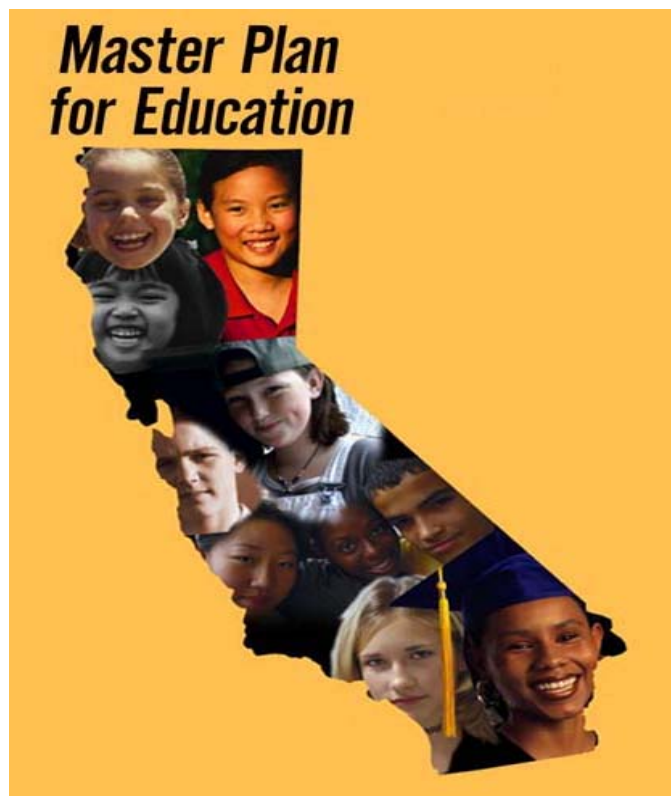


# Joint Committee to Develop a Master Plan for Education – Kindergarten through University

*Senator Dede Alpert, Chair*  
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## The California Master Plan for Education *July 2002 Draft*



*Comments and*

*suggestions may be*

*sent to the Joint Committee through the following means:*

**Write to:** 1020 N Street, Suite 560; Sacramento CA 95814

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# The California Master Plan for Education

## Introduction – California’s Challenge

Public education is a vital interest of our state in that it provides Californians with the capacity, knowledge, and skills to sustain our system of government, to foster a thriving economy, and to provide the foundation for a harmonious society. As the global technological economy continues to evolve, Californians require additional, enriching educational opportunities throughout their lives. Today, students enter, exit, and re-enter the education system at various points of their lives, bringing increasingly diverse learning needs to each classroom. To be responsive to Californians’ needs, our state must have a comprehensive, coherent, and flexible education system in which all sectors, from pre-kindergarten through postsecondary education, are aligned and coordinated into one integrated system.

In 1999, the California Legislature passed Senate Concurrent Resolution 29, calling for the creation of a new Master Plan for Education. With this charge, California began a new journey to a new destination in a new century – namely to provide a coherent educational system that is attentive to learner needs, literally from birth through old age. This Master Plan for Education will serve as the roadmap for that journey, with two primary goals: to provide every family with the information, resources, services, involvement, and support it needs to give every child the best possible start in life and in school; and to provide every public school, college, and university with the resources and authority necessary to ensure that every student receives a rigorous, quality education that prepares him/her to become a self-initiating, self-sustaining learner for the rest of his/her life.

A child entering preschool in 2002 can expect to graduate from high school in 2016 and, if he or she chooses, complete her or his bachelor’s degree in 2020. It is beyond our ability to know with precision the learning needs of Californians in 2020. The primary need of every student is to become a capable learner who can readily learn whatever content becomes relevant to her/his life and work; therefore, we must craft an educational blueprint that addresses this need and helps frame the decisions we make now by anticipating the diverse learning needs of the future.

The sobering reality of California’s education system is that too few schools can now provide the conditions in which the State can fairly ask students to learn to the highest standards, let alone prepare themselves to meet their future learning needs. This reality and several additional compelling issues lead us to construct a comprehensive Master Plan at this time:

- The students who have been served least well in our public schools, colleges, and universities – largely students from low-income families and students of color – also make up an ever greater proportion of California’s increasing population; we must extend to them the same degree of educational promise that has been provided to the generations of California students that preceded them.

- As it was in 1959 when the *Master Plan for Higher Education* was first developed, California is challenged by estimates of a large growth in postsecondary education enrollment demand ('Tidal Wave II') over the next decade that can be accommodated only with careful systemic planning and sufficient investment.
- Also similar to the conditions of postsecondary education in 1959, today California's K-12 education system is governed by a fragmented set of entities with overlapping roles that sometimes operate in conflict with one another, to the detriment of the educational services offered to students. Also, fragmentation and isolation prevent K-12 and postsecondary education institutions from effectively aligning and reducing the obstacles students face as they transition from one education sector to another.
- California's K-12 system operates without a clear vision or direction, with the result that it is susceptible to constant and major change by policy-makers that impedes schools' ability to plan for and deliver an education that meets the needs of students.
- California's educational institutions are often too rigidly structured to accommodate the increasingly diverse needs of the state's students.
- The continued economic viability of the entire state depends on a high quality educational system that uses effective strategies to help learners achieve their educational potential and objectives, that responds to high priority public needs, and that continuously engages in efforts to envision the future learning needs of Californians for successful transition to the rapidly evolving world of the modern economy. Providing all students the opportunity to achieve their highest academic and skill potential will enable them to pursue greater economic prosperity over a lifetime, better serving both them and society.

In addition to the foregoing structural issues, there is increasing concern over the disparity in quality of the education that our children are receiving. California no longer has any racial or ethnic group that is a majority of the state population, yet schools serving large concentrations of low-income students, as well as those serving large numbers of Blacks, Latinos, and Native Americans disproportionately receive fewer of the resources that matter in a quality education, resulting in lower student achievement. In urban and rural schools, which serve these students in higher concentrations, researchers estimate that as many as half of high school seniors leave school without the skills they need to succeed in further education or the world of work. The implications at the personal and societal level are enormous. One major newspaper recently stated, "the ranks of the working poor are also expanding and California is evolving, minute by minute, into a two-tiered society," a statement supported by the following facts:

- Barely half of California 4<sup>th</sup> and 8<sup>th</sup> graders (52 percent in both cases) demonstrated even basic competence in mathematics as measured by the 2000 administration of the National Assessment of Educational Progress (NAEP), often cited as the nation's report card. Only 15 percent of 4<sup>th</sup> graders and 18 percent of 8<sup>th</sup> graders demonstrated proficiency in mathematics that year.
- NAEP scores from 1998, the most recent numbers available, reveal that 48 percent of 4<sup>th</sup> graders and 64 percent of 8<sup>th</sup> graders were basic readers, while fewer than one quarter of 4<sup>th</sup> and 8<sup>th</sup> graders were proficient or advanced readers.
- Fewer than half of California's 4<sup>th</sup> and 8<sup>th</sup> graders demonstrated a basic understanding of science on the 2000 administration of NAEP, ranking California's students last among the 40

states that participated. Only 14 percent of 4<sup>th</sup> graders and 15 percent of 8<sup>th</sup> graders demonstrated proficiency in science.

- Only 56.9 percent of Latino students who entered high school in 1996 graduated four years later. Black students had a similar graduation rate of only 57.8 percent. In contrast, Asian and White students graduated at rates of 86.3 percent and 77.6 percent, respectively.
  - First-year admission to the California State University (CSU) and University of California (UC) is limited to the top one-third and one-eighth, respectively, of high school graduates in the state. Despite the selective nature of these applicant pools, about half of all regularly admitted freshmen to CSU during the past decade have required remedial instruction in English or mathematics, or both, while approximately one-third of UC freshmen have required remedial instruction in English.
  - Among the graduates of California public high schools, White students are roughly twice as likely as their Black and Latino peers to attain CSU and UC eligibility, and Asian graduates are roughly twice as likely as their White counterparts to attain CSU and UC eligibility – a relationship that has existed since 1983.
  - Data compiled by the California Council on Science and Technology (2001) indicate that women of all races and African American and Latino men represent underutilized pools of labor in the science and technology sector (which provide high-paying jobs). Differences in educational attainment and in choice of educational major contribute to their underrepresentation in science and technology occupations and industries.
  - The percentage of American households with at least one computer doubled from 1994 to 2000, rising from 24.1 percent to 51 percent. Computer ownership varies by racial, ethnic, and income groups, however, with 55.7 percent of White households and 65.6 percent of Asian households owning a computer in 2000 compared to 32.6 percent and 33.7 percent of Black and Latino households, respectively.
- ☐
- The 2000 Employment Policy Forum report indicates that as many as 70 percent of students entering the workforce do not have sufficient skills to adapt to the simple writing needs of a business environment.
  - The National Alliance of Business reports that a 1998 survey of 430 CEO's of product and service companies, identified in the media as the fastest growing U.S. business over the last five years, found that 69 percent of them reported the shortage of skilled, trained workers as a barrier to growth, up 10 percent from the year before.

These data are indicative of the huge gap that exists between what many Californians need from their educational system and what they are actually receiving. To date, this gap has been only marginally affected by the many major reforms that have been imposed on our public schools, colleges, and universities since the mid-1980's. It provides stark evidence that a piecemeal approach to reforming education is ineffective. A comprehensive, long-term approach to refocusing education in California is clearly needed, and this approach must have a clear focus on improved student achievement. The Master Plan should be used by the Legislature as a template to ensure that proposed education legislation in coming years is consistently directed toward reaching the goals contained in this Plan.

## California's Vision

This California Master Plan for Education provides a long-term vision for an education system that is available to *every* Californian and that focuses on both learner needs and outcomes. This Plan is intended to serve as a framework to guide state and local policy-makers, as well as our educators, educational and community-based agencies, and business leaders, in making decisions that support this focus; to provide clear statements of expectations and goals; and to facilitate flexibility in responding to local needs and taking advantage of opportunities.

### *A Vision for California's Educational System*

*California will develop and maintain a coherent system of first-rate schools, colleges, and universities that prepares all students for learning and for transition to and success in the next level of education, the workforce, and society at large, and that is fully responsive to the changing needs of our state and our people.*

If this Master Plan's vision is to be met, our schools, colleges, and universities must make serving students' learning needs their primary focus, including at the most advanced levels of education. School districts, county and regional entities, community-based organizations, postsecondary institutions, business and industry, and the State must all collaborate with each other in building an aligned system of education that ensures the availability of the necessary resources to meet learner needs. All functions and policies of our education system must be regularly reviewed and revised to ensure that each supports this focus; in short, this vision requires a dynamic plan that is based on learner needs and that is comprehensive, grounded in data, and reviewed regularly for evidence of progress and need for revision.

### **Foundational Principle**

The fundamental principle that serves as the foundation for this Master Plan is that an effective and accountable education system must focus first and foremost on the learner. Policies, practices, structures, and financing must all be re-evaluated and modified as needed to ensure they are supportive of learners and their acquisition of the knowledge and skills that will enable them to be successful learners and earners throughout their lifetimes.

Equal opportunity for all has been a broad goal of American public education for generations. Only in approximately the last thirty years, however, have the nation's educational and political establishments begun to develop a commitment to a two-pronged refinement of that goal, one unprecedented in any culture in history: First, the public schools will be ensured the capacity to provide the various kinds of instructional and other support necessary for *all* children to succeed, *including* children whose readiness to learn has received little or no attention prior to their entering school, and those whose life circumstances continue to be less conducive to formal

education than those of many others. Second, all children will not only begin school in an education system prepared to ‘take them as it finds them,’ but their persistence in that system will be developed, nurtured, and rewarded such that they will all ultimately graduate from high school with the knowledge, skills, and habits of mind requisite to self-initiated, life-long learning. This Master Plan is California’s first comprehensive template for the accomplishment of that radical goal.

