at once; therefore, to be effective in its work, a department must limit the number of problems it attempts to solve at any one time.

Pursuant to the Joint Legislative Budget Committee framework, the Department submitted to the Legislature a preliminary draft of its second annual report in November, 1970.² However, upon assuming office in January, 1971, the new administration of the Department found the statement of priorities contained in the preliminary draft inadequate. Consequently, as one of its first official acts,

¹*The Department of Education's Annual Report on Public Education in California*. Sacramento: California State Department of Education, 1970.

²*The Department of Education's Annual Report on Public Education in California, 1969-71/1970, Preliminary Draft*. Sacramento: California State Department of Education, 1970.

the new administration developed a refined list of priorities, which it transmitted to the Legislature.

This Annual Report

This report will attempt to follow closely the express wishes of the Legislature for an annual report which does the following:

- Serves as a resource document of statistics on the pupil population and the financial condition of the public schools
- Provides a summary of available indicators of pupil performance
- Indicates the progress made in each of the 1971 priority areas and indicates future directions
- Outlines the additional priority areas established by the State Board of Education and the Superintendent of Public Instruction for 1972 and objectives for each year

The Status of the Public Schools

This section of the annual report provides statistical data on the public schools in California. It consists of four parts: (1) pupil population; (2) school finance; (3) pupils and teachers; and (4) pupil performance. A district by district breakdown of this information is presented in the following Department publications:

- *California Public Schools Selected Statistics, 1969-70*. Prepared by the Bureau of Administrative Research and District Organization, Sacramento: California State Department of Education, 1971. (A 1972 edition of this publication, with statistics from the 1970-71 school year, will soon be available.)
- *California State Testing Program, 1969-70*. Prepared by the Office of Program Evaluation. Sacramento: California State Department of Education, 1972 (available after March 31, 1972, in limited numbers)
- *Annual Evaluation Report, 1969-70, Miller-Unruh Basic Reading Program*. A Report to the California Legislature as Required by Education Code Section 5780. Sacramento: California State Department of Education, 1971.

Enrollment in California Schools

In the fall of 1971, the graded enrollment of California public schools was 4,424,264, down 33,061 from the preceding year. The growth in pupil enrollment since 1960 and enrollment projections through 1980, are presented in Table 1. These projections indicate that California's graded enrollment will decrease in 1972 and will continue to do so through 1978 when a modest upturn is expected. These projections have significant implications for school programs; they indicate what the schools' needs will be in terms of financial support, personnel, and buildings in the years ahead.

The move toward smaller enrollments is quite evident when one examines the data in Table 2. By

Table 1
Reported and Projected Fall Enrollment in
California Public Schools, 1960 - 1980

Year	Enrollment		
	Kindergarten through grade eight	Grades nine through twelve	Total ^a
1960	2,519,241	785,244	3,304,485
1961	2,621,103	850,943	3,472,046
1962	2,720,122	931,874	3,651,996
1963	2,823,581	1,014,316	3,837,897
1964	2,928,366	1,063,229	3,991,595
1965	3,010,929	1,110,513	4,121,442
1966	3,087,335	1,147,832	4,235,167
1967	3,145,569	1,184,806	4,330,375
1968	3,186,181	1,225,854	4,412,035
1969	3,178,358	1,262,566	4,440,924
1970	3,168,439	1,288,886	4,457,325
1971	3,107,862	1,316,402	4,424,264
Estimated:			
1972	3,076,299	1,346,400	4,422,699
1973	3,043,041	1,369,400	4,412,441
1974	3,014,609	1,391,900	4,406,509
1975	2,989,842	1,411,800	4,401,642
1976	2,973,991	1,427,800	4,401,791
1977	2,970,821	1,429,800	4,400,621
1978	2,980,134	1,419,300	4,399,434
1979	3,016,987	1,384,400	4,401,387
1980	3,079,399	1,336,700	4,416,099

^aThese figures do not include adult education and enrollments in special classes.

comparing the enrollment figures for the fall of 1970 with those of 1971, one finds a decline in enrollments occurring in grades one through four, slight increases in grades five through seven, and significant increases at the high school level.

School Finance in California

California's public schools are supported from special programs of federal assistance, state school fund apportionments, state budgetary categorical aids, and local property tax levies. In 1969-70 total

Table 2
**Fall Enrollment in California Public Schools,
 1970 and 1971**

Grade or class	Enrollment	
	1970	1971
Kindergarten	335,975	315,805
Grade one	363,610	339,513
Grade two	353,539	345,225
Grade three	357,044	346,454
Grade four	359,885	353,460
Grade five	354,200	357,911
Grade six	347,102	352,936
Grade seven	348,116	350,353
Grade eight	348,968	346,205
Total, grades one through eight	2,832,464	2,792,057
Total, kindergarten through grade eight	3,168,439	3,107,862
Grade nine	349,900	359,227
Grade ten	339,946	347,850
Grade eleven	319,994	321,006
Grade twelve	279,046	288,319
Total, grades nine through twelve	1,288,886	1,316,402
Total, grades one through twelve	4,121,350	4,108,459
Total, kindergarten through grade twelve	4,457,325	4,424,264
Special classes for mentally retarded:		
Elementary level ^a	43,387	35,303
High school level	15,038	13,989
Other special students:		
Elementary level ^a	30,450	33,599
High school level	86,998	94,395
Adults: ^b		
High school level	367,923	381,416
Total enrollment:		
Kindergarten	335,975	315,805
Elementary ^a	2,906,301	2,860,959
High school	1,390,922	1,424,786
Adults ^b	367,923	381,416
TOTAL	5,001,121	4,982,966

^a Includes grades seven and eight in junior high schools.

^b "Defined adults" — persons twenty-one years of age and older enrolled in fewer than ten periods of not less than 40 minutes each. Community college enrollments are not included.

revenues from all sources exceeded \$4.8 billion. Table 3 presents the growth of revenue, by source, in recent years; these figures include the revenue for the community colleges. Table 4 provides a more complete breakdown of the \$4.8 billion figure for 1969-70.

Table 5, as a companion to Table 3, identifies the percent of total revenue, by source, for all

public education. It should be noted that over the period covered by Table 5, substantial growth occurred in federal support to public education in California. This federal increase and a slight increase in revenue from miscellaneous sources served to offset a decreasing level of support from state sources. Table 6 provides a more complete analysis of the components of federal aid since 1965.

Historically, the two principal sources of public school revenues have been local property tax revenue and state support. Table 7 reviews the relationship of these two sources from 1950-51 through 1969-70. The figures in Table 7 demonstrate the long-term reduction of state support as a percent of the combined state and local revenues.

The determinates of the ability of school districts to raise local support for educational programs are (1) district assessed valuation, e.g., taxable real property; and (2) the tax rate established to collect those revenues. Table 8 shows the wide variance of assessed valuation per pupil among the districts of the state at the elementary level. These range from \$103 to \$952,156 in assessed valuation per unit of average daily attendance (a.d.a.). The \$103 would produce \$1 of revenue per pupil for \$1 on the tax rate; the \$952,156 would produce \$9,521 per pupil for \$1 of tax. Table 9 provides comparable data at the high school level.

The rates which the taxpayers of California are required to bear also vary substantially among districts, as revealed in Table 10. The tax rates levied for public school purposes by each California school district are presented in detail in the Department of Education's publication entitled *California Public Schools Selected Statistics*. As indicated earlier, the 1972 edition of this document will soon be available.

School districts are heavily dependent upon the local property tax to support their educational programs and capital improvements. Most increases in tax support to these programs require the approval of the local electorate. However, in recent years, voters, with increasing frequency, have turned down such proposals at the polls. Table 11 reviews the outcomes of local tax rate and bond elections for 1970-71.

Pupils and Teachers in California's Public Schools

This section of the annual report on public education in California provides some general comparisons of the number of pupils per teacher, all

including data on teachers' salaries. Table 12 presents the average class size in grades one through three and the average pupil-teacher ratios in grades four through eight.

Since the figures in Table 12 represent averages, they do not provide a full picture of the ranges that exist in class size and pupil-teacher ratios. Therefore, tables 13, 14, and 15 have been included in this report to provide the reader with more complete information regarding class sizes.

Table 16 provides data on the salaries paid to full-time teachers in California's public schools in 1970-71.

Pupil Performance in California

Indicators of student performance in California are provided through the statewide testing pro-

gram. Pupils in grades one, two, and three are administered reading achievement tests annually under the provisions of the Miller-Unruh Basic Reading Act of 1965 (Education Code sections 5770-5798). Pupils in grades six and twelve are tested with both scholastic aptitude tests and with achievement tests in the areas of reading, language, spelling, and arithmetic under the California School Testing Act of 1969 (Education Code sections 12820-12849). This section of the report will review the results of the tests administered under the two acts.

Grades One, Two, and Three

Table 17 indicates that California pupils in grade one scored very low on the *Stanford Reading Test* from 1966 through 1969. However, during this

Table 3
Revenues for California Public School Support, 1957-58 Through 1969-70

Fiscal year	Revenue, by source				Total revenue
	Local property tax	State aid	Federal aid	Miscellaneous ^a	
1957-58	\$ 785,291,800	\$ 560,490,932	\$ 25,875,311	\$ 15,029,313	\$1,386,687,356
1959-60	962,205,330	704,690,650	36,677,540	17,614,799	1,721,188,319
1964-65	1,575,025,840	1,057,565,256	73,538,295	67,230,364	1,773,359,755
1965-66	1,742,096,718	1,185,777,215	121,803,364	81,996,971	3,131,674,268
1966-67	1,973,189,418	1,230,432,413	233,961,711	84,537,736	3,522,121,278
1968-69	2,427,646,849	1,498,629,871	265,621,634	118,376,385	4,310,265,742
1969-70	2,654,293,865	1,766,482,779	270,931,663	129,393,384	4,821,101,691

^aSee Education Code Section 17606.

Table 4
Revenues for Support of California Public Schools, by Source, 1969-70

Agency	Source of revenue				Total revenue
	Local property tax	State aid	Federal aid	Miscellaneous ^a	
School districts	\$2,605,569,228	\$1,570,822,193	\$248,199,450	\$126,926,251	\$4,551,517,122
County superintendents of schools	48,724,637	42,607,173	22,732,213	2,467,133	116,531,156
State:					
Teacher retirement	—	81,816,924	—	—	81,816,924
Debt on school bonds	—	47,691,640	—	—	47,691,640
Elementary textbooks	—	22,692,923	—	—	22,692,923
Vocational education	—	230,271	—	—	230,271
Manpower Development and Training Act	—	621,655	—	—	621,655
Total revenue	\$2,654,293,865	\$1,766,482,779	\$270,931,663	\$129,393,384	\$4,821,101,691
Percent of total revenue	55.06	36.64	5.62	2.68	100.00

NOTE: This table includes revenues for community colleges.

^aMiscellaneous funds include in-lieu taxes or income from bonuses, royalties, rentals, or any other income from district property or property within the district or state not being assessed for tax purposes and not being used for school purposes (Education Code Section 17606).

Table 5
**Percent of California Public School Revenues,
 by Source, 1960-61 Through 1969-70**

Fiscal year	Percent of total revenue, by source			
	Local	State	Federal	Miscellaneous
1960-61	56.31	39.00	2.88	1.81
1961-62	57.71	36.96	2.58	2.75
1962-63	57.94	37.28	2.85	1.93
1963-64	57.82	37.57	2.74	1.87
1964-65	56.79	38.13	2.65	2.43
1965-66	55.63	37.86	3.89	2.62
1966-67	56.02	34.94	6.64	2.40
1967-68	54.96	36.14	6.47	2.43
1968-69	56.32	34.77	6.16	2.75
1969-70	55.06	36.64	5.62	2.68

NOTE: This table includes revenues for community colleges.

period, consistent though modest improvement was realized each year. With the introduction of the *Cooperative Primary Reading Test* in 1970, pupils in the first grade scored slightly above the publisher's norm group at the 75th percentile level, slightly below the norms at the median, and at the publisher's 25th percentile level. Continued use of this test in 1971 indicated that the first grade pupils were continuing to demonstrate consistent though modest improvement in their test scores — equaling or exceeding the publisher's norms at the 25th, 50th, and 75th percentile levels.

Table 18 presents much the same picture for the grade two test results as Table 17 presented for grade one. The results obtained on the *Stanford Reading Test* from 1966 through 1970 were low but consistently though modestly improving. The initial results of the *Cooperative Primary Reading Test* in grade two (1971) were very similar to the

Table 6
Federal Support, California School District General Funds, by Program, 1966-67 Through 1970-71

Program	Amount of federal revenue				
	1970-71	1969-70	1968-69	1967-68	1966-67
Forest Reserve Fund	\$ 6,344,134	\$ 6,486,052	\$ 3,776,775	\$ 2,970,088	\$ 2,899,845
Vocational Education Aid ^a (Smith-Hughes, George-Barden acts)	1,216,836	3,242,345	4,279,329	5,336,851	11,054,482
National Defense Education Act (P.L. 85-864)	3,750,032	3,564,691	5,679,646	6,282,291	6,161,531
Maintenance and Operation (P.L. 81-874)	74,145,379	68,117,146	73,326,452	66,922,101	66,695,490
Veterans Education	283,931	318,788	266,744	347,579	288,812
Manpower Development and Training Act (P.L. 87-415; P.L. 90-636)	11,015,067	10,014,632	12,309,670	11,270,838	10,806,841
Vocational Education Act (P.L. 88-210; P.L. 90-576)	22,364,760	18,479,509	12,483,328	10,142,724	(b)
Economic Opportunity Act (P.L. 88-452)	18,380,143	15,463,576	14,071,245	15,971,355	15,790,531
Elementary and Secondary Education Act (P.L. 89-10)	121,913,998	81,907,601	92,731,146	93,159,716	88,835,034
Preschool Education Aid (McAteer Act) ^a	8,098,240	8,478,965	7,869,160	6,428,579	(c)
Higher Education Facilities Act of 1963	3,760,813 ^d	1,818,731 ^d	1,620,948 ^d	(d)	(d)
School Construction (P.L. 81-815)	211,606 ^d	184,456 ^d	252,409 ^d	(d)	(d)
Miscellaneous Funds ^a (Education Code Section 17606)	1,460,955	2,415,444	1,420,621	2,909,763	1,073,667
Other Miscellaneous Funds ^a	23,724,703	19,108,455	8,257,397	5,877,124	5,360,200
Totals	\$296,670,597	\$239,600,391	\$238,344,870	\$227,619,009	\$208,966,433

NOTE: This table includes support for community colleges.

^a Includes some state funds.

^b Reported in Vocational Education Aid.

^c Program was not in effect or funds were not differentiated in districts' reports.

^d General Fund portion only; additional revenue reported in other funds.

publisher's national norms — equaling them at the 25th and 50th percentile levels and falling slightly below at the 75th percentile level.

Table 19 presents current and historical test data for those pupils enrolled in the third grade classes of the state from 1967 through 1971. At this level, only the *Stanford Reading Test* has been used. Again, the data indicate that the California pupils scored at levels considerably below those of the publisher's norm group; however, there has been consistent though modest improvement in the performance of California third grade pupils each year. The *Cooperative Primary Reading Test* will be introduced at the third grade level in May of 1972. It will be of interest at that time to see (1) whether the results of that test yield the same patterns as those in grades one and two when that test was initiated at those levels; and (2) whether subsequent experience with that test continues to

reflect consistent though modest improvement in the reading performance of California pupils.

Grades Six and Twelve

In accordance with the requirements of the California School Testing Act of 1969, the State Board of Education established a statewide testing program involving pupils in grades six and twelve to provide annual measures of academic achievement and scholastic aptitude. The achievement tests adopted by the Board to be administered for the first time in those grades in the fall of 1969 were as follows: grade six, *Comprehensive Test of Basic Skills* (CTBS); and grade twelve, *Iowa Test of Educational Development* (ITED). Both of these batteries of tests provided measurements of pupil achievement in reading, language, spelling, and arithmetic (mathematics). Prior to 1969 the only achievement tests administered statewide to pupils

Table 7
Revenues for California Public School Support from State
and Local Sources, 1950-51 Through 1969-70

Year	State sources		Local sources		Total revenues	Ratio state to local revenues
	Revenues ^a	Percent of total revenues	Revenues ^b	Percent of total revenues		
1950-51	237,553,000	42.3	324,483,000	57.7	562,036,000	1:1.37
1951-52	261,597,000	42.1	359,786,000	57.9	621,383,000	1:1.38
1952-53	327,437,000	44.5	407,228,000	55.5	734,665,000	1:1.24
1953-54	401,418,000	47.5	442,738,000	52.5	844,156,000	1:1.10
1954-55	431,831,000	47.1	485,623,000	52.9	917,454,000	1:1.12
1955-56	470,854,000	46.4	544,397,000	53.6	1,015,251,000	1:1.16
1956-57	502,785,000	43.3	659,354,000	56.7	1,162,139,000	1:1.31
1957-58	560,490,932	41.6	785,291,800	58.4	1,345,782,732	1:1.40
1958-59	633,763,888	42.3	866,065,433	57.7	1,499,829,321	1:1.37
1959-60	704,690,650	42.3	962,205,330	57.7	1,666,895,980	1:1.37
1960-61	752,145,063	40.9	1,086,180,343	59.1	1,838,325,406	1:1.44
1961-62	789,215,137	39.1	1,232,153,373	60.9	2,021,368,510	1:1.56
1962-63	853,386,170	39.2	1,326,583,642	60.8	2,179,969,812	1:1.55
1963-64	934,271,275	39.4	1,437,943,311	60.6	2,372,214,586	1:1.54
1964-65	1,057,565,256	40.2	1,575,025,840	59.8	2,632,591,096	1:1.49
1965-66	1,185,777,215	40.5	1,742,096,718	59.5	2,927,873,933	1:1.47
1966-67	1,230,432,413	38.4	1,973,189,418	61.6	3,203,621,831	1:1.60
1967-68	1,438,629,935	39.7	2,188,139,233	60.3	3,626,769,168	1:1.52
1968-69	1,498,629,871	38.2	2,427,646,849	61.8	3,926,276,720	1:1.62
1969-70	1,766,482,779	40.0	2,654,293,865	60.0	4,420,776,644	1:1.50

NOTE: This table includes support for community colleges.

^aState revenues (Governor's Budget and Controller's Report) include apportionments to school districts, debt service on school construction bonds, teacher retirement, textbooks, and vocational education.

^bLocal revenues (Controller's Report) include General Fund taxes, bond interest and redemption taxes, community college tuition, high school tuition, and taxes levied for offices of county superintendents of schools.

in the sixth grade dealt with reading, and pupils in the twelfth grade were not included in the state testing program.

Measures of scholastic aptitude at grades six and twelve were obtained by means of the *Lorge-Thorndike Intelligence Tests, Verbal Battery*. Although this same test has been used statewide with pupils in the sixth grade since 1966, it was used statewide with twelfth grade pupils for the first time in the fall of 1969.

The results of the scholastic aptitude and academic achievement testing in grade six in 1969 and 1970 are presented in summary form in Table 20. These data indicate that in 1969 the sixth grade pupils of California were at or near the publishers' norms at the 75th percentile level, the median, and the 25th percentile level in all areas tested except

language achievement; in language achievement California pupils scored somewhat below the publishers' quartile norms. The results for 1970 indicate generally that the achievement levels of sixth grade pupils declined slightly from the 1969 results. The largest decrease noted was in the area of arithmetic achievement.

The data in Table 21 indicate that in 1969 the twelfth grade pupils in California also were at or near the publishers' norms at the 75th percentile level, the median, and the 25th percentile in all areas tested except language achievement; as with the pupils in the sixth grade, California pupils enrolled in the twelfth grade scored somewhat below the publishers' quartile norms. The results for 1970 were slightly, but consistently, lower than they were in 1969.

Table 8
Distribution of California School Districts by Assessed Valuation
Per Unit of Average Daily Attendance, Elementary Level,
1970-71 and 1969-70

Modified assessed valuation per unit of a.d.a.	District with this assessed valuation per unit of a.d.a.					
	Number of districts		Units of a.d.a.		Cumulative percent of a.d.a.	
	1970-71	1969-70	1970-71	1969-70	1970-71	1969-70
\$100,000 and over	55	56	4,157	4,059	0.13	0.13
75,000-99,999	35	35	6,378	5,823	0.32	0.32
50,000-74,999	76	76	24,566	19,155	1.08	0.89
47,500-49,999	14	16	14,874	5,016	1.54	1.05
45,000-47,499	13	13	6,296	12,497	1.73	1.43
42,500-44,999	16	10	15,199	12,158	2.20	1.81
40,000-42,499	18	11	67,927	12,600	4.29	2.20
37,500-39,999	21	12	7,746	7,293	4.53	2.42
35,000-37,499	18	30	18,867	75,268	5.11	4.74
32,500-34,999	17	25	11,933	9,971	5.48	5.04
30,000-32,499	25	21	28,037	20,166	6.34	5.66
27,500-29,999	33	27	36,896	31,511	7.48	6.63
25,000-27,499	35	31	62,155	69,192	9.40	8.76
22,500-24,999	42	52	179,606	136,164	14.93	12.96
20,000-22,499	60	54	211,001	201,218	21.43	19.15
17,500-19,999	75	68	628,204	617,334	40.78	38.15
15,000-17,499	82	82	237,937	259,321	48.11	46.14
12,500-14,999	76	75	426,929	397,056	61.26	58.36
10,000-12,499	93	97	515,046	444,621	77.12	72.04
7,500- 9,999	80	92	522,907	591,273	93.23	90.24
5,000- 7,499	51	57	185,986	268,441	98.96	98.51
Under \$5,000	17	19	33,819	48,457	100.00	100.00
Totals	952	959	3,246,466	3,248,594		
Median, 1970-71		\$20,083				
1969-70		19,600				
1968-69		18,200				

Table 9
**Distribution of California School Districts by Assessed Valuation
 Per Unit of Average Daily Attendance, High School Level,
 1970-71 and 1969-70**

Modified assessed valuation per unit of a.d.a.	Districts with this assessed valuation per unit of a.d.a.					
	Number of districts		Units of a.d.a.		Cumulative percent of a.d.a.	
	1970-71	1969-70	1970-71	1969-70	1970-71	1969-70
\$125,000 and over	17	12	6,464	3,703	0.48	0.28
100,000-124,999	11	13	8,681	9,943	1.12	1.02
95,000-99,999	1	3	206	1,841	1.13	1.16
90,000-94,999	7	3	29,080	1,550	3.27	1.27
85,000-89,999	8	7	8,297	6,465	3.88	1.83
80,000-84,999	6	9	2,968	3,393	4.10	2.08
75,000-79,999	6	7	8,760	32,231	4.75	4.49
70,000-74,999	8	14	2,875	11,202	4.96	5.33
65,000-69,999	10	5	13,556	3,537	5.96	5.59
60,000-64,999	16	11	27,561	15,325	7.99	6.74
55,000-59,999	24	17	49,623	33,861	11.64	9.27
50,000-54,999	23	23	100,583	84,121	19.05	15.55
45,000-49,999	27	29	256,474	92,030	37.94	22.43
40,000-44,999	27	34	63,286	277,506	42.60	43.17
35,000-39,999	46	47	199,565	133,509	57.29	53.14
30,000-34,999	45	46	187,829	246,469	71.12	71.56
25,000-29,999	36	31	192,675	143,138	85.31	82.25
20,000-24,999	24	30	111,965	150,973	93.56	93.54
15,000-19,999	13	12	84,358	82,269	99.77	99.68
10,000-14,999	2	3	2,213	4,247	99.93	100.00
Under \$10,000	1	0	895	0	100.00	100.00
Totals	358	356	1,357,914	1,338,313		
Median, 1970-71		\$40,777				
1969-70		41,300				
1968-69		39,600				