We must engage *every child* so he or she knows there is a place for him or her in our schools and in our society. We must engage communities both to foster a shared sense of purpose and to share responsibility for preparing and supporting every student. Ultimately, we must engage our entire state and its policymakers to make all Californians aware of the needs and purposes of our state’s education system and the critical importance of planning for a future in which we raise the educational bar for all students while simultaneously opening the doors of academic and economic opportunity wider than ever before.

It is important to emphasize that this California Master Plan for Education is focused on *all* students. Every school-age child is constitutionally guaranteed access to a free public education and is entitled to a high-quality educational experience without regard to his or her individual educational objectives. This guarantee applies to students attending rural, suburban, and urban schools; students from low, middle, and high-income families; students whose home language is not English as well as those who have spoken English their entire lives; high-achieving students and students who require supplemental education services to succeed in school; and students with visible disabilities as well as those with less obvious disabilities. The opportunity to participate in high-quality educational experiences is one to which older adult learners are entitled, as well, should they choose to pursue adult or postsecondary education within the state. That these students are diverse and represent a kaleidoscope of cultures, abilities, and learning styles is a given in California and represents both great promise and great challenge in forging a coherent educational system that focuses on student achievement and responds to the myriad ways in which students choose to use their knowledge and skills.

Our committee’s focus on learners and the foregoing goals for students coincide with a newfound understanding of human brain development and learning. As the tenets of this Master Plan are implemented over time, every element of California’s education system can be informed by this knowledge to ensure that appropriate learning opportunities occur at developmentally optimal times for learners, resulting in gains in every student’s knowledge and cognitive development.

We have sought to identify ways in which our educational institutions can become more coherent or ‘seamless,’ providing learners with school and college experiences free of educational and bureaucratic impediments. We have sought to ensure equity within California’s education system through recommendations that distribute the resources and opportunities necessary to provide a high-quality education to every student, irrespective of his or her circumstances. Even as we have examined what is required to provide a high-quality education, we have also sought to make the critical evolution from access to success, by focusing on greater academic achievement and career preparation across the full spectrum of students at all levels. Finally, we have sought to create effective and comprehensive accountability for the entire education system

by delineating authority and responsibility for all its participants in a manner that ensures each can be held accountable for ensuring students learn according to our formal expectations.

Engaging the populace in planning for a more effective, learner-focused education system, particularly in a system as large and complex as California's, requires creativity, a willingness to take risks, and a healthy amount of patience. Nonetheless, if our vision for California's educational enterprise is to be realized, it is imperative that all Californians become personally involved in the education and well-being of our learners – young and old alike. It is the challenge of this Master Plan for Education both to make that engagement happen and to guide it as it does. The Plan achieves this by declaring the vision, principles, and goals of California's educational system; by clearly delineating the roles and responsibilities of all participants in the system; and by describing a system to ensure that those roles are effectively carried out to serve students.

It must be recognized that this 2002 Master Plan is being crafted at a time when California, like the rest of the nation, has entered into an economic downturn after nearly half a decade of unprecedented economic prosperity (which followed a deep recession that opened the last decade of the 20<sup>th</sup> century). This economic development is instructive in two very important ways: it highlights the cyclical nature of California's "boom and bust" economy, which has so dramatically shaped and reshaped educational opportunities; and it underscores the importance of Californians' taking a long-term approach to our collective investment in education. The committee realizes that an enormous increase in our investment in education will be required to fully implement the provisions of this Master Plan. Not all returns from this investment will be immediate; some will require years to be realized. This Master Plan, however, provides a guide to where new investments are most urgently needed to advance our vision for California education and, when it becomes necessary, where reduced investment might be directed to ensure least disruption to our collective commitment to promoting student achievement. It is envisioned that this Plan will guide our educational system for the next two decades and should be used by the Legislature as a template to ensure that proposed education legislation in coming years is focused on reaching the goals contained in this Plan. Built-in flexibility will accommodate necessary changes during the life of the document.

## **Organization of the Plan**

The Joint Committee's vision is certainly ambitious. Ultimately, its implementation will require clear perspectives and input on the extent to which the vision remains in sight and within reach. This report provides those perspectives through its focus on four critical areas of California's educational system: access, achievement, accountability, and affordability. Each of the corresponding sections of this Plan provides a context for the interpretation of subsequent findings and recommendations and offers specific recommendations on what priorities should be pursued. The accompanying report describes today's realities and our vision of how California's education system could operate under the guidance of this Master Plan, and it provides examples of what other states have undertaken to address similar challenges. Consistent with the goal of constructing a coherent education system, recommendations specific to preschool, K-12 (including alternative education delivery structures), adult education, or postsecondary education



are separately listed only when necessary to address unique features of these portions of the education system. Similarly, this 2002 Master Plan seeks to delineate clearly the functions, responsibilities, and authority that should reside with state-level entities and those that should be delegated to regional and local entities. Finally, the Plan proposes benchmarks and indicators that we can use to judge the progress of its implementation.



# The Plan

While California's commitment to educating its people encompasses all levels of education, a crucial distinction exists between the State's obligations regarding elementary and secondary, as distinct from preschool, adult, and postsecondary, education. California's State Supreme Court has ruled, in its decisions on *Serrano* (1976) and *Butt* (1990), that the California Constitution provides a fundamental right to an elementary and secondary education. This fundamental right (also referred to as a fundamental interest of citizens of the state) derives from several provisions of California's constitution and statutes, taken together: Article IX of the Constitution, Sections 1 and 5, which obligate the State to provide a system of free common schools; the constitution's equal protection provisions, Article I, Section 7, and Article IV, Section 16; and Education Code Section 48200, imposing compulsory attendance. As a corollary of Californians' fundamental right, the State incurs a fundamental obligation to sustain that right, which receives the highest order of legal protections. The State and its schools are *required* to equitably provide appropriate educational opportunities to all students.

Californians clearly regard postsecondary education as a vital interest of the State, essential to sustaining economic vitality, and throughout our history have demonstrated a deep commitment to it by supporting a set of affordable public colleges and universities as ultimately defined in the 1960 *Master Plan for Higher Education*. As a result, postsecondary education, though not

**"Public education is the key civil rights issue of the 21<sup>st</sup> century. Our nation's knowledge-based economy demands that we provide young people from all backgrounds and circumstances with the education and skills necessary to become knowledge workers. If we don't, we run the risk of creating an even larger gap between the middle class and the poor.... Resourceful leadership, outside-the-box thinking and bold determination can make a clear and remarkable difference."**

-- *Eli Broad, 2001*  
*Eli Broad Foundation*

constitutionally guaranteed to Californians, is nevertheless provided universally to Californians as the operational equivalent of a 'right.' As a result of these differences, postsecondary education does not incur the same order of legal obligation for the State as does K-12 education. Correspondingly, postsecondary education also is not subject to many of the strictures that apply to the K-12 system. These distinctions will require that, even in a coherent Master Plan for Education, certain components must be treated differently among the sectors of California's education system.

Although no constitutional guarantee or statutory commitment has previously existed for California's pre-school age children, our state has a profound interest in making available to all families who desire them the early education opportunities that support a child's cognitive, social, linguistic, physical, and emotional development. A critical element of the learning process is a child's readiness to learn. Just as experiences at each earlier grade have an impact on a student's preparedness for success at the next level of education, there are factors that promote a child's readiness to succeed in her or his first experiences in school. Early childhood education and development in pre-kindergarten settings can provide the socialization and coping skills and the developing literacy and numeracy skills that lead to these successes.

## Access To High Quality Education

Meeting the challenge of providing access to all Californians who are either required to attend school or whose parents choose to begin their education in preschool, or desire to continue their learning beyond high school, is more than a matter of numbers (although understanding the magnitude of the demand is essential to any comprehensive planning effort). California has a long-standing commitment to the provision of access to high quality education at all levels. However, indicators of student educational experiences and the impact of those experiences on student learning provide a dismal picture of the quality of education available throughout the state, particularly for students who have not been well served in public schools, colleges, and universities. Put simply, every student should be provided access to more than a seat in a classroom; he or she should be provided access to the educational components that are essential to a high quality education system and that foster the attainment of the educational expectations set by the State. Those components include:

- A qualified and inspiring teacher in the classroom;
- A rigorous and integrated curriculum that enables a more engaging learning environment, increasing students' opportunities for success in continued education, work, and society;
- Current textbooks, technology, and instructional materials aligned with learning expectations;
- Adequate diagnostic and learning support services, such as tutors and adaptive equipment for those with disabilities;
- Qualified school or campus administrators, to maintain an educational culture that is inviting and safe, and that places a high value on student achievement and teaching excellence; and
- A physical learning environment that is safe, well-equipped, and well-maintained.

California's requirement of compulsory education for all children must be viewed as a contract between the State and our students/parents, complete with rights and responsibilities. Every school-age student in California has a fundamental constitutional right to a high quality, state-provided education, which includes a rigorous curriculum that prepares all students for a successful transition to both work and postsecondary education. Accordingly, the State must provide all students with the resources, instruction, and support necessary to enable them to achieve the competencies that the State's academic content standards, college admission requirements, and the competitive workforce demand.

**"If we do not educate all our people for tomorrow's jobs, our society could become increasingly polarized between the rich and the unskilled.... No issue will be more important for sharpening our competitive advantage, spurring overall growth, and for ensuring that the benefits of that growth are shared by all Californians, than investing in ourselves."**

*– California Economic Development Corporation Visions: California 2010, 1992*

Building and maintaining an infrastructure of high quality education personnel is of particular concern to this Plan. Education is fundamentally a human process and requires both teachers and learners. In addition, the focus of this Plan on meeting student needs for learning support requires that attention be given to building a cadre of other professional personnel such as counselors, librarians, administrators, and classified staff, who collectively create the culture in which teaching and learning take place. They must work in a complementary fashion to ensure that students' innate capacity for learning is nurtured and that students are supported as they make career and academic choices.

### **Access to the Conditions That Promote Learning**

Newborns enter the world poised to develop intellectually, physically, socially, and emotionally from the experiences of their first several years of life. As their senses develop, their brains begin to form relationships between things and events in an incredible journey, learning new smells, sounds, tastes, feelings, sights, even scientific reasoning. Parents and educators have long known that infants and toddlers thrive when they have responsive care, individual attention, and enriching experiences. Evidence from cognitive science, developmental psychology, and neuroscience has shown that meeting these needs not only comforts children, it affects the way children's brains develop and lays the groundwork for later learning and achievement.<sup>1</sup>

Not all children currently have opportunities to benefit from enriching experiences during the early years of their lives. Low-income children have the most to gain from high-quality childcare but are least likely to experience it. In California, nearly half of all school age children live in families with low incomes and more than a quarter under the age of five live in poverty.<sup>2</sup> Key experiences to which infants and toddlers should have access include:

- Preventive health screenings and assessments, which could reveal signs of developmental delays or physical problems that put them 'at risk' in developing readiness for school;
- Early intervention services and support, which could help many of these children enter school with their developmental problems resolved or with a set of services that will have a positive impact on their developmental path;
- Adequate health coverage, which would enable all parents to routinely seek preventive screenings and assessment, and would permit early identification of potential developmental delays, learning disabilities, and/or physical disabilities;
- Access to high quality pre-school, which would provide an alternative means of properly identifying health and developmental needs of young learners and enable commencement of appropriate intervention services.