Table 10
Distribution of California School District Legal Tax Rate Limits, 1970-71

Unified districts		Elementary districts		High school districts	
Tax rate	Number of districts	Tax rate	Number of districts	Tax rate	Number of districts
\$ 1.65 ^a	7	\$ 0.90 ^a	40	\$ 0.75 ^a	2
1.66-1.99	0	0.91-0.99	0	0.76-0.89	1
2.00-2.09	0	1.00-1.09	2	0.90-0.99	1
2.10-2.19	3	1.10-1.19	6	1.00-1.09	4
2.20-2.29	17	1.20-1.29	10	1.10-1.19	4
2.30-2.39	4	1.30-1.39 ^b	210	1.20-1.29	11
2.40-2.49	4	1.40-1.49	33	1.30-1.39	8
2.50-2.59	11	1.50-1.59	48	1.40-1.49	11
2.60-2.69	19	1.60-1.69	37	1.50-1.59	26
2.70-2.79	13	1.70-1.79	34	1.60-1.69	8
2.80-2.89	9	1.80-1.89	56	1.70-1.79	17
2.90-2.99	11	1.90-1.99	49	1.80-1.89	8
3.00-3.09	15	2.00-2.09	47	1.90-1.99	6
3.10-3.19	13	2.10-2.19	18	2.00-2.09	6
3.20-3.29	18	2.20-2.29	30	2.10 and over	5
3.30-3.39	10	2.30-2.39	12		
3.40-3.49	16	2.40-2.49	17	Total	118
3.50-3.59	10	2.50-2.59	17		
3.60-3.69	9	2.60-2.69	6		
3.70-3.79	13	2.70-2.79	15		
3.80-3.89	11	2.80-2.89	4		
3.90-3.99	4	2.90-2.99	4		
4.00-4.49	10	3.00-3.09	5		
4.50-4.99	9	3.10 and over	12		
5.00 and over	4				
Total	240	Total	712		

NOTE: The legal tax rate limit is the statutory tax rate established as a maximum for each type of district (Education Code Section 20751) or the tax rate authorized by election in the district (Education Code Section 20803), whichever is in effect.

^aStatutory maximum tax rate.

^bIncludes 209 elementary school districts with a legal tax rate limit of \$1.35, the statutory maximum established by Education Code Section 20751 (1)(b).

Summary of Legal Tax Limits

Type of district	Range	Median
Unified	\$1.65-6.80	\$3.16
High school	0.75-2.98	1.57
Elementary	0.90-4.50	1.62

Table 11
Outcome of California School District
Tax and Bond Elections, 1970-71

Type of district	Tax rate increases		Bond issues	
	Percent passed	Percent failed	Percent passed	Percent failed
Elementary	56	44	27	73
High school	59	41	27	73
Unified	39	61	21	79
Total, all districts	52	48	25	75

Table 12
Average Class Size, Grades One Through Three;
Pupil-Teacher Ratios, Grades Four Through Eight

Year	Average class size	Pupil-teacher ratios
1967-68	27.81	28.5 to 1
1968-69	27.23	28.2 to 1
1969-70	27.03	28.0 to 1
1970-71	27.22	27.9 to 1

Table 13
Distribution of Class Sizes, Grades One Through Three, in California Public Schools, 1970-71

Class size (number of pupils per class)	Classes with this number of pupils		Pupils in classes of this size		Pupils attending classes this size or smaller			
	Number	Percent of total	Number	Percent of total	Number	Cumulative percent of enrollment		
						1970-71	1969-70	1968-69
Fewer than 5	7	0.01	21	0.00	21	0.00	0.00	0.00
5-9	44	0.10	329	0.03	350	0.03	0.03	0.04
10-14	136	0.34	1,667	0.15	2,017	0.18	0.26	0.22
15-19	723	1.80	12,794	1.17	14,811	1.35	1.65	1.45
20-24	5,591	13.92	127,372	11.66				
20	442	1.10	8,840	0.81	23,651	2.16	2.43	2.23
21	599	1.49	12,579	1.15	36,230	3.31	3.73	3.48
22	909	2.26	19,998	1.83	56,228	5.14	5.81	5.25
23	1,429	3.56	32,867	3.01	89,095	8.15	8.89	7.94
24	2,212	5.51	53,088	4.86	142,183	13.01	13.72	12.19
25-29	24,699	61.52	676,921	61.93				
25	2,852	7.10	71,300	6.52	213,483	19.53	20.66	18.29
26	3,844	9.57	99,944	9.14	313,427	28.67	30.07	26.95
27	5,119	12.75	138,213	12.64	451,640	41.32	42.75	39.40
28	6,172	15.38	172,816	15.81	624,456	57.12	59.02	55.99
29	6,712	16.72	194,648	17.82	819,104	74.93	77.97	76.15
30-34	8,909	22.19	272,257	24.91				
30	5,455	13.59	163,650	14.98	982,754	89.90	94.54	93.53
31	2,246	5.59	69,626	6.37	1,052,380	96.27	97.74	97.34
32	952	2.37	30,464	2.79	1,082,844	99.06	99.10	98.83
33	187	0.47	6,171	0.56	1,089,015	99.62	99.62	99.54
34	69	0.17	2,346	0.21	1,091,361	99.84	99.82	99.77
35-39	50	0.12	1,789	0.15	1,093,150	100.00	100.00	99.98
40 or more	0	0	0	0	1,093,150	100.00	100.00	100.00
Totals	40,159	100.00	1,093,150	100.00				

NOTE: Districts with fewer than 101 average daily attendance were excluded.

Table 14
**Enrollment in California Public Schools in Excess
of Designated Class Size, Grades One Through Three,
1970-71, 1969-70, and 1968-69**

Class size (designated number of pupils)	Number of pupils in excess of designated class size			Number of classes with pupils in excess of of designated class size		
	1970-71	1969-70	1968-69	1970-71	1969-70	1968-69
35	39	63	92	24	26	37
34	89	121	163	50	58	71
33	208	243	310	119	122	147
32	514	541	702	306	298	392
31	1,772	1,312	1,620	1,258	771	918
30	5,276	3,229	3,932	3,504	1,917	2,312
29	14,235	11,275	12,802	8,959	8,046	8,870
28	29,906	26,845	29,543	15,671	15,297	16,741

Table 15
**Pupil-Teacher Ratios in California School Districts, Grades Four
Through Eight, 1970-71, 1969-70, and 1968-69**

Pupil-teacher ratios	Districts with this pupil-teacher ratio					
	1970-71		1969-70		1968-69	
	Number	Percent of total districts	Number	Percent of total districts	Number	Percent of total districts
Less than 10:1	0	0	0	0	0	0
10:1-14:1	6	0.8	9	1.2	8	1.0
15:1-19:1	33	4.3	34	4.4	31	4.0
20:1-24:1	<i>152</i>	<i>19.9</i>	<i>169</i>	<i>22.0</i>	<i>176</i>	<i>22.9</i>
20:1	15	2.0	18	2.3	18	2.3
21:1	23	3.0	25	3.3	22	2.9
22:1	24	3.1	32	4.2	30	3.9
23:1	39	5.1	31	4.0	55	7.2
24:1	51	6.7	63	8.2	51	6.6
25:1-29:1	<i>434</i>	<i>56.9</i>	<i>435</i>	<i>56.8</i>	<i>424</i>	<i>55.1</i>
25:1	73	9.5	78	10.2	73	9.4
26:1	70	9.2	81	10.6	86	11.2
27:1	101	13.2	100	13.0	92	12.0
28:1	95	12.5	92	12.0	90	11.7
29:1	95	12.5	84	11.0	83	10.8
30:1-34:1	<i>135</i>	<i>17.8</i>	<i>119</i>	<i>15.5</i>	<i>126</i>	<i>16.5</i>
30:1	51	6.7	55	7.2	69	9.0
31:1	48	6.3	27	3.5	27	3.5
32:1	21	2.8	26	3.4	22	2.9
33:1	10	1.3	10	1.3	6	0.8
34:1	5	0.7	1	0.1	2	0.3
35:1 and over	2	0.3	1	0.1	4	0.5
Totals	762	100.0	767	100.0	769	100.0

NOTES: Pupil-teacher ratios in districts with fewer than 101 a.d.a. and grades seven and eight of junior high schools maintained by high school or unified school districts were excluded.

Numbers and percents printed in italics are totals for the pupil-teacher ratio *range* and are followed by data for the individual ratios within the range.

Table 16
Distribution of Full-Time Teachers in California Public Schools, by Salary Paid, 1970-71

Yearly salary	Number of teachers, by level ^a			Yearly salary	Number of teachers, by level ^a		
	Elementary ^b	High school ^c	Total		Elementary ^b	High school ^c	Total
Under \$6,000				\$12,000 to 12,299	4,159	2,397	6,556
\$6,000 to 6,299	147	12	159	12,300 to 12,599	3,118	2,755	5,873
6,300 to 6,599	342	29	371	12,600 to 12,899	3,782	2,670	6,452
6,600 to 6,899	821	202	1,023	12,900 to 13,199	3,694	2,586	6,280
6,900 to 7,199	1,917	465	2,382	13,200 to 13,499	2,971	2,668	5,639
7,200 to 7,499	2,898	829	3,727				
				13,500 to 13,799	2,659	2,493	5,152
7,500 to 7,799	5,012	1,650	6,662	13,800 to 14,099	2,201	2,052	4,253
7,800 to 8,099	5,000	1,887	6,887	14,100 to 14,399	3,061	3,162	6,223
8,100 to 8,399	5,760	2,242	8,002	14,400 to 14,699	2,951	3,600	6,551
8,400 to 8,699	6,231	2,559	8,790	14,700 to 14,999	1,542	2,414	3,956
8,700 to 8,999	5,283	2,248	7,531	15,000 and over	3,237	7,308	10,545
				Total	114,554	75,080	189,634
9,000 to 9,299	6,112	2,831	8,943	First quartile	\$ 8,729	\$ 9,695	\$ 9,063
9,300 to 9,599	5,750	2,707	8,457	Median	10,303	11,611	10,783
9,600 to 9,899	5,414	3,520	8,934	Third quartile	12,356	13,772	12,957
9,900 to 10,199	5,001	3,006	8,007	Mean	10,609	11,645	11,019
10,200 to 10,499	4,631	2,651	7,282				
10,500 to 10,799	4,572	3,559	8,131				
10,800 to 11,099	4,537	2,797	7,334				
11,100 to 11,399	3,857	2,352	6,209				
11,400 to 11,699	4,213	2,840	7,053				
11,700 to 11,999	3,681	2,589	6,270				

^a Teachers employed on two levels have been classified in the level to which the major portion of their time is assigned.

^b Includes kindergarten teachers.

^c Includes junior high school teachers.

Table 17

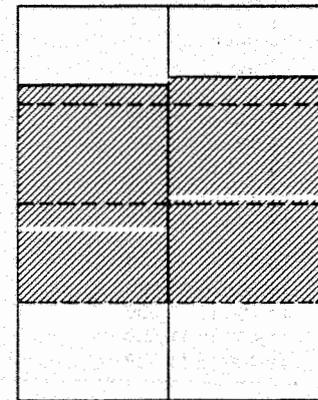
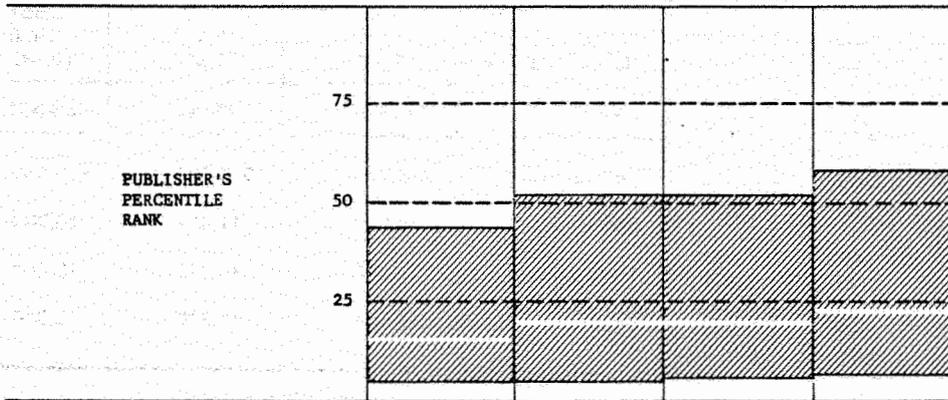
STATEWIDE STANDARDIZED TEST RESULTS
CALIFORNIA PUBLIC SCHOOLS -- 1965-66 THROUGH 1970-71
READING ACHIEVEMENT -- GRADE 1

A. GENERAL INFORMATION

Test	STANFORD READING TEST			
	1965-66	1966-67	1967-68	1968-69
Year				
No. of Pupils Tested	330,633	337,207	347,001	347,062

COOPERATIVE PRIMARY READING TEST	
1969-70	1970-71
354,411	344,971

B. INTERQUARTILE RANGE (25th, 50th & 75th PERCENTILE SCORES) COMPARED TO PUBLISHER'S NORMS*



C. PUBLISHER'S PERCENTILE RANKS AND GRADE EQUIVALENTS OF STATE QUARTILE SCORES (25th, 50th & 75th PERCENTILES)

	1965-66	1966-67	1967-68	1968-69
75th Percentile (State Q3)				
State Raw Score	43.1	48.2	48.3	50.6
Publisher's Percentile Rank	44	52	52	58
Publisher's Grade Equivalent	1.8	1.9	1.9	2.0
50th Percentile (State Q2)				
State Raw Score	30.6	32.5	32.7	34.5
Publisher's Percentile Rank	16	20	20	23
Publisher's Grade Equivalent	1.6	1.5	1.6	1.7
25th Percentile (State Q1)				
State Raw Score	21.2	22.2	22.6	23.6
Publisher's Percentile Rank	5	5	6	7
Publisher's Grade Equivalent	1.4	1.5	1.5	1.5

	31.2	31.6
	80	82
	2.2	2.2
	22.4	22.8
	44	51
	1.8	1.8
	17.6	18.0
	25	25
	1.5	1.5

*The three broken horizontal lines indicate the publisher's 75th, 50th and 25th percentiles. The shaded columns represent the middle fifty per cent of the test scores of California grade one pupils. The top of each column represents the 75th percentile score for the California pupils, the bottom represents the 25th percentile score, and the break in the middle of the columns represents the 50th percentile score. These data are presented in numerical form in Part C of this Exhibit.

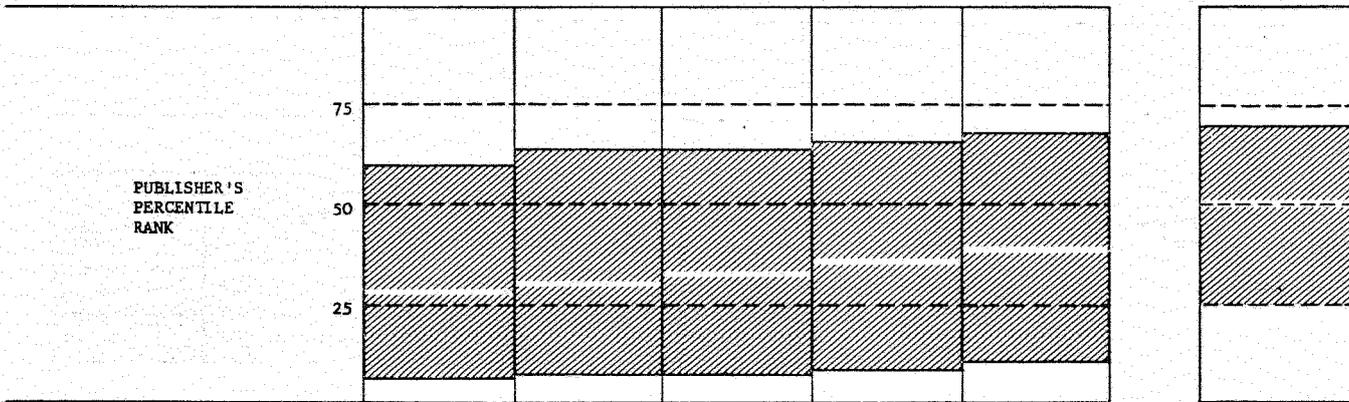
Table 18

STATEWIDE STANDARDIZED TEST RESULTS
CALIFORNIA PUBLIC SCHOOLS -- 1965-66 THROUGH 1970-71
READING ACHIEVEMENT -- GRADE 2

A. GENERAL INFORMATION

Test	STANFORD READING TEST					COOPERATIVE PRIMARY
	1965-66	1966-67	1967-68	1968-69	1969-70	
Year	1965-66	1966-67	1967-68	1968-69	1969-70	1970-71
No. of Pupils Tested	314,646	318,529	329,021	337,151	345,586	332,517

B. INTERQUARTILE RANGE (25th, 50th & 75th PERCENTILE SCORES) COMPARED TO PUBLISHER'S NORMS*



C. PUBLISHER'S PERCENTILE RANKS AND GRADE EQUIVALENTS OF STATE QUARTILE SCORES (25th, 50th & 75th PERCENTILES)

75th Percentile (State Q3)						
State Raw Score	55.3	56.6	57.1	58.3	59.3	34.4
Publisher's Percentile Rank	60	64	64	66	68	70
Publisher's Grade Equivalent	3.0	3.1	3.1	3.2	3.2	3.5
50th Percentile (State Q2)						
State Raw Score	37.6	39.3	39.7	41.7	42.6	26.6
Publisher's Percentile Rank	28	30	32	36	38	50
Publisher's Grade Equivalent	2.5	2.5	2.5	2.6	2.6	2.8
25th Percentile (State Q1)						
State Raw Score	23.7	24.8	25.1	26.4	26.5	20.3
Publisher's Percentile Rank	6	7	7	8	10	25
Publisher's Grade Equivalent	1.9	1.9	1.9	1.9	2.0	2.1

*The three broken horizontal lines indicate the publisher's 75th, 50th and 25th percentiles. The shaded columns represent the middle fifty percent of the test scores of California grade two pupils. The top of each column represents the 75th percentile score for the California pupils, the bottom represents the 25th percentile score, and the break in the middle of the column represents the 50th percentile score. These data are presented in numerical form in Part C of this Exhibit.

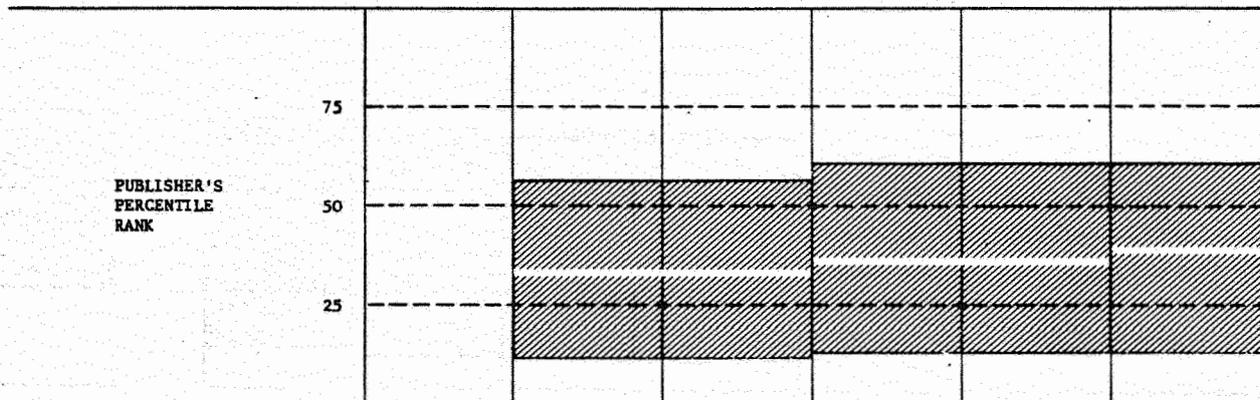
Table 19

STATEWIDE STANDARDIZED TEST RESULTS
CALIFORNIA PUBLIC SCHOOLS -- 1965-66 THROUGH 1970-71
READING ACHIEVEMENT -- GRADE 3

A. GENERAL INFORMATION

Test	STANFORD READING TEST					
Year	1965-66	1966-67	1967-68	1968-69	1969-70	1970-71
No. of Pupils Tested		313,380	319,903	329,447	347,410	336,845

B. INTERQUARTILE RANGE (25th, 50th & 75th PERCENTILE SCORES) COMPARED TO PUBLISHER'S NORMS*



C. PUBLISHER'S PERCENTILE RANKS AND GRADE EQUIVALENTS OF STATE QUARTILE SCORES (25th, 50th & 75th PERCENTILES)

75th Percentile (State Q3)						
State Raw Score		75.1	75.3	75.7	75.8	75.6
Publisher's Percentile Rank		56	56	60	60	60
Publisher's Grade Equivalent		4.1	4.1	4.2	4.2	4.2
50th Percentile (State Q2)						
State Raw Score		61.9	62.2	63.1	63.4	63.6
Publisher's Percentile Rank		34	34	36	36	38
Publisher's Grade Equivalent		3.4	3.4	3.4	3.4	3.5
25th Percentile (State Q1)						
State Raw Score		44.4	44.9	46.2	46.6	47.1
Publisher's Percentile Rank		12	12	13	13	13
Publisher's Grade Equivalent		2.7	2.7	2.7	2.8	2.8

*The three broken horizontal lines indicate the publisher's 75th, 50th and 25th percentiles. The shaded column represents the middle fifty per cent of the test scores of California grade three pupils. The top of each column represents the 75th percentile score for the California pupils, the bottom represents the 25th percentile score, and the break in the middle of the column represents the 50th percentile score. These data are presented in numerical form in Part C of this Exhibit.