The foregoing issues may not be primarily educational in nature, but they are crucial to our goal of producing ready learners who can benefit from the quality educational experiences to which they will be exposed and the high levels of achievement we will expect of them as they progress through California's schools, colleges, and universities. All California families, child care and education providers, and health care professionals are called upon to work together to ensure that all children have opportunities for enriching experiences during their early years of life and that

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<sup>1</sup> J.P. Shonkoff and D.A. Phillips, Eds., *From Neurons to Neighborhoods* (2001)

<sup>2</sup> Children Now, *The California County Data Book 2001*, (Oakland, CA. 2001).

they receive the developmental screenings, assessments, and intervention services necessary to provide them a solid foundation for lifelong learning and achievement. Families and health and social services providers are further called upon to collaborate to ensure that children of all ages will continue to receive the services essential to their continued readiness to learn. We offer specific recommendations of what State policymakers can reasonably do to achieve this end:

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## **Recommendation 1**

**The State should consolidate and expand funding for all infants and toddlers and enhance developmental screening in the earliest years of life.**

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The path to school readiness begins long before entry into pre-school or kindergarten classes. The first three years of life can have a profound effect on children's ability to learn and on the physical, social, and emotional development that underlie achievement. Parents are the first teachers their children will experience and some parents may benefit from assistance in meeting this responsibility effectively. Because low-income families are least able to provide the health care and enriching experiences supported by research and called for in this Master Plan, the Legislature should ensure that during the phase-in of these services, all state-supported health care and child care services give priority to low-income families residing in communities served by schools ranked in the bottom three deciles of the Academic Performance Index (API). Incentives should be provided to encourage collaboration among healthcare providers, early childcare providers, and community agencies to enable a collective responsiveness in these communities to the five components of school readiness adopted by the National Education Goals Panel:

- ***Health and physical development.*** Children who are born with the benefit of prenatal care and who have good nutrition, health monitoring, and early intervention perform better in school.
- ***Emotional well-being and social competence.*** Children who have secure relationships with family members and peers can become self-confident learners.
- ***Approaches towards learning.*** Children's attitudes towards learning, their ways of approaching new tasks, and their skills all affect school success.
- ***Communicative skills.*** Children with rich learning experiences have the tools to interact with other people and to represent their thoughts, feelings, and experiences effectively.
- ***Cognition and general knowledge.*** Children who have the opportunity to explore and learn from their surroundings can construct knowledge of patterns and relationships, and discover ways to solve problems.

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## **Recommendation 2**

**The State should support the effective coordination of health and social services delivery for all children, beginning with services that meet young children’s developmental needs, at sites that are accessible to families.**

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Many factors not strictly educational in nature contribute to a child’s readiness to enter and ability to succeed in school. These factors are primarily related to health, nutrition, and family support. Although many public and private providers offer essential services, many new parents, child care providers, and families have difficulty locating and taking advantage of these services. Californians can benefit from promoting access to these services. A decade of experience with Healthy Start in California has shown that school-age children’s outcomes improve when families have access to multiple services at a single site linked to the school. These outcomes include significantly increased math and reading scores for students most in need, decreased family violence, improved student health, improved living conditions, and decreased drug use, among others.

It is therefore in the interest of schools and other educational settings where children are located for much of the day to serve as sites for the delivery or coordination of those services, but schools must not be expected to be the deliverer of a much-expanded array of non-educational services. Therefore, partnerships should be actively promoted to bring community-based public and private service providers – including ‘Proposition 10’ School Readiness Initiative sites, Healthy Start sites, family resource centers, and child development centers – together to deliver a comprehensive array of health and social support to children of all ages. To further this objective, we recommend:

**Recommendation 2.1 – The State should provide funding to establish neighborhood-based School Readiness Centers to give families access to essential services to meet young children’s developmental needs.**

**Recommendation 2.2 – To the greatest extent possible, schools should make available facilities where students and their families may access essential services from community health and social service providers.**

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## **Recommendation 3**

**For two years leading up to kindergarten entry, the State should provide voluntary access to formal preschool programs that offer group experiences, and developmentally appropriate curricula.**

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Voluntary pre-school beginning at age three has been demonstrated to have a clear link to children’s readiness for, and long-term success in, school. California should also promote ‘ready

schools' by having preschool programs collaborate with elementary schools in developing individualized transition plans to smooth the movement of students from preschool to kindergarten. Formal preschools provide safe environments for young children and contribute to their social and physical development. In 1988, California's School Readiness Task Force recommended voluntary, full-day preschool programs and noted that while quality programs do exist in the state, resources to support these programs are limited. Consequently, "far too many California families have few choices, or no choice, in gaining access to high quality developmental programs for their preschool children."<sup>3</sup> Research indicates that formal preschool would also offer California an opportunity to prepare children for active participation in a global society by introducing them to a second language. Scientists have shown that young children are biologically primed for language development.<sup>4</sup> Early childhood settings could foster dual language learning, helping all children establish the foundation to become bilingual and bi-literate – an addition to California's current content standards that we recommend be developed.

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#### **Recommendation 4**

**The law should be changed to require full-school-day kindergarten for all children, and align pre-school guidelines and kindergarten standards, curricula, and services.**

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Data from the National Center on Educational Statistics demonstrate that during the kindergarten year, children gain social and emotional competencies that foster achievement as they move through school and that they make measurable gains in specific reading and mathematics knowledge and skills. Moreover, children who attend full-school-day versus half-day kindergarten do better academically and socially during their years in the primary grades.<sup>5</sup> For these reasons, attendance in kindergarten should be made mandatory for all children, with the understanding that private and home-study kindergarten programs are appropriate alternatives to state-operated and classroom-based kindergarten programs.

Because preschools and kindergarten have been independent operations in California, their guidelines and standards have not been aligned. Preschool guidelines stress developmentally appropriate instruction as well as social and emotional development. By contrast, kindergarten standards emphasize narrower academic objectives; but kindergarten should also be developmentally appropriate. California needs a single, coordinated set of program standards for all publicly funded programs aimed at promoting school readiness for all children. These standards must recognize the developmental continuum that stretches from the early years to the primary grades and facilitate successful transition from one level of schooling to another. We therefore recommend the following:

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<sup>3</sup> California School Readiness Task Force, *Here They Come: Ready or Not! Report of the School Readiness Task Force*, California Department of Education, (Sacramento, CA., 1988)

<sup>4</sup> Universal Preschool Task Force, *Ready To Learn: Quality Preschools for California in the 21<sup>st</sup> Century*, California Department of Education, (Sacramento, CA., 1998)

<sup>5</sup> These Studies include: D. Gullo, "The Long-Term Educational Effects of Half-Day versus Full-School-Day Kindergarten", *Early Child Development and Care*, 160: 17-24 (2000); Y.L. Wang and G.W. Johnstone, "Evaluation of a Full-School-Day Kindergarten Program, *ERS Spectrum*, 17 (2): 27-32 (1999).



**Recommendation 4.1 – The State should provide for the phasing in of full-day kindergarten, beginning immediately for communities served by schools that currently have API scores in the lower three deciles and expanding annually until all of California’s children have a full-day kindergarten experience.**

Even when California is able to ensure that all young children have access to enriching preschool experiences, the first three years of elementary school will remain particularly important years of young learners’ formal educational experience. During these years, learning is remarkably rapid, and children move from pre-operational to operational intelligence and begin to think abstractly. In the primary school years, children also build relationships with key adults – parents and teachers – and they have their first experience of being evaluated on a comparative basis with other children.<sup>6</sup> To ensure the benefits of efforts to promote readiness to learn in all young children are not lost upon children’s enrollment in public schools, it is important to create ready schools as well. The National Education Goals Panel developed and adopted ten attributes of ready schools that promote children’s readiness for learning.<sup>7</sup> Ready schools:

- Smooth the transition between home and school;
- Strive for continuity between early care and education programs and elementary schools;
- Help children learn and make sense of their complex and exciting world;
- Are committed to the success of every child;
- Encourage parental participation in the learning and development of their children;
- Are committed to the success of every teacher and every adult who interacts with children during the school day;
- Introduce or expand approaches that have been shown to raise achievement;
- Are learning organizations that alter practices and programs if they do not benefit children;
- Serve children in communities;
- Take responsibility for results; and
- Have strong leadership.

These characteristics of ready schools provide a natural segue to the components essential to a high quality education that we believe must be provided to every student enrolled in public education, from preschool to university levels.

**Access to A Qualified And Inspiring Teacher In The Classroom**

Research shows that teachers are the single most important school-based factor that affects student learning. Students who have access to highly qualified teachers achieve at a higher rate, regardless of other factors. Indeed, inconsistencies in the quality of teaching produce striking differences in student achievement throughout the state. Therefore, to meet its commitment to providing a high quality education, the State must be committed to ensuring that every student has the opportunity to learn from a qualified and inspiring teacher.

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<sup>6</sup> Robert H. McCabe, *Sewing a Seamless Education System*, (April 2001).

<sup>7</sup> R. Shore, *Ready Schools*, Washington, D.C.: National Education Goals Panel, (1998).

Teacher quality is not solely determined by a credential or a degree, and we should think of quality as a characteristic that evolves throughout a teacher's career, rather than as a static achievement. Teacher quality is an attribute that grows or diminishes based on the conditions in which a teacher works, personal motivation, and opportunities for growth and development. The following qualities are essential for a teacher to be considered *initially* qualified, or qualified to *begin* work in the teaching profession, with the expectation that much more development will take place with experience, mentoring, practice, professional collaboration, and opportunities for focused growth and development:

- A belief that every child can achieve the state-adopted academic content and performance standards with appropriate time, instruction and intervention;
- Subject matter knowledge that is broad, deep, and related to the curriculum that every public school teacher is expected to teach;
- Pedagogical knowledge and skill that includes a repertoire of teaching strategies that are responsive to a range of learning needs, including teaching strategies for integrated instruction, which blends academic content with its contextual application;
- Ability to be reflective about his/her own teaching and to improve his/her practice as necessary and appropriate to enhance student learning;
- Ability to examine student work and student performance data and respond accordingly; and
- Commitment to professional collaboration.

The availability of qualified teachers varies dramatically among schools. Many of California's schools and colleges face serious shortages in the numbers of qualified and experienced teachers they are able to recruit and retain. This problem is especially acute in low-performing schools but also exists at the postsecondary education level. At least 20 percent of the teachers in schools in the lowest decile on the 2000 Academic Performance Index (API) possess only emergency permits,<sup>8</sup> and in some districts fully *half* the teachers have emergency permits or waivers rather than credentials appropriate to their assignments.<sup>9</sup> In contrast, more than 90 percent of the teachers in the best performing schools on the 2000 API are fully credentialed for the subjects and levels they teach. The reasons for teacher shortages in low-performing schools are many and varied, but certainly include the following:

- Lack of a professional culture for teaching and learning;
- Lack of time and space for professional development and collaboration;
- Lack of effective, supportive leadership;
- Dirty, unsafe, and overcrowded campuses and classrooms;
- Lack of support staff; and

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<sup>8</sup> California Teachers Association (2000). *Low-Performing Schools = High Priority Schools: Analysis of 2000 Academic Performance Index*. Sacramento, CA.

<sup>9</sup> California Commission on Teacher Credentialing (2001). *Teachers Meeting Standards for Professional Certification in California: Second Annual Report*. Sacramento, CA.

- Lack of up-to-date instructional materials and technology.

These same reasons have contributed to severe shortages of qualified teachers within the state's early child care and education sector, as well.