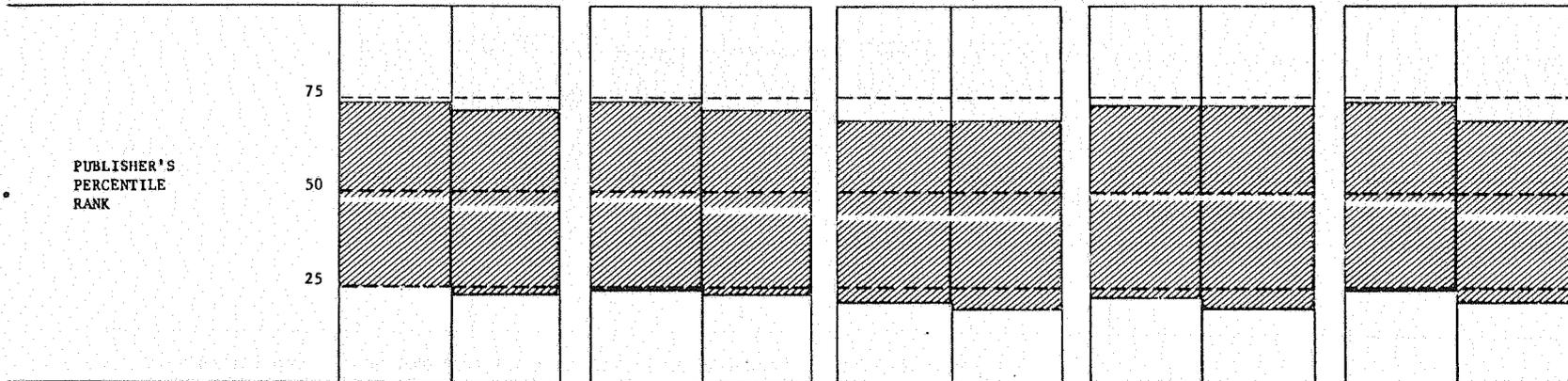
Table 20

STATEWIDE STANDARDIZED TEST RESULTS
CALIFORNIA PUBLIC SCHOOLS -- 1969-70 & 1970-71
SCHOLASTIC APTITUDE AND ACHIEVEMENT TESTS -- GRADE 6

A. GENERAL INFORMATION

Test	LORGE-THORNDIKE INTELLIGENCE TEST Verbal Ability		COMPREHENSIVE TESTS OF BASIC SKILLS, Form Q, Level 2							
	1969-70	1970-71	Reading Subtest		Language Subtest		Spelling Subtest		Arithmetic Subtest	
Year	1969-70	1970-71	1969-70	1970-71	1969-70	1970-71	1969-70	1970-71	1969-70	1970-71
Number of Pupils Tested	327,078	322,870	328,754	333,734	327,059	331,766	327,273	332,601	326,901	331,609

B. INTERQUARTILE RANGES (25th, 50th and 75th PERCENTILE SCORES) COMPARED TO PUBLISHERS' NORMS*



C. PUBLISHERS' PERCENTILE RANKS AND GRADE EQUIVALENT SCORES OF THE STATE QUARTILE SCORES (25th, 50th & 75th PERCENTILES)

	1969-70	1970-71	1969-70	1970-71	1969-70	1970-71	1969-70	1970-71	1969-70	1970-71
75th Percentile (State Q3)										
State Raw Score	109.0	108.2	71.8	71.4	68.4	67.9	25.7	25.7	84.8	83.2
Publisher's Percentile Rank	74	72	74	72	68	68	73	73	74	68
Publisher's Grade Equivalent	Not Applicable		7.6	7.4	7.2	7.2	7.5	7.5	7.3	6.9
50th Percentile (State Q2)										
State Raw Score	98.1	97.2	61.7	61.2	58.3	57.5	22.6	22.5	74.9	72.6
Publisher's Percentile Rank	48	46	48	46	43	43	49	49	47	43
Publisher's Grade Equivalent	Not Applicable		6.0	5.8	5.7	5.7	6.0	6.0	5.9	5.8
25th Percentile (State Q1)										
State Raw Score	87.9	87.4	45.7	45.3	44.3	43.2	17.6	17.3	58.9	56.1
Publisher's Percentile Rank	25	23	24	23	21	19	22	19	24	21
Publisher's Grade Equivalent	Not Applicable		4.5	4.4	4.3	4.2	4.6	4.3	4.8	4.7

* The three broken horizontal lines indicate the publishers' 75th, 50th and 25th percentiles. The shaded columns represent the middle fifty percent of the test scores of California grade 6 pupils. The top of each column represents the 75th percentile for the California pupils, the bottom represents the 25th percentile scores, and the break in the middle of the column represents the 50th percentile score. These data are presented in numerical form in Part C of this Exhibit.

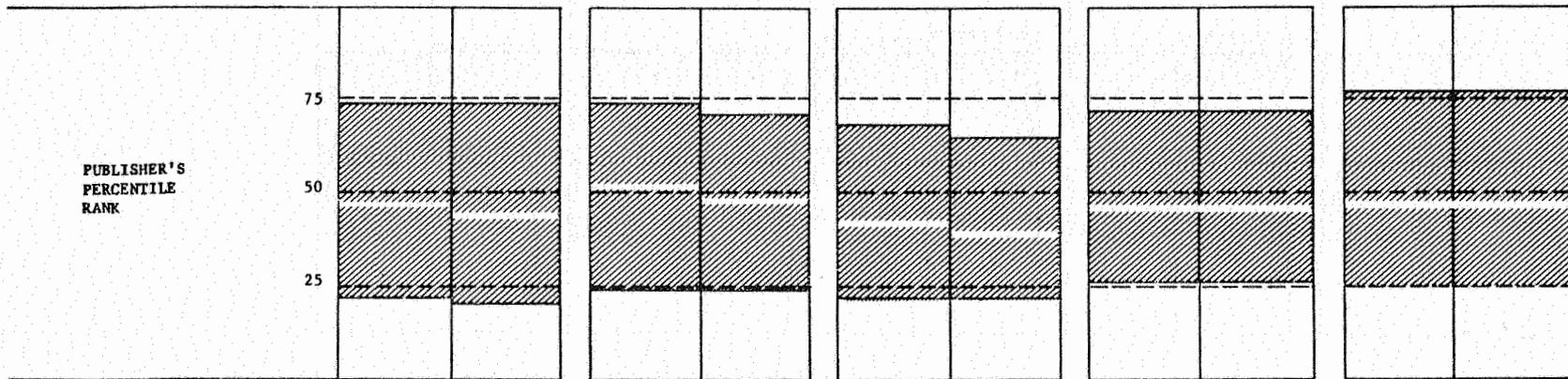
Table 21

STATEWIDE STANDARDIZED TEST RESULTS
 CALIFORNIA PUBLIC SCHOOLS -- 1969-70 & 1970-71
 SCHOLASTIC APTITUDE AND ACHIEVEMENT TESTS -- GRADE 12

A. GENERAL INFORMATION

Test	LORGE-THORNDIKE INTELLIGENCE TEST Verbal Ability		IOWA TESTS OF EDUCATIONAL DEVELOPMENT, Form X-4							
	1969-70	1970-71	Reading Subtest		Expression Subtest		Spelling Subtest		Quantitative Subtest	
Year	1969-70	1970-71	1969-70	1970-71	1969-70	1970-71	1969-70	1970-71	1969-70	1970-71
Number of Pupils Tested	235,913	249,160	234,478	247,311	230,820	246,781	228,140	241,363	234,706	248,853

B. INTERQUARTILE RANGES (25th, 50th and 75th PERCENTILE SCORES) COMPARED TO PUBLISHERS' NORMS*



C. PUBLISHERS' PERCENTILE RANKS AND GRADE EQUIVALENT SCORES OF THE STATE QUARTILE SCORES (25th, 50th & 75th PERCENTILES)

	1969-70	1970-71	1969-70	1970-71	1969-70	1970-71	1969-70	1970-71	1969-70	1970-71
75th Percentile (State Q3)										
State Raw Score	113.2	112.8	29.8	29.4	50.8	49.8	11.1	11.0	19.0	18.7
Publisher's Percentile Rank	74	74	74	71	68	65	72	72	77	77
50th Percentile (State Q2)										
State Raw Score	101.5	101.0	21.5	21.2	40.8	39.9	8.2	8.1	13.2	12.9
Publisher's Percentile Rank	47	45	52	49	42	40	47	47	48	48
25th Percentile (State Q1)										
State Raw Score	90.5	90.2	15.4	15.1	30.3	29.6	5.4	5.3	8.8	8.6
Publisher's Percentile Rank	22	20	24	24	22	22	26	26	25	25

* The three broken horizontal lines indicate the publishers' 75th, 50th and 25th percentiles. The shaded columns represent the middle fifty percent of the test scores of California grade 12 pupils. The top of each column represents the 75th percentile score for the California pupils, the bottom represents the 25th percentile score, and the break in the middle of the column represents the 50th percentile score. These data are presented in numerical form in Part C of this Exhibit.

Priorities of the State Board of Education and Superintendent, 1971-72

The success of educational programs at the local level is dependent on the relationships which exist among the child, his teacher, his parents, and the school principal. If lines of communication are clear, if each one sets realistic goals, and if each assumes his responsibility, the educational program will have a better chance of succeeding. In like manner, the organizations having responsibility for providing the resources needed for educational programs must also establish good communications, set realistic goals, and assume appropriate responsibilities for the education of our youth. In California the State Board of Education, the Superintendent of Public Instruction, and the State Department of Education were created to help coordinate the efforts in public education – to act as the liaison between state government and local educational agencies. In more recent years, they have also served as the liaison between the federal government and the schools.

During 1971 the State Board of Education concerned itself with such major issues as a revamping of public school finance in California; establishing guidelines for teacher tenure and evaluation; and reconstructing the entire system of advisory commissions and committees. In the area of instruction, the Board took major steps in such areas as implementation and evaluation of statewide curriculum; improved textbook development and selection procedures; studies regarding the statewide testing program; and program and cost-effectiveness. Other areas included moral guidelines development, drug abuse education, and venereal disease control.

Some other major activities of the Board included the development of state guidelines for bilingual education; a student bill of rights, guidelines for student expression, and distribution of publications on campuses; migrant education; and guidelines for vocational education regional occupational centers.

Another significant step taken by the Board was the development of a Board policy manual, which is now in the final developmental stages. This represents a major step in helping to solidify the role of the Board and in making the dealings of the Board with the Department of Education, various educational agencies, the public, and the Legislature more meaningful and constructive.

In 1971 the new Superintendent of Public Instruction began the important tasks of establishing better lines of communication with the schools and of establishing with the State Board of Education priorities for California education. The specific priorities established by the State Board of Education and the Superintendent of Public Instruction for 1971-72 are reviewed in this section of the annual report. The State Board and the Superintendent agreed that the following were the nine priorities that should receive major attention in 1971-72:

1. Department and Board reorganization
2. Curriculum development and textbook selection procedures
3. School district management review and assistance
4. Basic skills
5. Career education
6. School finance and efficiency
7. Drug abuse and preventive education
8. Early childhood education
9. Bilingual-bicultural education

Progress has been made in each of the nine priority areas in 1971-72 through the establishment of a more flexible organizational pattern than the Department of Education's earlier organizational structure. The new structure has ensured that the following take place: (1) specific problems are defined; (2) the problems are reviewed, and plans of action are developed by ad hoc teams or task forces; and (3) programs are modified, as

necessary, to solve problems. Figure 1 identifies the types of units assigned to work on the priorities and the source of funds for each unit's operations. The reader will note that eight of the priorities are to be continued in 1972-73.

Department and Board Reorganization

The need to reorganize California's educational leadership structure to respond more effectively to the needs of the state has long been recognized; thus, this became a high priority item for 1971-72. The overriding goal in this respect was to reorganize the administrative and decision-making structure into a clear and orderly system which was sufficiently flexible to respond to the priority problem areas in a timely fashion.

During 1971-72 the Superintendent was provided, through a provision in the Governor's budget, administrative flexibility to redirect the

efforts of persons serving in 394 professional positions in the Department of Education. This facilitated the rapid establishment of a number of task forces to deal with specific problem areas. The composition of the task forces has varied: Some task forces have been made up of Department of Education personnel only; some have been composed of educational experts from outside the Department and lay members who have served on a voluntary basis; and some have included representatives from a number of agencies. All of these groups, however, have had the following elements in common: a specific set of assignments in an area of public concern and a timetable which was designed to lead to recognizable improvements in public education.

In addition to creating task forces to seek solutions to specific problems, the Superintendent established three new offices in 1971 to coordinate

PRIORITIES 1971-72		Unit Assigned Priority and Financial Support			
		1971-72		1972-73	
		unit	support	unit	support
1. Department and Board Reorganization	●	■	●	■	
2. Curriculum Development and Textbook Selection	●	■			
3. School District Management, Review and Assistance	●	■	●	■	
4. Basic Skills	Reading	●	■	●	■
	Mathematics	●	■		
5. Career Education	●	■	●	■	
6. School Finance and Efficiency	▲	■	▲	■	
7. Drug Abuse Preventative Education	●	■	●	■	
8. Early Childhood Education	▲	■	▲	■	
9. Bilingual-Bicultural Education	●	■	●	■	

KEY:		State Funds	Federal Funds
Task Force ●	Regular Program ▲	Special Project ■	State Funds ▨
			Federal Funds ■

Fig. 1. Board of Education and Department of Education Priorities for 1971-72 and Those to Be Continued in 1972-73

the Department's responsibilities in areas of critical concern:

1. The Office of Program Planning was made responsible for long- and short-range planning regarding the problems of public education.
2. The Office of Program Evaluation was made responsible for objectively determining the results of ongoing and special programs.
3. The Office of Legislation Coordination was made responsible for maintaining liaison with the legislative and executive branches of government on matters of concern to public education.

One of the most immediate problems of organization was outlined in the Superintendent's priority message of 1971: the confusion created by the proliferation of statutory commissions and committees. Legislation designed to correct this situation was introduced by Assemblyman Walter J. Karabian, and it was adopted. Through the passage of Assemblyman Karabian's bill (AB 2800), 14 of the existing bodies were consolidated into six new advisory groups, and an orderly plan was developed for these groups' working relations with the State Board and the Department. The Department has developed a comprehensive plan to implement this legislation shortly after its effective date in March, 1972.

To meet the Department's long-term need for revitalizing its hiring and promotion policies, the Superintendent appointed a special study group of experts to make recommendations regarding such policies. In its report this group has outlined a program which is designed to achieve flexibility and maximum use of personnel resources. The planning for long-term reorganization within the Department is the responsibility of the task force on organizational redirection. At the Superintendent's direction, this task force has been developing a working plan for the systematic reorganization of the Department which is consistent with the hiring and promotion study group's recommendations; the plan will be completed and presented to the State Board of Education and appropriate state agencies by June, 1972. The plan will emphasize the following:

- *Team building*: the development of a more thorough understanding and commitment to the major organizational objectives through the use of well-planned intraorganizational seminars
- *Talent search and recruitment*: the development of a comprehensive ongoing program to

identify and recruit the most talented individuals to fill available positions

- *Structural redirection*: the development of a program for structural changes in the organization of the Department to facilitate administrative direction and flexibility

Curriculum Development and Textbook Selection Procedures

A significant problem which has troubled educational decision makers for some time has been the lack of an effective system to influence and to improve continuously the quality of public school curriculum while avoiding the need for prescriptive mandates. The existing procedures for curriculum development and textbook adoption simply do not meet the needs of modern school programs.

Based on these needs, the Department has been developing a plan which will strengthen the process of curriculum framework development and textbook selection. A task force will have prepared by June 30, 1972, a complete plan for the development, implementation, and evaluation of curriculum frameworks. The objective of this plan will be to strengthen the frameworks — to make them blueprints for leadership in educational programs.

Concurrently, a departmental legislative proposal for improving textbook selection procedures is being developed. The proposal will recommend the following changes in the system:

1. Inclusion of comprehensive educational materials, other than textbooks, in the adoption process
2. The establishment of a curriculum framework at least one year in advance of the initiation of textbook adoption procedures
3. A greater flexibility for districts to make local choices in the selection of supplementary materials.
4. The establishment of an annual state instructional materials budget computed on a per-pupil basis, with the monies deposited in a state instructional materials fund for the acquisition, replacement, and distribution of materials

School District Management Review and Assistance

The management of public school districts is a complex and demanding responsibility. In fact the management problems and concerns that exist among California's elementary, high school, and unified school districts are almost as varied as the

number of districts that make up the state's public school system. These problems have resulted in a growing concern for the quality of the management of the state's public school districts, and the Superintendent and the Board placed the matter on their 1971-72 list of priorities. In response to this concern, the Superintendent has established a school district management review and assistance task force. The purpose of this group is to work with districts to assist them in correcting specific problems and to identify general problems which should be made the subject of broader state action.

The task force team will work with at least 50 school districts in 1971-72 to identify management deficiencies, advise the districts on the corrective measures to be taken, provide necessary inservice training, and follow up to determine the effectiveness of changes instituted. The team will continue this process in 50 additional districts in 1972-73.

As a result of the work of the task force, the Department has been overwhelmed with requests for assistance by other districts. Although it is still too early to evaluate completely the effectiveness of this approach, initial reports indicate that the process has reduced the level of deficit spending and reporting errors in the districts visited.

Basic Skills – Reading and Mathematics

The ability to read, write, and compute is absolutely essential if a student is to achieve his full potential in today's complex society. Without gaining proficiency in these skills, he cannot succeed in school, and he will have great difficulty in securing employment after school. It was for these reasons that basic skills was identified as one of the nine Department priorities for 1971-72.

Two task forces, one in reading and one in mathematics, are currently involved in projects to develop methods to improve substantially education in the basic skills.

Reading Task Force

A comprehensive analysis of statewide test results reveals that large numbers of children are seriously underachieving in reading. For example, in 1969-70 there were 541 schools in which 50 percent of the students enrolled could achieve no higher than the bottom quartile in reading skills.

To correct this situation, the task force has developed a comprehensive plan to deal with this problem on a school by school basis. In 1971-72 a program to coordinate all available resources will

be developed, and 20 effective reading program models will be identified. In 1972-73 these models will be implemented in 50 school districts with the most significant problems.

Mathematics Task Force

Statewide indicators also demonstrate the need for program improvement in mathematics. The Mathematics Task Force is presently completing an extensive testing of pupils in California schools to determine the strengths and weaknesses of existing programs. The results of this assessment of the status of mathematics education in the state during 1971-72, along with an estimate of needs for program improvements in the computer age, will be made available in the spring of 1972.

The assessment will emphasize pupil progress at the third, sixth, and eighth grade levels based upon state-adopted curriculum at each of those grade levels. Additional activities of the mathematics task force include the identification of exemplary mathematics projects for statewide dissemination and work with teacher training institutions to improve the mathematics preparation of teachers.

Career Education

When the high school graduate has no idea of the type of work he would like to do, it is a depressing situation for the graduate; oftentimes it represents a failure on the part of the schools. Because this happens so often, the Superintendent and the Board have placed a high priority on career education.

The U.S. Commissioner of Education has proposed "a new orientation of education – starting with the earliest grades and continuing through high school – that would expose the student to the range of career opportunities, help him narrow down the choices in terms of his own aptitudes and interests, and provide him with education and training appropriate to his ambition."¹ It will be the responsibility of the Career Education Task Force to help California establish in its schools the "orientation" to which the U.S. Commissioner has referred.

The career education approach must be broader in scope than the college preparation or vocational education programs, and it must emphasize an individualized program. Career education must begin early in the child's schooling and progress logically from grade level to grade level. The goal

¹"Marland on Career Education," *American Education*, VII (November, 1971), 25.

of such programs will be to provide an opportunity for the student to assess realistically his personal attributes and aspirations in light of occupational opportunities and to receive an education appropriate to his needs. This will mean that by the time the student leaves the twelfth grade, he will have developed a salable skill.

To meet the needs for statewide leadership in this area, the Department has created a career education task force to do the following:

1. Determine and disseminate information on the most promising practices in career education.
2. Develop and implement a plan of action for support services.
3. Develop a state model for career education programs.
4. Recommend changes in existing law, regulations, and policies to facilitate the establishment of programs.

In 1972-73 the task force will be working with 15 school districts to implement programs and to identify the most successful programs. The experience gained in this approach will then be used to develop a broad state program.

School Finance and Efficiency

The financial crises in California's public schools should receive first priority for attention by the Legislature at its 1972 session. This is because the existing system does not provide adequately for all children, and it is too heavily dependent on the local property tax for support. Consequently, it has allowed wide variations to exist among districts in terms of their ability to raise revenue to support programs. The California Supreme Court found in its historic *Serrano vs. Priest* decision that the system denied children the constitutional guarantees of equal protection of the law:

... We have determined that this funding scheme invidiously discriminates against the poor because it makes the quality of a child's education a function of the wealth of his parents and neighbors. Recognizing as we must that the right to an education in our public schools is a fundamental interest which cannot be conditioned on wealth, we can discern no compelling state purpose necessitating the present method of financing. ...²

This finding is supported by similar decisions in Minnesota, New Jersey, and Texas, all of which indicate that basic reform in the way we support our schools must be started immediately.

²*Serrano v. Priest*, California Supreme Court, 5 Cal. 3d 584 (1971).

Recognizing the need to develop a plan which can receive the support of a broad segment of the parties of interest, the State Board of Education has appointed a special committee to develop a plan which will (1) meet the requirements of the court decision; and (2) provide an equitable funding structure. This committee represents not only the educational community but also business, labor, and governmental agencies. The work of the committee will be completed in time so that its plan may be submitted to the Legislature at its 1972 session.

The objective of this special committee will be to develop a plan which does the following:

- Guarantees a level of financial support necessary to provide an adequate education for all children in the state
- Eliminates the discriminatory effects of the property tax
- Provides for a strong element of local control

Drug Abuse and Preventive Education

The misuse and abuse of drugs has reached epidemic proportions in this country and has been identified by local, state, and national authorities to be one of the most critical problems we face today. Although no reliable way has yet been found to determine exactly how many young persons are misusing drugs, arrest records, mortality rates from drug overdose, and student and public surveys indicate large numbers of young people and their families are suffering undue harm because the drug problem has not been solved.

The solution to this problem can only come through a total coordination of the efforts of the home, school, and community. The school must be capable of providing the student with knowledge and understanding of the dangers of drug abuse and of assisting him in dealing with his problem.

To meet the challenges presented by the growing use and misuse of drugs, the Department has established a task force on drug abuse education. The goal of this group is to reach the school districts in the state with information which will assist them in the development or modification of drug education programs.

During 1971-72 this group has been operating a very effective state drug education training program. As a result of this program, the current status of drug education and types of assistance needed have been identified, and intensive inservice training programs have been held with school personnel. To assist in this process, a depository of

drug information has been established in the Department, which includes relevant information regarding teaching strategies, drug curricula, sample programs, and selected research; the materials in the depository have been made available for district use.

Department-sponsored legislation designed to strengthen the drug education program was passed and signed at the 1971 legislative session (AB 1359, introduced by Assemblyman Wadie P. Deddeh, and AB 2544, introduced by Assemblyman John F. Dunlap). Through the passage of these measures, increased numbers of drug education materials will be made available to school districts, and a comprehensive statewide program on drug education will be established. (See Education Code sections 8751-8766 and 9304.1-9304.5.)

Early Childhood Education

The early years are particularly important to every child's educational achievement. Research indicates that 50 percent of a child's intellectual potential is developed before the child reaches five years of age and that 80 percent is developed prior to his becoming eight years old. Unfortunately, existing state educational efforts have been fragmented to the point that a comprehensive approach to meet the needs of children at this age level has become almost impossible; thus, the Superintendent and the Board identified early childhood education as one of the 1971-72 priorities. To correct the current weaknesses in the education of children in their very early years, the Department has begun the development of a master plan for early childhood education which will systematically provide for program development, administration, evaluation, and funding.