California's many ambitious reforms of recent years have had a significant impact on the professional development needs of California's teaching workforce. The adoption of new academic content standards for K–12 students, a new accountability system for PreK–12 schools, recently enacted laws regarding the delivery of services to English language learners in our student population, coupled with the increasing diversity of California's student population, all affect the skills required of today's teachers and those who will ultimately choose to become teachers. Despite these changing needs, little attention is currently given to helping teachers – in preschools, K-12 schools, adult education, and postsecondary education alike – engage in, understand, and apply research and new information about how students learn, and prepare students for the requirements of the modern workforce. Also, few ways are provided for teachers to learn, discuss, and collaborate on new effective strategies that emerge as California's student population changes. Poor coordination of professional development services remains a serious problem throughout the state.

**If thinking is seen as a complex skill or set of skills, it is reasonable to assume that "thinking is something that may be done well or poorly, efficiently or inefficiently, and also to assume that how to do it better is something that one can learn...and can be taught"**

*-- James R. Davies, 1993*

Well-trained teachers are a national priority for the business community as well, as it has called for "rigorous periodic, public, and independent appraisals" of teacher education programs.<sup>10</sup> The demographics of the state have stimulated a greater emphasis on increasing the number of teachers and less on improving the quality of instruction. In addition to this concern, there is also a major shortage of workforce instructors and career counselors throughout the PreK-postsecondary education system, as well as too few librarians to support the efforts of teachers and counselors. Many vocational teachers are retiring and others are being lured away from education by higher salaries in the private sector. The loss of vocational teachers also means a reduction in the capacity of schools to meet the needs and interests of substantial numbers of students. Schools can mitigate this loss by establishing partnerships with businesses that result in attracting back former teachers and by providing opportunities for other practicing professionals to teach vocational and academic courses on a part-time basis, a practice that could reinforce integrated teaching by infusing contemporary business practices into course content.

In California's high-performing schools, conditions are nearly the opposite of those found in low-performing schools: there is a professional culture that respects teaching and learning;

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<sup>10</sup> See "Increasing the Role of the Business and Higher Education Communities in Preparing Our Nation's Teachers: A Business-Higher education Forum Initiative." The National Business Alliance. (2001)

professional staff are supported in their efforts to continually improve their effectiveness in promoting student learning; school sites are well maintained; school leaders build and maintain effective partnerships with parents, community groups, and local businesses; and instructional materials are current and aligned with California's academic content standards. The challenge for the State, and the operational responsibility of local districts, is to ensure that such conditions exist within every public school in the state. To ensure that every student will be taught by a qualified teacher, California must take the following actions:

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## **Recommendation 5**

**The State should require that every teacher is adequately prepared prior to being assigned independent responsibility for a classroom of students.**

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Minimum qualifications must be established and adhered to for all teachers who enter the classroom. California's current and developing processes for determining teacher preparation standards, education programs based on those standards that lead to the attainment of a teacher credential, and the credential itself as an indicator of initial qualification to begin work in the teaching profession are reaffirmed. While these changes will ensure that California's standards for teacher preparation meet or exceed the standards established by federal legislation, the committee is concerned that teachers also acquire an appreciation for and sensitivity to the diversity of California's students, training in strategies to inspire students to embrace learning, and practical strategies for engaging parents as partners in student learning.

Since the 1960's, when internships were first launched, California has embraced multiple routes to the attainment of teacher credential qualifications. The diversity of needs within our state is the basis for allowing multiple approaches to learning to teach, and the committee reaffirms California's commitment to maintaining and enhancing a variety of routes into teaching. There is also a commitment to the development and implementation of valid and reliable assessments of teachers' preparedness as a condition of receiving a credential, and recognize that the availability of such assessments may further enhance prospective teachers' access to the profession.

Even with these various entry opportunities available to prospective teachers, however, California has long had a shortage of qualified teachers available and willing to teach in some of its schools, especially those characterized as low-performing. With the advent of class-size reduction in 1997, the need for teachers grew enormously, greatly outstripping the supply in many places and greatly increasing the variability and inconsistency of instruction to which students are exposed. It is currently estimated that California will need to hire more than 275,000 new teachers over the next ten years. Efforts to secure sufficient numbers of teachers to meet this need must not be used to excuse exposing students to unqualified or unprepared teachers, and the effects of that exposure must be mitigated while the State strives to eliminate it.

Novice teachers would benefit from additional support. A validated or proven instructional system, developed by local districts or the State for at least the elementary school level would

provide new teachers with model lesson plans and teacher guides to improve the consistency of instruction by new teachers. The system would include textbooks and instructional materials aligned with the State's academic content standards and curricular frameworks, effective use of human and automated tutoring, diagnostic and formative assessment of student learning, and both remedial and learning enhancement activities linked to assessment results. Support by master teachers would improve the confidence of new teachers in implementing this instructional system and supplementing it with additional learning materials as they grow professionally, and would reduce the inconsistencies in teaching to which students are exposed.

California maintains an adult continuing education system that bridges both secondary and postsecondary education. It addresses the needs of young adults who have not fared well in public schools; adult newcomers to California, many of them foreign born, who want to participate in the education, employment, and civic opportunities of this state and nation; adults with disabilities; and older adults, among others. It is equally important that these groups have access to high quality teachers and that their educational opportunities are aligned with the rest of California's education system. Although some of the categories of instruction for community college adult education courses and K-12 adult schools are identical, there are different requirements for instructor qualification in the two programs. K-12 adult school instructors must be credentialed by the Commission on Teacher Credentialing, while community college adult education instructors must meet minimum qualifications established by the Academic Senate of the California Community Colleges.

Because it is incumbent upon the State to make every effort to ensure that every student is taught by a teacher who is adequately prepared, we further recommend:

**Recommendation 5.1 – The State should immediately replace emergency permit usage with universal participation in the pre-internship program, requiring that every uncredentialed teacher be hired as a pre-intern, utilize a state- or district-developed instructional system, and be supported to complete teacher preparation as soon as is feasible.**

**Recommendation 5.2 – The State should set a specific timeline (five to ten years) to phase out the use of waivers for pre-internship program participants.**

**Recommendation 5.3 – On a more aggressive schedule, the State should eliminate the need for pre-internship program participants in API decile 1 and decile 2 (lowest performing) schools.**

**Recommendation 5.4 – The State should increase the capacity of California's postsecondary education systems to prepare larger and sufficient numbers of qualified educators, especially from among racial, ethnic, and linguistic groups, and the gender group underrepresented in today's teaching workforce, for our public schools and preschools, particularly in regions where there are large numbers of teachers serving on emergency permits or where projected shortages of teachers are greatest.**

**Recommendation 5.5 – The State should adopt more rigorous education requirements and certification standards for all individuals who teach young children in center-based settings or who supervise others who care for young children, and should immediately require a minimum program of state-approved professional development for all publicly funded providers of care to young children.**

**Recommendation 5.6 – To ensure that comparable quality of instruction is available to all Californians enrolling in adult continuing education, the State should quickly move toward reciprocity of instructional credentials, based on appropriate minimum qualifications, between the K-12-operated adult and community college-operated noncredit education systems, to allow instructors to teach in either or both systems.**

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## **Recommendation 6**

**The State should focus more resources and attention on hard-to-staff schools.<sup>11</sup>**

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Quality teachers can be attracted and retained by promoting an atmosphere of positive support for education, providing improved training and professional development, increasing teacher salaries, and installing outstanding facilities – strategy components that have been unevenly applied, or not applied at all, in hard-to-staff schools.

Educators tend to leave positions where they believe they will be ineffective or unable to inspire students. Children of poverty have special needs, and educators need additional resources and skills to succeed educationally with such students. Hard-to-staff schools are concentrated in low-income and urban neighborhoods and serve students who have been served least well according to all available measures of student achievement. Special efforts must be made to attract to these schools qualified teachers who have the disposition and passion to persist in challenging environments, and these teachers must receive the support necessary to enable them to improve their effectiveness. Accordingly, we further recommend:

**Recommendation 6.1 – The State should provide additional resources to attract and retain the finest educators for schools serving high concentrations of students living in poverty.**

**Recommendation 6.2 – The State should require teacher preparation, teacher induction and ongoing professional development programs, validated or proven instructional systems, and institutional activities to feature a focus on teaching children with diverse needs, ethnicities, nationalities, and languages; on teaching**

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<sup>11</sup> These additional resources would be considered a ‘Student Characteristic’ adjustment to the adequate base of funding recommended by the Quality Education Model for school finance.

**children who bring particular challenges to the learning process; and on teaching in urban settings.**

**Recommendation 6.3 – The State should provide short-term grant funding to create additional professional development schools that operate as partnerships between institutions of postsecondary education and low-performing schools. These professional development schools should focus on increasing the production of teachers motivated and appropriately prepared to effectively promote achievement of students enrolled in these schools.<sup>12</sup>**

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## **Recommendation 7**

**The State, regional entities, and local school districts should upgrade their professional development activities and invest more of their resources in human capital development.**

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There is much worthwhile professional development in many parts of the state, including state-sponsored professional development networks; national, state, and regional education reform networks; and some noteworthy individual school districts' efforts. However, there are systemic impediments to the effectiveness of these worthy efforts, especially the limited amount of time available for professional development, the absence of a validated instructional system for new teachers, and the fact that professional development is not incorporated into the routine activities of teachers and other education professionals. A second concern is the absence of focus on the special skills that equip teachers and other education professionals to effectively address the special needs of students from low-income backgrounds, English language learners, students with identified disabilities, and kindergarten students with the use of developmentally appropriate approaches.

Too often, staff development is delivered either as an add-on to or in lieu of the regular instructional day. Traditionally, staff development activities have consisted largely of workshops or institutes that do not provide the clinically based or collaborative activities that research has indicated are some of the most powerful and effective types of development activities.

The resources devoted to professional development are insufficient and too stratified by categorical streams. More time and increased funding are necessary to thoroughly familiarize teachers and other education professionals with state academic standards and how every student can be assisted to meet or exceed these standards. While the State has provided important new resources for state-operated institutes, it has reduced the amount of time available for local professional development work. It is our view that more attention needs to be given to local professional development activities that involve collaboration between experienced and less experienced teachers, as well as with other education professionals. It is also recommended that instructional time for students not be reduced in exchange for improved teacher development.

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<sup>12</sup> Grant funding would be an 'Initiatives' adjustment to the adequate base of funding recommended by the Quality Education Model of school finance.

To make progress in these areas, we further recommend:

**Recommendation 7.1 – The State should eventually provide ongoing resources for ten days of professional staff development annually at all public schools. These resources should be provided initially for school districts throughout the State with the lowest performing schools, consistent with school improvement plans approved by the districts.**<sup>13</sup>

**Recommendation 7.2 – The State should provide funding to selected districts to permit linkage of an increase in staff development days with a corresponding increase in instructional days, especially in low performing schools.**<sup>14</sup>

**Recommendation 7.3 – The State should provide grant funding to develop models for embedded professional development at the school site and district levels.**<sup>15</sup>

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## **Recommendation 8**

**The State should establish a career ladder for teachers that rewards exceptional teachers for staying in the classroom.**

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Since teachers have the greatest impact on student learning, it is essential that students continue to benefit from the instructional talents of the most exceptional of qualified teachers. In order to attract individuals to the profession and retain them, teacher salaries should be attractive for both new and experienced teachers; and salary schedules should offer opportunities for increased compensation without leaving the classroom. In addition, we must create a school culture in which teachers assume leadership roles in school decision-making, collaboration occurs on a regular basis, professional development is ongoing, and new teachers are supported. This type of school environment leads to improved instructional practices and student learning. Recent statewide initiatives that support and financially reward National Board Certification are now in place in California. But there are very few opportunities for exceptional teachers, even those with National Board Certification, to assume leadership roles in the public schools without leaving the classroom. California's investment in the professional development of our teachers should not be lost by incentives and practices that draw our most talented and experienced teachers away from the classroom. The expertise of teachers can make or break a school, and we must find ways of capturing, focusing, and rewarding the expertise of teachers within this most important setting. Additionally, the power of different districts to provide more attractive benefits as part

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<sup>13</sup> The cost of additional professional development days would be built into the adequate base of funding recommended by the Quality Education Model of school finance.