The first phase in the development of a master plan has been completed. Twenty-four experts from throughout the state were asked to study the problem and to propose solutions. The group has made the following recommendations:

1. All children in California between the ages of four and eight should have the opportunity to be served by a publicly supported primary school.
2. The primary school must become a community educational center, focusing all the resources of the family and the community in order to serve children and their parents.
3. Goals must be clearly defined so that outcomes can be evaluated.
4. Medical, dental, and nutritional needs should be met, and social services, day care, and counseling must be made accessible.

5. An environment appropriate for primary education must reflect the nature and needs of the young child.
6. The preparation of staff for early childhood education should receive continued emphasis in California.
7. Adequate funds must be allocated for the successful operation of the proposed expanded primary school.³

Based on the work of this group, an intradepartmental task force has been assembled to formulate the master plan; when completed, the plan will identify: (1) the state and local responsibilities for improved educational programs; (2) an implementation phase; (3) the resources required; and (4) the necessary legislation. The plan will be available for the Legislature's consideration in 1972.

Bilingual-Bicultural Education

The California population is drawn together from a wide variety of ethnic backgrounds. While this contributes to the high cultural heritage of the state, it can present difficult problems to an educational program which is geared to the English-speaking entity, particularly to those whose primary language is other than English. As a result of studies pursuant to Assembly Concurrent Resolution 153, the Department of Education found in 1969 that 432,772 students spoke at home a language other than English. This did not mean that all of these students could not communicate in English; but when the Department's findings were coupled with information from school districts, it did indicate that a significant number of these students were experiencing special problems in school. Thus, the problem was given priority status for 1971-72.

To attack the problem, the Department has established the Bilingual-Bicultural Task Force. During 1971-72 the task force is developing a master plan which will provide for Indian education, bilingual-bicultural programs, and foreign language instruction.

During 1972-73 the task force will begin to make the master plan operational through the use of pilot models. The results of this work will lead to the statewide implementation of a program which will effectively meet the needs of California's bilingual-bicultural population.

³"Report of the Task Force on Early Childhood Education to Wilson Riles, State Superintendent of Public Instruction, and the State Board of Education." Prepared by the Task Force in Early Childhood Education. Sacramento, California State Department of Education, November 26, 1971, pp. 3 and 4.

Priorities of the State Board of Education and Superintendent, 1972-73

Eight of the nine 1971-72 priorities, which were identified in the preceding section of this report, will be maintained as priorities in 1972-73 by the State Board, the Superintendent, and the Department of Education. The work on curriculum development and textbook selection procedures will have been completed by June of 1972. In addition to continuing their work on the remaining eight priorities, the state-level administrative agencies for public education will add the following priorities to their 1972-73 workload:

1. Teacher evaluation
2. Urban education
3. Analysis and applicability of testing procedures
4. Improvement of guidance and counseling services

5. Intermediate school education
6. Master plan for special education
7. Programs to prevent conflicts on junior high and high school campuses
8. Conservation education

Although the priorities do not represent all the problem areas in education in California, they do represent those creating the most pressing needs. Therefore, the Superintendent, the Board, and the Department will give unified major attention to these areas in 1972-73, and solutions will be sought to the problems inherent in these priorities, which are discussed in this section of the annual report. The types of units assigned to work on the priorities and the source of funds for each unit's operations are identified in Figure 2.

PRIORITIES 1972-73	Unit Assigned Priority and Financial Support	
	unit	support
1. Teacher Evaluation	■	■
2. Urban Education	●	■
3. a. Analysis and Applicability of Testing Procedures	▲	■
b. Improvement of Guidance and Counseling Services	▲	▨ ■
c. Master Plan for Intermediate School Education	▲	▨
4. Master Plan for Special Education	■	▨
5. Programs to Prevent Conflicts on Junior and Senior High School Campuses	●	▨ ■
6. Conservation Education	▲	▨

KEY:	● Task Force	▲ Regular Program	■ Special Project	▨ State Funds	■ Federal Funds
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Fig. 2. New Board of Education and Department of Education Priorities for 1972-73

Teacher Evaluation

At its 1971 session, the Legislature adopted Assembly Bill 293, which calls for the establishment of a uniform system of evaluation and assessment of the performance of school district certificated personnel.¹ The bill provides that such evaluation shall include:

(a) The establishment of standards of expected student progress in each area of study and of techniques for the assessment of that progress.

(b) Assessment of certificated personnel competence as it relates to the established standards.

(c) Assessment of other duties normally required to be performed by certificated employees as an adjunct to their regular assignments.

(d) The establishment of procedures and techniques for ascertaining that the certificated employee is maintaining proper control and is preserving a suitable learning environment.²

To assist school districts in the development of such procedures, the Legislature instructed the State Board of Education, through the passage of Assembly Bill 2999 (now Education Code Section 161), to develop guidelines which districts may use in the evaluation of certificated personnel. These guidelines, which were adopted by the State Board of Education, have been published and distributed to the school districts.³

In 1972-73 the Department will prepare a coordinated plan for inservice training which will be designed to improve teacher instructional capabilities. This will emphasize the identification of existing activities, a needs assessment, and a comprehensive plan. This will be supplemented by a thorough evaluation of the effect of the program.

Urban Education

The inner cities of urban areas are confronted with unique problems resulting from concentrations of educationally disadvantaged pupils, an inordinate number of health and nutritional issues,

¹As a result of the passage of Assembly Bill 293, Education Code sections 13403, 13404-13410, 13412, and 13439 have been amended; sections 13485-13489 have been added to the code; old sections 13413 and 13414 have been repealed, and new sections have been added, using those same numbers; and sections 13415-13438 and 13440 have been repealed.

²Education Code Section 13487. Sacramento: State of California, 1971.

³California State Board of Education Guidelines for School Districts to Use in Developing Procedures for Evaluating Certificated Personnel. Sacramento: California State Board of Education and the State Department of Education, 1972.

costly living conditions, delinquency, crime, and unemployment. These factors and many others confront the state's urban school districts with two significant types of problems: educational and financial.

The educational problems in these urban districts are the result of (1) their being situated in areas of high social tension; and (2) their having high concentrations of children from low-income families that are less well prepared for participation in an educational program than students from more affluent backgrounds.

The financial problems of the urban school districts result from the high cost of living associated with urban areas. This is compounded by the wide variety of metropolitan services which must be supported from a limited property tax base.

In response to these problems, the Superintendent and the Board of Education will give a high priority to urban education in 1972-73, and a task force will be appointed to focus on the needs of urban areas. In the coming year this group will do the following:

- Document the need and problems of urban education.
- Identify the resources available to meet the financial needs of urban programs.
- Determine the most reliable educational strategies for working with pupils in urban school districts.
- Work to develop broad-based educational planning involving all appropriate agencies.

Analysis and Applicability of Testing Procedures

California's two required statewide testing programs for public school pupils, which were discussed earlier in this report, are reading achievement tests for grades one through three under the Miller-Unruh Basic Reading Act of 1965 and the scholastic aptitude and basic skills achievement tests required under the California School Testing Act of 1969. The objective of these acts is to provide the public, which invests \$4 billion annually in tax dollars in the public school system, with an overall assessment of the quality of school programs. Unfortunately, the existing testing programs have done more to raise questions than to provide answers. The testing program (1) does little to indicate directions for program improvements; (2) is insensitive to the differing goals and objectives of the instructional programs among districts; (3) is disproportionately expensive in comparison to the amount of information pro-

vided; and (4) discriminates against children with special problems. Therefore, in 1972-73 a high priority will be assigned the analysis and applicability of testing procedures.

As a preliminary step to solving the problems inherent in this priority, an ad hoc advisory committee of experts has been established to recommend changes that (1) will strengthen the existing system of testing; and (2) will rechannel the efforts of the many involved into a diagnostic and prescriptive evaluation system which will be an aid to the improvement of educational programs. This group will review the current testing requirements and recommend alternative approaches which will do the following:

- Provide the public with essential information about the quality of their schools.
- Yield information which can aid in program improvement.
- Relate more directly to the objectives of instruction of individual school districts.
- Provide greater flexibility in the administration of tests and use of results.
- Reduce the overall cost of the program.

Improvement of Guidance and Counseling Services

The complex problems of society present significant obstacles to the education of young adults. Because of the problems, these young people find it difficult to answer important questions regarding career selection and academic preparation, interpersonal relations, and personal goals. The first line of assistance to students with questions regarding these matters is the school guidance and counseling program. However, existing approaches to student problems are insufficient to cope with today's needs.

Consequently, the Superintendent intends to initiate in the Department of Education in 1972-73 a program to revitalize school guidance and counseling programs. Initial plans in this area include inservice training, a series of pilot projects to improve career guidance, and a sequential career guidance program, which will supplement the Department's work on career education.

Intermediate School Education

During 1972-73 the Department will make a comprehensive review of the status of educational programs in grades four through eight in the school districts of the state. The objective of this task will be to find the most appropriate instructional

approaches to follow in programs initiated under the Early Childhood Education Master Plan.

Master Plan for Special Education

Approximately 450,000 children in California are participating in programs designed to serve the physically handicapped, mentally gifted, and multi-handicapped, mentally gifted, and multi-handicapped. The historical development of these programs has resulted in a myriad of laws, regulations, and policies. The complex and confusing nature of these provisions forms a roadblock to systematic program planning, implementation, and evaluation.

To provide the best opportunity for all exceptional children to receive appropriate educational opportunities, the Department is developing a master plan for special education. The goal of this plan will be to streamline, simplify, and reorder special educational programs through the improvement of program options. This plan will provide a program for dealing with the following:

- *The unserved population.* At present, approximately 50,000 pupils are on waiting lists for the existing programs.
- *The need for systematic planning development and evaluation.* The overlap and confusion among programs must be resolved.
- *The shortage of qualified personnel.* A tremendous shortage of classroom teachers exists in certain special education programs, and a similar shortage of support personnel, supervisors, psychologists, and therapists also exists.
- *The need for reform in the support system.* A system is required that will ensure adequate support for programs while providing guarantees for the wise use of resources.
- *The changing program requirements.* Modern practices and techniques require a rethinking of the approaches used in these programs.

During 1972-73 the Department will develop the master plan for special education in time for it to be reviewed by the Legislature at its 1973 session. The plan will include a system for the identification of pupils, model programs, personnel needs, and financing.

Programs to Prevent Conflicts on Junior High and High School Campuses

In recent years the number of incidents of violent conflict has been increasing among students on junior high and high school campuses. Many

incidents have resulted in bodily injury to students and staff, interruption of the educational program for extended periods, and damage to property. To date, however, no comparative examination has been made of the characteristics of schools where such disturbances have occurred with similar schools where they have not. Furthermore, no systematic method has been developed for the state to provide assistance in the resolution of such problems.

In 1972-73 the Superintendent will organize in the Department a task force to examine the characteristics of schools in which conflicts have occurred with those in which conflicts have not occurred. In addition the group will work directly with school districts to solve those problems which have created or could create campus difficulties. Specific plans include:

- Work with a number of districts to prevent or resolve conflicts and tension through on-site assessment.
- Develop procedures to determine the elements which are effective in preventing inter-group conflict.

- Identify structural and program changes which are required to implement an effective and coordinated attack on this problem.

Conservation Education

In recent years the public has become increasingly aware of its environmental problems. To solve these problems, educational programs must be provided in California schools which will help the people develop the knowledge, skills, and attitudes they need to conserve their natural resources and maintain a clean and healthful environment.

In 1972-73 the Department will be working to improve student understanding of the environment by doing the following:

- Improve teacher skills through a specially designed training program.
- Develop and utilize community resources through comprehensive planning.
- Improve the quality of conservation education materials by working with concerned groups.
- Institute an evaluation system to determine the effectiveness of local programs.

Other Areas of Interest in California Education, 1971-72

The State Department of Education was created in 1921 for the purpose of carrying out "a wise, intelligent, and constructive state educational policy, based on a careful study of conditions and needs and the best of administrative experience."¹ In addition, the 1920 legislative committee which recommended the creation of the Department said:

It is also the business of the state to study the changing conditions within the state, and the educational needs of the state, and from time to time to advance the minimum standards which it will permit. To do this intelligently, the Legislature, acting for the state, needs advice based on careful study of conditions and needs, and this it should be the business of such a State Department of Education to supply.²

This responsibility of the Department of Education and its policy-making body, the State Board of Education, has not changed since 1921. They, along with the Superintendent of Public Instruction, still have the responsibility for providing the Legislature with good, sound advice so that quality education is ensured for the citizens of this state.

Early in 1971 the state's twenty-second Superintendent took office and, with the State Board of Education, identified for the Department of Education nine priorities, which were of paramount importance in meeting the educational needs of over 4.5 million students in California, grades one through twelve; the nine priorities were discussed in detail earlier in this report. Late in 1971 the Superintendent and the Board identified seven more priorities which they believed should be included in the original list of major educational concerns. Therefore, the seven

additional priorities will be given special attention in 1972-73; and these priorities were discussed in the preceding section of this annual report.

However, even though the Department has been giving major attention to nine priority areas in education in 1971-72 and will be focusing attention on seven more in 1972-73, it is not neglecting its ongoing responsibilities nor other areas of concern in education. The Superintendent, the Board, and the Department recognize that the mark of a good organization is its ability to maintain regular operations, to respond to the special needs of the times, and to make adjustments in its organizations so that it is prepared to meet the demands of tomorrow. Thus, the organization should be responsive, accountable, and flexible.

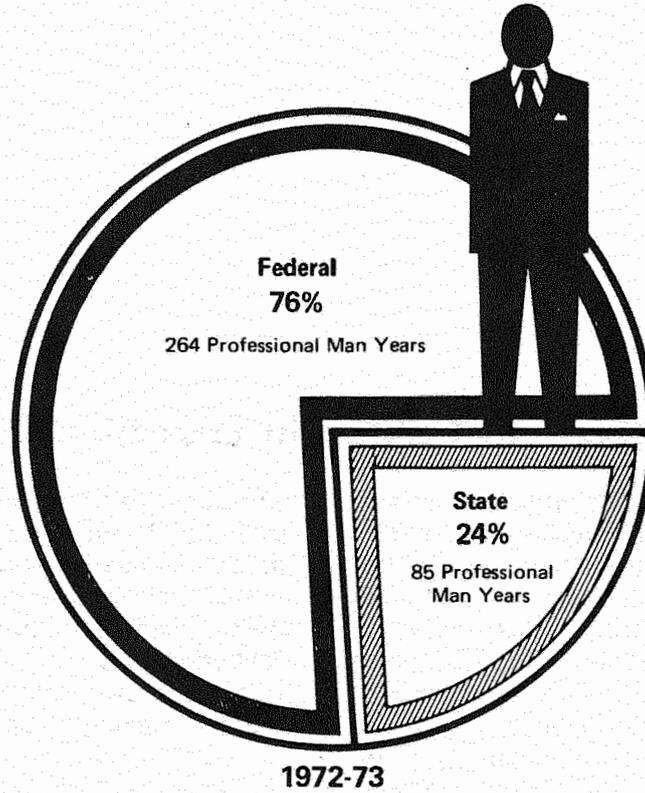
Therefore, in addition to maintaining regular operations and giving special attention to several priorities, the Superintendent, the Board, and the Department are responding to these concerns:

- Venereal disease education
- Field Act (earthquake standards for school buildings)
- Year-round school
- Twelfth year of school
- Eighteen-year-old vote
- Administration-Teacher conflicts
- Education Code revision
- Free and reduced-cost food programs in the schools
- Textbook delivery
- Report on positive accomplishments in the schools

The Department's ability to respond to these and other areas of concern is often affected by the number of people it has available to work on state supported or federally supported activities, as shown in Figure 3.

¹Report of the Special Legislative Committee on Education, Authorized by Senate Concurrent Resolution No. 21 by the Forty-third Session of the Legislature of California (popularly known as the "Jones Report"). Sacramento: State of California, 1920, p. 29.

²Ibid., p. 30.



Professional Staff* Positions By Division

DIVISION	NUMBER OF POSITIONS	
Executive	5	
	35	
Departmental Administration	—	
	2	
School Administration and Finance	31	
	14	
Instruction	18.4	
	156	
Special Education	21	
	11	
Compensatory Education	9.5	
	46	

KEY:

5 Positions

State Funds

Federal Funds

*Professional Staff: consultants, field representatives, project specialists, and vocational education supervisors

Fig. 3. Federal and State Support for the Department of Education's Professional Staff, 1972-73

Venereal Disease Education

Nationally, venereal disease is the second most communicable disease in the country, outranked only by respiratory disease. The disease is concentrated among the young, many of them high school age or younger. A physician told the State Board of Education last year that at the present rate, one out of every two teenagers in 1980 will have VD before leaving high school. Recently, the physician said, California accounted for one out of every six cases in the country.

The Department has accelerated its effort in an attempt to find ways to stem this epidemic. Venereal disease education guidelines have been sent to administrators of all junior high and high schools in the state. The Department of Education also is working with the State Department of Public Health to conduct workshops on venereal disease education for teachers, administrators, and members of local governing boards. Additional sources of funding and personnel are being sought to strengthen the Department's efforts in this critical area.

Field Act Impasse

As of January 1, 1971, a total of 1,700 school buildings in California did not meet the earthquake-safe standards of the Field Act. Those buildings must be strengthened or abandoned by July 1, 1975. (See Section 15516 of the Education Code.)³ To strengthen the buildings will cost between \$650 million and \$1 billion. To abandon them means placing more students into already crowded facilities, possibly with double sessions.

If Proposition Number 2 on the June ballot of this year is passed, a \$350 million bond would be approved to help alleviate the situation. Of this bond money, \$250 million would be used for earthquake safety construction loans. But even with the bond money, the Field Act and the school districts are headed on a collision course.

Bond elections failed during 1970-71 at a rate of 75 percent. This was a result, in part, of the constitutional requirement of two-thirds voter approval. If the requirement had been a simple majority, as it is with tax overrides, 76.7 percent of the bond elections would have passed.

Tax overrides do not offer a viable alternative to bond elections. By using tax overrides, it takes a

large district or a district with high assessed valuation to raise the tremendous amounts of revenue needed for construction. Even then the burden falls on relatively few taxpayers during a short period of time when compared with the bond approach.

Year-round School

By a year-round use of the school plant, an estimated 25 percent more students can be accommodated than under the traditional nine months use. This increased use of facilities can lead to capital outlay and textbook savings; however, it also can lead to accelerated plant depreciation of existing facilities, and families may resist the scheduling of vacations at unconventional times of the year.

Nationally, the evidence with respect to dollar savings from the operation of year-round schools is inconclusive and contradictory. Experiments in Pennsylvania and Connecticut led to savings while those in Georgia and Wisconsin actually had increased costs. As of July 1, 1971, several California school districts were experimenting with year-round schools, but complete results are not available at this time.

Recently signed legislation for establishing additional pilot projects on year-round school operations in the state will increase the documentation on this approach. The legislation, Assembly Bill 331, was first introduced by Assemblywoman March K. Fong, and it now appears in the Education Code as sections 7475 through 7493.

Referring to the four-quarter plan authorized under Assembly Bill 1971 from the 1968 legislative session (Education Code Section 7495.11), Hayward Unified School District has reported to the Legislature that "the feasibility of the organizational plan and curriculum design of the extended school year at an elementary level has been shown."

The Department will continue to watch these national and state programs with interest. It may well be that the year-round concept could assist schools in satisfying the Field Act requirements.

Twelfth Year of School

The senior year in high school is often considered to be a wasted year in the educational program. At many schools students spend this year satisfying technical graduation requirements, which leaves many of the students restless and bored.

There has been discussion nationally on the need to make the senior year much more meaningful

³*Cracks in the Belfry*. Prepared by the Bureau of School Planning. Sacramento: California State Department of Education, 1969, p. 11.

and productive than it is now in most high schools across the country. Among the options that have been discussed are specialized career training and courses given for college credit. Some California schools are already offering their students such courses.

The State Department of Education is exploring these and other options for the seniors in high school. The Department's findings may be useful in helping school districts adjust their programs to meet the needs of the times. In today's world students of all ages are exposed to greater learning opportunities earlier than was true when much of the educational coursework was first developed.

Eighteen-year-old Vote

Eighteen-year-olds now have the right to vote. This change in the law represents a new, vital responsibility for the schools: to prepare these young voters to exercise their newly acquired franchise.

The Department will be exploring what assistance it can render statewide in helping schools design curriculum to meet their students' needs as voters. Among the considerations will be a set of mutually derived nonpartisan guidelines for voter education.

Administration-teacher Conflicts

On September 8, 1971, a total of 227 teachers of the Jefferson Elementary School District in Daly City (San Mateo County) began a strike that went on for over a month. At issue was a proposed employment agreement. Upon request, the Department sent two observers to the scene of the strike. Their assignment was not to determine who was right or wrong nor to act as negotiators; it was to provide some neutral meeting ground, hopefully to clarify the issues and to begin steps toward a resolution of the problem.

The Superintendent had to release both staff members from their full-time responsibilities in the Department to go to Daly City. The Department's flexibility in helping out in situations like this one is, thus, limited. Yet, these conflicts may be on the increase for some time, and the need for help may become even greater.

The Superintendent and the State Board of Education will be working to determine the needs and possibilities of establishing in the Department a professional capability that can be of help in these conflicts. The Winton Act, the principal state statute governing school employer-employee relationships, also is being studied to determine its

bearing on the problem (see Education Code sections 13080-13089).

Education Code Revision

The Department of Education believes the fundamental design of the Education Code should be permissive, not prescriptive. That is, the premise should be that a school district governing board should be free to take an action unless the Education Code specifically prohibits that action. Presently, governing boards cannot take action unless the code specifically permits the action. This greatly hampers flexibility, initiative, and creativity. Ideally, the principal, teachers, students, and parents at the school site should be the key decision makers in the educational process.

Free and Reduced-cost Food Programs in the Schools

An estimated 800,000 needy children attend California's public schools. In December, 1970, a total of 396,506 children were receiving free or reduced-cost lunches. Through the use of federal and state funds, and with encouragement to school districts from a special Department food services task force, the number of children being served as of December, 1971, was 556,143. The task force hopes to move that figure closer to 725,000 in 1972-73.

Through an auxiliary free or reduced-cost nutritious breakfast program, approximately 58,000 needy children are also being fed.

Textbook Delivery

In the fall of 1971, state textbooks were sent to schools on time for the opening of school. This was the first time this had occurred since 1914, when elementary textbooks were first made available to the schools by the state.

This textbook delivery was made possible through advance planning and coordination with other agencies by managerial and clerical staffs and through the extraordinary efforts of 15 warehousemen putting in 1,087 hours of overtime.

Report on Positive Accomplishments in the Schools

While the most pressing problems in the schools demand attention, the quieter, steadier, positive programs that are going on continuously often go unnoticed. There is much talk of failing bond elections and campus conflicts; but there is too little recognition of the many very sound educational programs going on.

One of the roles of a state education department should be to locate and applaud these positive efforts. The California State Department of Education has begun to establish within its organization the capability of serving the state as an educational information center; it will attempt

to expand that capability in 1972-73. By establishing an information dissemination capability, the Department will be in a better position to provide the state with the information that is needed to identify our educational system's strong programs as well as its weaknesses.