<sup>14</sup> The cost of additional instructional days would be a 'Student Characteristic' adjustment to the adequate base of funding recommended by the Quality Education Model of school finance.

<sup>15</sup> Grant funding would be an 'Initiatives' adjustment provided to selected districts or schools to the adequate base of funding recommended by the Quality Education Model of school finance.



of their compensation packages as an inducement for experienced teachers to transfer between school districts should be curtailed. Accordingly, we further recommend:

**Recommendation 8.1 – The State should provide incentive funding to school districts to create career ladders that reward teachers for demonstrated knowledge, expertise, and effective practice.<sup>16</sup>**

**Recommendation 8.2 – The State should promote recognition that becoming and remaining a qualified and effective teacher is, as with mastery of any profession, a long-term, developmental process.**

**Recommendation 8.3 – To achieve equity as well as reduced provider charges through the use of collective purchasing power, the State itself should negotiate with statewide employee organizations, and fund the employer share of, uniform non-salary employment benefits for all local school employees.**

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## **Recommendation 9**

**The State should take action to increase the capability of California colleges and universities to attract, hire, and develop academically qualified teachers and faculty members who also have knowledge and understanding of teaching and learning.**

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California colleges and universities have a core responsibility to provide comprehensive, high quality educational experiences that optimize student learning. Essential to meeting this responsibility is faculty knowledge and understanding of instructional and learning processes, design and development of curriculum, assessment of learning, and identification of student needs. Further, faculty knowledge of and comfort with teaching and learning in diverse classrooms and appropriate integration of technology into teaching and curriculum are critically important to the achievement of all students. Unfortunately, few doctoral programs (a common requirement for tenured faculty appointments in CSU and UC) incorporate preparation in these areas into their core curricula.

In addition to explicit attention to the skill of teaching in the preparation of faculty, a doctorate or master's degree in the relevant discipline should be considered an initial requirement for entering the faculty ranks. Qualifying to be a teacher-scholar should be understood as an ongoing process of professional development and experience. Faculty knowledge, skills, and attitudes must be fully engaged to help institutions find creative and feasible solutions to the challenges facing education specifically, and society generally. Over the next ten years, California will need to hire about 35,000 faculty in all postsecondary education sectors, equal to more than half of the current work force. It must be noted that the UC and CSU can potentially make substantial progress toward meeting this need by hiring a greater proportion of their new faculty from among graduates of California institutions. With our need for a tremendous number of new

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<sup>16</sup> Ibid.

teachers and faculty comes an unprecedented opportunity to influence the quality of teaching and learning in California for the next several decades.

It is important to note that postsecondary education faculty are charged with the responsibility for preparing teachers for employment in California's schools, preschool through adult school. Faculty within schools of education are essential to State efforts to ensure that all teachers and faculty have not only academic expertise in at least one academic area but also a broad capacity to adjust teaching strategies in response to different learner needs. Each academic department has a responsibility to ensure that its graduates have mastered knowledge and competencies required by its faculty and to inspire students to continue learning more about its discipline. It is the special responsibility of education faculty to ensure that graduates know how to communicate and help others learn what they have mastered. Of the 35,000 new faculty estimated to be needed over the next ten years, a substantial number will be needed in schools of education, both to replace retiring faculty and to expand capacity. Care in the selection of these faculty will further enhance our state capacity to improve teaching practice and learning outcomes.

To make sure that this opportunity to ensure access to qualified faculty for Californians pursuing postsecondary education is not lost, we further recommend:

**Recommendation 9.1 – The State should expand programs to attract talented individuals, especially from underrepresented groups, into PreK-12 teaching and postsecondary faculty careers through forgivable loans and teaching fellowships.**

**Recommendation 9.2 – California colleges and universities should strive to ensure their schools of education have the resources needed to produce a substantial proportion of the teachers and faculty needed to staff our pre-schools, K-12 and adult schools, colleges, and universities over the next decade and beyond.**

**Recommendation 9.3 – The State should increase doctoral and master's degree production in areas of high need, drawing upon the combined resources of the UC and CSU, as well as the independent sector of postsecondary education.**

**Recommendation 9.4 – California colleges and universities should develop an infrastructure to support the ongoing professional development of faculty in order to improve the quality of teaching and promote student learning.** The components of this infrastructure should include:

- integration of teaching and learning curricula into master's and doctoral degree programs;
- inclusion of teaching expertise and experience criteria when hiring decisions are made;
- continuous development support throughout faculty careers, including focused support for each newly appointed faculty member during his or her first year;

- development of an organizational structure that supports and rewards teaching excellence and the scholarship of teaching throughout a faculty member's career;
- sustained efforts to make teaching and the scholarship of teaching more highly valued aspects of faculty culture;
- expansion and dissemination of the knowledge base about college teaching and learning, including establishment of a statewide center on postsecondary teaching and learning; and
- preparation of experts in the field of teaching and learning.

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### **Recommendation 10**

**The Legislature should direct the California Community Colleges, California State University, and the University of California to adopt policies, within one year of being directed to do so, regarding the appropriate balance of temporary and permanent/tenure-track faculty for their respective systems, and to provide the rationale for the policies adopted.**

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Temporary<sup>17</sup> faculty members offer myriad benefits to colleges and universities. They often bring real-life experiences and practical skills to students and add to the diversity of faculty in many ways. At the same time, they allow more flexibility in the use of instructional resources and work at a lower cost to institutions than tenure-track, permanent faculty. The temporary nature of their assignments inherently provides colleges and universities with significant flexibility to modify educational offerings in timely response to the identification of state and local needs. A growing concern about temporary faculty, however, is related to how their increasing numbers affect the ability of institutions to carry out the full range of activities necessary to fulfilling their respective missions. Temporary faculty members usually do not participate in curriculum review and development; personnel hiring, promotion, and tenure review; student admissions, major advisement, and retention initiatives; and other important faculty responsibilities. These activities constitute an essential part of the academic and student affairs of a campus. Temporary faculty do not participate in these activities because they are prohibited from doing so by collective bargaining contracts or faculty senate policies, not necessarily because they are unqualified.

Although institutional needs for permanent and temporary faculty will change over time, the Legislature should provide the resources necessary to attain for all sectors of postsecondary education a faculty balance that meets the comprehensive needs of students and the institutions but should not prescribe this balance in statute. The State would be well served by continuing to examine research that will foster a better understanding of the impact temporary faculty have on

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<sup>17</sup> "Temporary faculty" is used in this Plan to refer to non-tenured or tenure-track, non-permanent faculty. Temporary faculty may be full- or part-time and may be referred to as adjunct, or limited-term faculty.

student achievement and the constraints placed on their participation in other faculty responsibilities. Accordingly, we further recommend:

**Recommendation 10.1 – Annually, the California Community Colleges, California State University, and University of California should report to the Legislature the ratios of permanent/tenure-track to temporary faculty employed by their respective systems and how those ratios compare to systemwide policy.**

**Recommendation 10.2 – The California Community Colleges, California State University, and University of California should report to the Legislature the sets of activities reserved for permanent/tenure-track faculty and their rationales for why temporary faculty cannot be enlisted to assist in carrying out such activities.**

**Recommendation 10.3 – The California Community Colleges, California State University, and University of California should provide adequate pro rata compensation to temporary faculty who agree to perform functions usually restricted to permanent and tenure-track faculty.**

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## **Recommendation 11**

**The State should strive to maintain compensation schedules that make California competitive in attracting and retaining excellent teachers, faculty, counselors, administrators, classified staff, and other education professionals for its early childhood education settings, public schools, colleges, and universities.**

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California has historically been successful in attracting talented people to teach in its public schools, in part because of the high value the general public assigns to our public schools and because for many years teaching was an attractive profession in which to pursue employment for women choosing to enter the workforce. California has similarly been successful in attracting faculty to its public colleges and universities, in part because of the reputation for quality that has been attached to our public postsecondary education institutions, to which the academic reputations of the faculty already employed by California colleges and universities significantly contribute. In recent years, several factors have contributed to the difficulty experienced by California's early childhood education providers, public schools, colleges, and universities in attracting and retaining the needed numbers of teachers, faculty, counselors, administrators, other education professionals, and classified staff. First, many pressures have increased the demand for additional education personnel. California's population has increased by between 400,000 and 600,000 persons every year since 1950, generating continually increasing demand for education professionals and classified employees to staff our growing public education system. In addition, California's decision to reduce class sizes in kindergarten through third grade has created additional demand for K-12 teachers. Our public colleges and universities lost many of their outstanding faculty during the 1990's when faculty members were offered early retirement options as a partial response to difficult financial conditions. Moreover, many others of the current public education workforce are approaching retirement and will soon have to be replaced.

Second, the cost of living in some parts of California generates a demand for higher compensation to permit prospective public education employees to contemplate establishing a lifestyle similar to that to which they are accustomed if they accept employment in a California public school, college, or university. This cost-of-living issue is particularly important if the prospective employee is considering a move from another state or from less to more urban sections of California where the cost of living is substantially higher. Public schools, colleges, and universities are not alone in their efforts to attract talented people, especially those who have acquired expertise in mathematics and science. Education institutions (both public and private) in other states, the health care profession, and private business are in direct competition with our public education institutions for both current and prospective education personnel. Consequently, California must consider compensation increases in order to retain the excellent teachers, faculty, counselors, administrators, other education professionals, and classified staff it already has, as well as to remain competitive in attracting new personnel.

In the instance of early childhood education providers, compensation is extremely poor in comparison to that of K-12 teachers, a fact which contributes to high staff turnover and thereby impedes continuity of care for children. Salaries and benefits for providers who have backgrounds that are similar to, and perform functions comparable to those of, their public school colleagues must be made commensurate to compensation in the K-12 sector, if California is to establish a professional early childhood education sector as part of a coherent system of education.

Our vision for California public education requires not only that all students be taught by qualified teachers or faculty members but that they also have access to other qualified individuals necessary to a successful educational experience, including effective administrators, health care professionals, counselors and advisors, librarians, and learning support staff. These personnel components of quality cannot be provided without a firm commitment by the State to provide competitive compensation schedules and adequate base funding to ensure their presence in every education institution.

Despite the costs associated with increasing compensation for all public education personnel, California must especially find ways to keep teacher and faculty compensation competitive in order to ensure that every student enrolled in a public school, college, or university is taught by an excellent teacher. Postsecondary education faculty are generally expected to engage in more activities than teaching alone, including research, public service, and supervision and/or mentoring of students and student groups. These supervision and mentoring activities are important to the success and persistence of many students, particularly students from low-income and underrepresented backgrounds. Faculty and other educational professionals engaged in such activities should receive appropriate recognition for their contributions. But we wish to emphasize that it is excellent teaching that is most essential to the education system we envision. We therefore further recommend:

**Recommendation 11.1 – The governing boards of all three public sectors of postsecondary education should direct an examination of faculty promotion, tenure, and review policies and practices, and revise them, as needed, to ensure that teaching excellence is given significant weight in decisions that affect the compensation awarded to faculty.**

**Recommendation 11.2 – The State should empower and encourage boards of trustees of local school districts to include teaching excellence, as determined through districts’ employee performance evaluations, as a significant factor in decisions that affect compensation.**

**Recommendation 11.3 – The boards of trustees of local school districts should review their compensation policies, and revise them as needed, to ensure that continuing professional education for which they grant salary credit is targeted to courses likely to yield clear benefit in terms of either employees’ pedagogical, instructional leadership, or management skills, or the depth of their academic subject matter knowledge.**

**Recommendation 11.4 – Supervision and mentoring of students and student groups should be given ample consideration in employee performance reviews and be a factor in decisions that affect compensation of teachers, faculty, and other education professionals.**

### **Access to Rigorous Curriculum that will Prepare All Students for Success**

The State must ensure that all students, from preschool through grade 12 and adult education, have access to a curriculum that encompasses the knowledge, skills, and experiences necessary for productive work, active citizenship, and successful postsecondary education participation. As a part of these curricula, all schools must offer programs and coursework that provide every student an equitable opportunity to qualify for admission to, and success in, any of California’s public, independent, or private postsecondary institutions, and that simultaneously qualify them for an array of jobs in today’s workforce and the continually evolving information economy. Preparation for success in postsecondary education, without need for remediation, requires more than simple completion of a prescribed set of courses. It requires teaching and mastery of specific competencies and skills across the curriculum in a consistent manner in all public schools.

Some students enrolled in public schools choose to go on to postsecondary education immediately after completing their high school education while others prefer to enroll in additional training or enter the workforce. Many other students fail to complete high school prior to seeking employment. The curricular offerings in high schools should be comprehensive as well as rigorous, affording students a range of choices without foreclosing the option of later changing their minds and pursuing different post-high school options. The curriculum must also be sufficiently comprehensive to meet the needs of adult learners who choose to enroll in adult schools to complete their high school education, or to obtain vocational skills or English literacy that will enable them to successfully seek employment or continue on to postsecondary education. To ensure this high-quality curriculum for all students we recommend:

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## **Recommendation 12**

**The State should set ambitious learning goals and provide all students a challenging and comprehensive PreK-12 curriculum, including preparation for postsecondary education and careers.**

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The ambitious learning goals we recommend here are represented in the academic content standards the State Board of Education has adopted for each grade level in the areas of mathematics, language arts, science, the social sciences, and the visual and performing arts. These standards form the basis of an aligned system of curriculum, materials, instruction, and assessments for each level of the educational system. This academic content should be taught in all courses included in the school curriculum, both career- and college- preparatory alike. However, the current standards and requirements are not yet a complete expression of what California students should know and be able to do to be successfully prepared, as described in the foregoing narrative.

California's standards should also recognize the congruity of academic achievement, workforce preparation, and the knowledge and skills needed for democratic participation in a diverse society. Instructional strategies must be made more integrated in nature so that students are taught not only academic content but also how that content can be usefully applied in a variety of practical contexts. In addition, education must prepare Californians for participation in the international community. Ours is the nation's most linguistically rich state. At a time when global knowledge, skill, and understanding are at a premium, California's multi-lingualism is an asset that should be developed to a much greater extent. We must recognize our state's widespread multiculturalism and bilingualism and embrace them as a 21<sup>st</sup> century educational and social resource.<sup>18</sup> Accordingly, we recommend:

**Recommendation 12.1 – The State should ensure that early learning gains are continued, by aligning developmentally appropriate guidelines, standards, and curricula for pre-school, early childhood education, kindergarten, and the primary grades.**

**Recommendation 12.2 – The State should establish an academically rigorous standard curriculum for every high school student that prepares every student for a full array of post-high school options, and provide the learning support necessary to enable students to successfully complete this postsecondary readiness curriculum.**

**Recommendation 12.3 – The State should ensure that all schools provide all students with curriculum and coursework that include the knowledge, skills, and experiences to enable them to attain mastery of oral and written expression in English and that establish a foundation for future mastery of a second language by the end of**

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<sup>18</sup> We also recommend that, to keep the State's content standards current with the changing context, the State establish an ongoing, intersegmental process of review and revision of the standards to ensure their quality and their relevance to students and to the needs of California.

elementary school, and attainment of oral proficiency and full literacy in both English and at least one other language by the end of secondary school.

**Recommendation 12.4 – The California Adult School program and the California Community Colleges should collaborate to strengthen articulation of adult education courses with the community colleges to enable successful transition of adults from adult school to postsecondary education coursework.**

**Recommendation 12.5 – The California Community Colleges, CSU, and UC should collaborate to strengthen the programs in community colleges that prepare students to transfer successfully to CSU and UC and to ensure that those courses are acceptable for transfer credit at all campuses of CSU and UC.**

**Recommendation 12.6 – The community colleges should enhance their career and technical programs that lead to occupational certificates and occupational associate degrees; all high schools, adult schools, and postsecondary education institutions should offer industry skill certifications that prepare students to enter the job market with a set of competencies they will need to succeed; and CSU and UC should enhance the quality of professional programs that prepare students to enter professional careers with a set of competencies they will need to succeed.**

**Recommendation 12.7 – The K-12, adult schools, and community college workforce preparation systems should be linked to state job training agencies and employers through one-stop career centers and other venues.**

### **Access to Participation in California’s Public Universities**

Although, for fiscal purposes, public postsecondary education does not enjoy the same constitutional guarantees as the public schools, access to postsecondary education is essential to sustaining the economic vitality of California, as well as to the future social and cultural well-being of the state. This commitment to postsecondary education undergirds the current structure of California’s public postsecondary education system, which provides near universal access to any Californian who desires instruction. This Master Plan reaffirms this commitment while simultaneously restating the State’s commitment to opening the doors of academic and economic opportunity wider than ever before at the postsecondary level as well as the preschool through adult school levels.

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### **Recommendation 13**

**The California State University should continue admitting its freshman students from among the top one-third, and the University of California should continue admitting its freshman students from among the top one-eighth, of high school graduates who apply to their respective campuses throughout the state.**

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Since the adoption of the 1960 *Master Plan for Higher Education*, both the California State University and the University of California have selected their freshman students from restrictive pools of high school graduates statewide. Each system was given respective authority to determine how the top one-third and one-eighth would be defined for purposes of admission. Objective criteria – curricular pattern, grade point average, and standardized test scores – have served as the primary basis for determining eligibility. Based on these criteria, the Board of Regents and the Board of Trustees each adopted a policy guaranteeing admissions to any eligible high school graduate who applied. While these criteria and board policies simplified the selection process for both systems, they, in conjunction with the impact of California’s population growth and the popularity of the two systems, have resulted in two unfortunate consequences. First, as the number of high school graduates from California high schools increased and they sought admission to CSU and UC in numbers that exceeded the capacity at some campuses and the State’s ability to financially support both systems overall, admissions criteria were revised to reduce the numbers of qualified high school graduates who were entitled to admission. In addition, both CSU and UC assigned greater weight to grades earned in honors and Advanced Placement (AP) courses, a practice that provides a substantial advantage to graduates of high schools that provide significant numbers of honors and AP courses to their students.

Second, students enrolled in schools with high concentrations of students from low-income families have not had opportunities to learn that are comparable to those of students enrolled in schools serving more advantaged families. In particular, they have had fewer opportunities to take and complete AP courses prior to graduation. Consequently, low-income high school graduates who attain CSU and UC eligibility have not had the opportunity to become “highly competitive” for admission to either sector. In response to the UC practice of giving preference to highly competitive applicants, increasing numbers of high schools are offering AP courses taught by teachers without adequate expertise, enrolling students without a solid academic foundation to increase their likelihood of success, and without requiring that students completing an AP courses also take the AP examinations for these subjects. There is further concern that assigning additional weight to honors and AP courses tends to undermine the effort of this Master Plan to increase the rigor of all academic course offerings in public schools by communicating to students who are firmly committed to college attendance after high school that getting into the campus or system of their choice is enhanced by taking AP and honors courses. Such students can still be encouraged to take and complete AP courses by continuing the existing practice of granting college course credit for high scores earned on AP examinations.

Definitions of quality that rely exclusively on test scores and grade point averages fail to recognize and take advantage of the rich diversity of California’s people. Our colleges and universities must not fail to take advantage of this richness as they make admissions decisions, by failing to examine the human qualities of applicants who have met objective criteria for admissions. The life experiences of prospective students who have come to California from around the world, including languages, cultural traditions, music, art, and work experiences, can enhance the teaching and learning experiences on every CSU and UC campus and contribute to students’ developing a world view attainable in few other ways for most of them. The value that diversity can contribute to the quality of CSU and UC is of such import that these life experiences and non-cognitive talents should be considered equally with objective measures of

academic achievement even when demand greatly exceeds capacity. No campus should deprive its students of these components of quality in a mistaken effort to ration limited capacity by allocating admission slots primarily to applicants with the highest test scores and grade point averages.

Given the foregoing concerns, we additionally recommend:

**Recommendation 13.1 – The California State University and the University of California should continue collaborating with K-12 schools to increase the rigor of all academic courses to achieve the goals of reducing demand for remedial instruction among freshman students and eliminating the current practice of providing additional weight to honors and AP courses in GPA calculations during the admissions decisions.**

**Recommendation 13.2 – The governing boards of the California State University and the University of California should authorize each of their campuses to consider both objective and qualitative personal characteristics equally in assembling freshman classes annually from among the pool of eligible candidates.**

<p><b>Access to Current Textbooks and Instructional Materials Aligned with Learning Expectations</b></p>
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The State must also assure that every school has current textbooks, technology, and/or other instructional materials that are aligned with the content expected to be taught to each student, in sufficient quantity for each student to have access to these materials for home use. This requirement is of fundamental importance. In turn, students must take advantage of these resources and apply themselves in a sustained effort to meet or exceed academic standards set for them. We therefore recommend:

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**Recommendation 14**

**State and local policy-makers should ensure that every school is provided with sufficient quantities of learning materials and resources that are current, in good condition, and appropriate to the learning needs of students, including:**

- **Individual textbooks, workbooks, and other required instructional media for use in and out of school;**
- **Resources necessary to enable teachers to tailor and creatively adapt curriculum to the interests and needs of individual students;**
- **Supplies, equipment, and other instructional materials necessary to support the instructional program at each level, as recommended in the state content standards, including teacher guides to textbooks;**

- **Computers with internet access that each student and teacher may use on a basis determined by school personnel to be appropriate for her/his level of study or teaching;**
  - **Suitable chairs, desks, and other classroom equipment;**
  - **Books that can be borrowed from the school library and elsewhere that students may use individually;**
  - **Curriculum and materials for English language learners; and**
  - **Curriculum, materials, and support for learners with identified disabilities.**
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### **Access to Adequate Learning Support Services**

Learning support is the collection of school, home, and community resources; strategies and practices; and environmental and cultural factors that provide every student the physical, emotional, and intellectual support he or she needs to overcome any or all barriers to learning. Learning support includes two primary strategies:

- *Additional instruction that supplements the general curriculum* – the provision of extra time for more focused instruction and/or for increased student-teacher instructional contact designed to help students attain the learning standards.
- *Student support services and programs needed to address barriers to learning* – strategies and interventions that address barriers to student academic progress, which may include school guidance and counseling, career guidance and preparation, strategies to improve attendance, violence and drug abuse prevention programs, tutoring, accommodations for physical and learning disabilities, coordination of community services, and increased parent or family involvement.

Many existing learning support programs and interventions are more fragmented than integrated in their operations, frequently do not have sufficient resources to serve all students who could benefit from them, are more specialized than comprehensive, and are too often marginalized as a useful but not necessarily essential component of education. A comprehensive learning support system is needed to unify multiple learning support programs and services into a coherent structure that can achieve economies of scale while contributing to the creation and maintenance of a safe, healthy, nurturing education environment and culture that reflects the school's or campus's mission to promote the achievement of every student.<sup>19</sup> Since students do not all mature and progress in their learning at the same pace, the types of learning support appropriate to student needs will vary in different schools and at different grade levels. Recognizing these differences, we recommend:

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<sup>19</sup> For details on a Learning Support System, see Adelman & Taylor, "Addressing barriers to learning: Beyond school-linked services and full service schools", *American Journal of Orthopsychiatry*, 67, p. 408-421, (1997); Adelman, Taylor, & Schneider, "A school-wide component to address barriers to learning", *Reading and Writing Quarterly*, 15, p.277-302, (1999).

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## Recommendation 15

**The State should require and fund the provision of flexible time and instruction to support learning and ensure successful transitions between education levels.**

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Although the PreK-12 curriculum and basic conditions for learning should be common for all students, individual students have unique learning styles and learn in a variety of ways; and success for all students requires new, flexible ways to structure time and deliver instruction. Our current system for delivering education provides limited hourly funding for before- and/or after-school tutoring, but basically assumes that all students at each grade will achieve a prescribed set of standards within a set amount of instructional time. Because students learn in a variety of ways, educators should have freedom to use instructional materials and time flexibly to enhance the achievement of all students. The need that many students have for differential attention is normal, and a healthy education system addresses these needs routinely by using multiple strategies, all geared toward mastery of specific knowledge, competencies, and skills. Using integrated instructional strategies will greatly enhance a student's success throughout his/her lifetime, as most jobs of the future will require a greater command of academic skills and how they are applied to solve real world problems in the 21<sup>st</sup> century workplace. However, this flexibility should not delay students' achievement or interfere with timely and successful transitions to succeeding levels of schooling.

Postsecondary education students also learn in a variety of ways and postsecondary educators should also use a variety of strategies to enhance the success of all their students. As in public schools, postsecondary faculty should focus on ensuring that every student acquires the knowledge, competencies, and thinking skills necessary for continued success as they pursue their educational objectives. Accordingly, we further recommend:

**Recommendation 15.1 – State and local policy-makers should define adequate learning support in K-12 education as those resources and interventions necessary to meet the academic and career preparation needs of *all* students, and which help ensure that *all* students attain the state academic standards, and which help all students who desire to do so meet college preparatory requirements and requirements for career success in the workforce.**

**Recommendation 15.2 – The State should assign responsibility and provide targeted resources at the postsecondary level to enable increasing numbers of postsecondary education students to succeed in their academic coursework and attain certificates and degrees and to ensure that no category of students fails to achieve their educational goals in disproportionate numbers.**

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## Recommendation 16

**School districts and public postsecondary education institutions, respectively, should provide additional learning support services at kindergarten, grades three and eight, in the last two years of high school, and during the first year of college to assist students who take longer to meet standards or may be ready to accelerate.**

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Although it is important to meet the needs of students throughout their PreK-12 Adult experience, there is currently a particular need for additional targeted interventions at key transition points for many traditionally underserved students. As with other forms of learning support, these must be developed with the intention of addressing student learning and development rather than remediating failure. They must enable students to meet the State's academic content performance standards and college entrance and placement requirements. An abundance of research demonstrates that the child who has not developed reading proficiency by grade three will be frustrated and disadvantaged for the balance of his/her educational experience. Parents can and should be enlisted as partners with teachers and other early child care professionals to ensure that students receive the encouragement and assistance they require to master this critical learning skill.

Our academic content standards call for all students to be provided instruction in algebra by grade eight, and research documents that students who fail to master algebraic concepts dramatically reduce the likelihood that they will go on to postsecondary education and succeed there. Timely learning assistance and accurate information about postsecondary education and career opportunities take on greater significance during the last two years of high school as students seriously prepare themselves for life after high school. Parents provided with accurate and current information about the requirements and options for postsecondary education and careers can be a valuable and effective resource to school personnel in preparing every student to make informed choices on the proper preparation to successfully pursue a full range of post-high school options.

The first year of postsecondary education is critical in many ways in determining whether a freshman student will persist and eventually earn a degree or certificate or drop out before achieving his/her educational objective. The importance of providing focused and timely learning support to freshman students in postsecondary education will remain high until we have eliminated the disparity in the quality of educational opportunity students receive in California's public schools. Examples of instances when learning support may make a significant difference to the success of students include extended learning opportunities provided to English language learners who need it, additional community college courses provided to high school seniors who need to meet university entrance and placement requirements, and additional services provided to students with identified disabilities who need them to meet their academic goals.

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## **Recommendation 17**

**Schools should establish and maintain active communication with parent groups to assist school personnel in the provision of learning support designed to overcome barriers to learning and to enroll individual parents as partners in the education of their children.**

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Many public schools establish parent groups to assist in fundraising activities, to assist in making policy decisions in the distribution of supplemental funds (School Site Councils), to provide school ground supervision, and to support athletic and arts activities, among other things. Parents create the early conditions that ready students for learning and should be enlisted to collaborate with schools to continue the emphasis on learning. This collaboration must be more than a specific add-on school activity and must be supported with the provision of key school performance, career, and postsecondary education information to assist parents in making informed decisions. Schools and early childhood education sites should regularly communicate with parents about the progress of their children in meeting learning expectations and course requirements for university admission.

Too often parents receive mixed messages from public schools: they are urged to visit the school at any time, but receive a cool, if not hostile, reception when they question the behavior and/or decisions of teachers. Schools and early education providers must be diligent to nurture a culture that welcomes parents as partners in the education process and to offer guidance on ways in which parents can be of greatest assistance to teachers and to their children in promoting student achievement. This goal may require provision of learning opportunities for parents, particularly for parents of students who are English language learners or who have not had pleasant school experiences themselves. Additionally, it will require schools to charge specific staff members with the responsibility for fostering parental involvement.

Parents also must be vigilant against sending mixed messages to school personnel. Not only must they avoid the temptation of automatically taking the side of their children in disputes with school personnel before determining the facts involved, they must also resist the temptation to communicate to their children the value that sports, work, and sibling care are more important than academic achievement. At all levels, including the postsecondary level, parents can help students understand that they can discover knowledge on their own and develop a passion for learning. This understanding prepares students to be active rather than passive participants in their own learning and requires a willingness by parents to actively work with their children.

**Access to Qualified School and Campus Administrators and Other Educational Personnel, to Maintain an Educational Culture that is Inviting and Safe, and that Places a High Value on Teaching Excellence and Student**

Educational leaders play a significant role in creating and maintaining campus environments and cultures that encourage students to persist in their studies and that have a direct impact on

teaching and learning. Their leadership influences whether teachers, counselors, and other professional staff elect to remain at the institution, the degree to which parents, the business community, and communities at-large can be engaged as true partners in supporting students' maximum academic and career achievement over a lifetime, and the degree to which the physical plant is maintained in a safe and healthy condition.

Throughout the nation it is becoming increasingly difficult to attract and retain high quality candidates to school leadership positions. Surveys by national professional organizations have documented this unsettling trend, especially with regard to site principals.<sup>20</sup> In California, the situation is exacerbated by several factors, including a more stressful work environment, the poorest site administrator-to-student ratios in the country, and inadequate facilities that result in seriously overcrowded conditions.<sup>21</sup> However, in California and elsewhere, a much more serious cause for concern is that standards-based legislation is holding principals accountable for student achievement but is not providing principals the authority to manage the fiscal and human resources in their schools. California experiences another serious problem related to the training of school administrators: training programs offered by postsecondary institutions focus on management, when they should be giving systematic attention to the development of leadership.

Both to address the shortage of candidates for education administration positions and to ensure that prospective candidates acquire the myriad skills they will need to be effective, we recommend:

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## **Recommendation 18**

**Local school districts and postsecondary education institutions should develop partnerships to recruit, prepare, and educate quality educational leaders.**

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The principalship is an extremely complex and difficult job in today's schools, as is the superintendency of school districts; and California may soon be facing a severe shortage of qualified school administrators. Training outstanding administrative leaders must be regarded as a long-term developmental process, requiring a coordinated effort among all stakeholders. Postsecondary education institutions offering administrator preparation programs would be well advised to look at leadership training programs in other fields, such as the military and business, in addition to consulting with current school and college leaders to determine the array of skills required of today's school leaders, as well as to identify practices that should be avoided.

Low-achieving schools tend to be hard to staff, be impacted by socio-economic issues, have a history of failure, and have considerable turnover in staff at all levels. Leadership in these

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<sup>20</sup> National Association of Elementary School Principals, "Is There a Shortage of Qualified Candidates for Openings in the Principalship? An Exploratory Study" [online: web]. Cited 23 Jan. 2002. URL: <http://www.naesp.org/misc/shortage.htm>

<sup>21</sup> EdSource, with data from NCES, determined that there was one principal and/or assistant principal for every 504 students in California in 2001, ranking it last among the states.

schools is particularly challenging and multi-faceted, and requires strong administrative and instructional skills. Many new administrators often are not sufficiently prepared to do what is necessary to improve student achievement in these schools and are not given adequate support by their districts to significantly improve instructional programs. Most administrative training programs fail in preparing newly assigned principals to initiate and sustain effective programs to improve student achievement and reverse the pattern of substandard performance so common in those schools. Accordingly, we further recommend:

**Recommendation 18.1 – The State should encourage and support school district efforts to provide school principals with greater authority to use human and fiscal resources in different ways to achieve greater success in promoting student achievement.**

**Recommendation 18.2 – School districts should provide more resources, such as additional staff and professional development, to principals in low-performing schools.**

**Recommendation 18.3 – School districts should increase salaries for administrators serving in low-performing schools.**

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## **Recommendation 19**

**The State should take steps to ensure qualified leadership for the California Community Colleges.**

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Today's community colleges must address the academic achievement of all students, irrespective of their levels of preparation. Dramatic changes in the demographic, cultural, educational, and linguistic diversity of students challenge community colleges to modify their curricula and instructional strategies to better meet the needs of diverse learners. These challenges and traditional practices of community colleges – requiring prospective administrators recruited from faculty ranks to forfeit seniority and not receive guaranteed return rights – serve to discourage outstanding faculty leaders from aspiring to community college administrative positions. Left unaddressed, these practices prevent the community colleges from attracting individuals who could truly provide educational leadership in addition to any administrative and management skills they bring with them.

The 2000 report of the Community College Leadership Development Initiative documented some of the leadership challenges facing California's community colleges.<sup>22</sup> In particular, the report noted that political factions sometimes prevent campuses from making important

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<sup>22</sup> Partnership for Community College Leadership (September 2000). *Meeting New Leadership Challenges in the Community Colleges*. Paper prepared by the Community College Leadership Development Initiative and Claremont Graduate University, Claremont, CA.



decisions, and that frequent turnover of executive officers and low campus morale have contributed to a deterioration in institutional effectiveness. With regard to leadership positions, the average length of tenure for a community college chief executive officer is 4.4 years in California, compared to an average of 7.5 years nationally. Further, smaller numbers of well-qualified people are seeking administrative leadership roles due not only to the leadership challenges, but also to the lack of return rights to permanent faculty positions and of competitive job salaries. This situation exists at a time when over the next ten years California will need an estimated 360 new community college academic administrators.<sup>23</sup>

The education doctorate has traditionally been viewed as the terminal degree for professional education leaders. California's public, independent, and private colleges and universities offer few doctoral programs with an emphasis on community college leadership. Further, they do not currently offer sufficient numbers of education doctorate programs of any sort to community college (and PreK-12) personnel who seek this degree as a means to better meet the needs of their students and institutions as well as for other professional development reasons. California relies on private and independent colleges and universities for about 70 percent of its doctorate holders in education.<sup>24</sup> Moreover, in the absence of any public postsecondary education institutions agreeing to do so, an independent university has agreed to host a community college leadership development institute to expand the pool of prospective community college administrators. To both ensure that more opportunities are available to prepare community college and school administrators and to make those opportunities more affordable, we further recommend:

**Recommendation 19.1 – The CSU and UC should develop and offer preparation and professional development programs for community college leadership, which includes development of the capacity to lead by inspiration and a sensitivity to and comfort with diversity and multi-culturalism. The professional development programs should include the establishment of a state-level or campus-based center devoted to community college leadership development and leadership issues.**

**Recommendation 19.2 – The California Community College system should improve the terms and conditions of administrative employment in community colleges, including offering qualified administrators return rights to permanent faculty positions as an incentive to attract outstanding professionals to community college leadership positions.**

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<sup>23</sup> Piland, W., & Phillips, B. (2000, August). *Long-Range Administrator Needs Projections: Preparing the Next Generation of Community College Leaders – Facilitating Institutional Development*. Paper prepared for the California Community College Chancellor's Office, Sacramento, CA.

<sup>24</sup> California Postsecondary Education Commission, *The Production and Utilization of Education Doctorates for Administrators in California's Public Schools*, (December 2000).

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## Recommendation 20

**The State should expand recruitment for counselors, trained in career guidance, as well as academic and psychological fields, in order to ensure that students have the assistance they need to make informed choices about preparation for their post-high school activities.**

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California is currently experiencing a critical shortage of counselors. Its ratio of approximately 979 K-12 students per counselor is the highest in the nation (the national average is 513:1).<sup>25</sup> Twenty-nine percent of K-12 districts in the state have no counseling program, and among those districts that do have programs, student access to counseling varies considerably, by district organization and grade level. The National Association of Counselors, in its national standards document, has clearly embraced career guidance as one of its objectives, but very little attention has been paid to that objective throughout state credentialing systems. In California, the complexities of the diverse student population, heavy caseloads, and recent focus on academically rigorous courses have combined to overwhelm an already short-staffed counseling system, leaving little, if any, emphasis on workforce preparation guidance. It is imperative that California focus on attracting and retaining qualified counselors, and on equipping all school personnel with a greater awareness of career options as part of the State's effort to develop human capital.

<p><b>Access to a School or Campus Physical Plant that is Safe, Well-Equipped, and Well-Maintained</b></p>
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California's promise of access to free public K-12 education and low-cost postsecondary education extends beyond simply assuring a seat for the six million students who annually enroll in public schools or the two million who annually enroll in public colleges and universities. The condition of the school or campus facility is as critical to the quality of the educational experience students receive as are the qualifications of instructional and administrative staff. Together they define the conditions of learning, or what we have come to recognize as the opportunities for students to learn. Inequalities in the condition and maintenance of public schools and colleges subject students to materially unequal opportunities to learn, based purely on where students happen to live within the state. This inequity is unacceptable if the State is to have and meet rigorous learning expectations for all students, and recent court action substantiates that position. As a result, we believe it is the State's responsibility to ensure that all students are provided with equitable opportunities to learn; and we therefore recommend:

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<sup>25</sup> CDE/It will take an additional 1,123 more counselors per year to reach the national average by 2005.

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## **Recommendation 21**

**The State should guarantee suitable learning environments for all students, including buildings, classrooms, and other facilities.**

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Significant research documents that clean, safe, well maintained, and otherwise suitable learning environments have a positive impact on student learning, while the opposite is true of unsuitable environments. In addition, as noted in the foregoing sections, survey data indicate that unsuitable environments have a negative impact on the ability of schools to provide the quality teaching and leadership that is necessary to provide a high quality education. Therefore, for every school, college, community-based learning center, or university facility, environments should reflect the following characteristics:

- School and college facilities located within a reasonable commuting distance of students' homes;
- Clean and well maintained classrooms and other learning environments, in adequate numbers to deliver the local educational program;
- Buildings with adequate ventilation, and necessary heating and air conditioning;
- Buildings and classrooms in good repair and free of fire and health hazards;
- Uncrowded classrooms with adequate space for other instructional needs;
- Adequate laboratories and studios for students to complete rigorous work in all subjects;
- Lavatories and sanitary facilities that are unlocked, accessible, well-stocked, and maintained in decent and safe condition;
- Outdoor space sufficient for exercise and sports and free of health and safety hazards;
- Adequate school healthcare facilities;
- Adequate food service facilities;
- A safe and supportive school environment, including protection from harassment or abuse of any kind, a fair and nondiscriminatory system of student discipline, and a student body of a manageable size which permits the development of a safe and personalized learning community; and
- A drug-free and violence-free school.

**Recommendation 21.1 – The State should establish clear, concise, and workable standards for facilities, to ensure a high quality/high performance teaching and learning environment.**

**Recommendation 21.2 – The State should require each school district to prepare and adopt, with appropriate public review and consultation, a five-year facilities plan to meet or exceed state facilities standards<sup>26</sup>.**

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<sup>26</sup> It is recommended that the State provide a Facilities Master Plan template for districts that need technical assistance, with consideration that funding assistance may be necessary to help those districts create facilities master plans. This recommendation may involve developing a cost estimate upon which to gauge an appropriate level of state financial assistance.

**Recommendation 21.3 – The State should establish design standards for subsidized early childhood education facilities, appropriate to young children’s development.**

There are other ways to provide high quality teaching and learning opportunities that do not depend on perpetuation of traditional schools or college campuses serving large numbers of students. The tools of technology provide a means by which schools, colleges, universities, and local communities can work together to collectively provide high quality teaching and learning opportunities for students. A student’s community environment is as much a locus for learning as the classroom. Recognizing these possibilities, we further recommend:

**Recommendation 21.4 – The State should establish an Innovation Fund to support innovative projects and intersegmental collaboration in education, particularly those seeking to improve learning opportunities for students enrolled in low-performing schools and to increase the use of public facilities located in the service communities of schools.**

## Achievement Of Students

**T**raditional approaches to teaching and learning have been based on a variety of research and assumptions that have subsequently proved to be inaccurate. Such assumptions as that the brain's development is entirely dependent on the genes a child is born with, that early childhood experiences have a limited impact on a child's later development, that brain development is fundamentally a linear process, and that a toddler's brain is less active than that of a college student have proved to be substantially in error. Recent research on how the brain develops indicates that children are born 'wired-to-learn' and that development of the brain is a complex interaction between genes and early childhood experiences. A child's experiences from birth to age three not only shape the context for future learning, but also have a decisive impact on the architecture of the brain and on the nature and extent of adult capacities.<sup>27</sup> Research also documents that brain development is an episodic process; there are particularly prime times for children to acquire different kinds of knowledge and skills.

Building a solid foundation for learning requires focused attention to developing the social, emotional, cognitive, and physical competencies of infants and toddlers. Each child must develop satisfying social interactions with other children and adults, since that experience builds the capacity to engage in true cooperation and sharing relationships. Research indicates that young children have the capacity during their preschool years to begin developing the skill of symbolic representation that, in combination with improved memory, helps young learners develop more logical thinking, increased language skills, and the ability to categorize objects by attributes.<sup>28</sup> Learning theory reinforces the importance of children's developing the ability to express ideas and feelings through symbolic representation, noting that skill's association with development of mathematics learning and significant gains in knowledge and cognitive development.<sup>29</sup> Providing learners with opportunities to engage in creative activities such as dramatic play, or manipulation of objects in their environment like blocks, dolls, and clay, or the study of nature by planting seeds and monitoring their growth into plants is a valuable teaching strategy to promote the cognitive development of students.

***“Children begin their lives with endless possibilities, only to find doors closed and opportunities limited. When they start school, they experience overcrowded classrooms and antiquated theories, and they enter a disjointed system that is ill-equipped to meet the needs of the new century.”***

*-- Robert H. McCabe, 2001  
League for Innovation in  
Community College*

<sup>27</sup> Shore, R., *Rethinking the Brain: New Insights into Early Development*, New York: Families and Work Institute, (1997).

<sup>28</sup> Wadsworth B., *Piaget's Theory of Cognitive and Affective Development*, White Plains, N.Y.: Longman Publishers, (1996).

<sup>29</sup> Armistead. M., "The Foundations of Multiple Intelligences," in *Multiple Intelligence*, Alexandria, VA.: Association for Supervision and Curriculum Development, (1994)

Teaching and learning should never be viewed as independent functions within educational settings. Qualified teachers and engaged learners are the two essential components of any successful education enterprise. While other education personnel are important to providing a quality educational environment, they are supplemental to the basic educational process of teaching and learning. The Beginning Teacher Support and Assistance (BTSA) program recognizes the importance of support for new teachers by assigning experienced teachers to guide their novice peers into the teaching profession by providing advice and assistance on instructional strategies and helping them navigate the school environment. The Peer Assessment and Review (PAR) program seeks to further enhance the professional growth of novice teachers by having their more experienced peers evaluate their teaching effectiveness. Together, BTSA and PAR serve to reduce the variation in teaching effectiveness between more and less experienced teachers. The body of expertise that teachers possess about the strategies that are most effective in promoting successful achievement of diverse groups of students should also be actively sought by administrators and school board members as they develop plans for improving student achievement within their schools and districts. Teachers' knowledge of instructional materials, assessment instruments, the strengths and weaknesses of students, and teachers' interactions with parents represents valuable input to strategic planning that focuses on improving students' achievement.

Though much of the research on brain development and learning focuses on infants and toddlers, the basic findings are applicable to learners of all ages. It is important that teachers and education institutions focus on development of the whole person, including development of social, emotional, physical, intellectual, and cognitive skills. Positive relationships and interactions with adults and advanced learners can be extremely influential in promoting learning among students. Because every learner brings a unique combination of personal attributes, childhood experiences, and styles of learning, it is important for education institutions to not limit their assessment of intellectual potential to assessments of language and mathematical skills. Such a focus is too narrow and fails to recognize the multiple strengths that each learner brings to the teaching and learning process. A focus on student learning, therefore, requires that multiple strategies be integrated into the curriculum to promote a wider array of opportunities to demonstrate learning, and that those strategies be developmentally appropriate.

As we move into the 21<sup>st</sup> century we must also confront the fact that a factory-like model established for our schools in the 19<sup>th</sup> century is no longer working. Today's public high schools are the legacy of an era when economies of scale and prevailing educational philosophies suggested that bigger was better. Evidence continues to mount, however, that breaking up large, anonymous high schools into small learning communities can dramatically improve outcomes for students. Schools that have tried this approach have raised their test scores and graduation rates and minimized the behavioral problems that plague larger institutions. Research on small learning communities has revealed that students in these programs have overall better attendance records, lower dropout rates, fewer discipline problems, and more academic success. Additionally, students report feeling more nurtured, safer, and more connected to adults and their schools – feelings that are consonant with the focus of this Plan on student achievement.

A focus on student achievement also requires that there be a clear statement of expectations, regular measurement of the extent to which these expectations are being achieved, and a

database sufficient to preserve data on student achievement over time and inform judgments of the extent to which changes are needed. Different types of data are required for different purposes and it is important to keep these distinctions clear. Data needed to improve teaching and learning are different from data needed to evaluate institutional performance or the impact of education policies. The State should collect only those data that are appropriate for the responsibility it has retained for itself in implementing this Master Plan. Not everything that may be important to the successful implementation of this Master Plan and to improving the achievement of every student is easily measured. Nor is everything that can be measured important.

### **Assessment of Student Learning Needs and Achievement**

Support should be available to meet student learning needs at every level of learning. Supplemental support programs, at every level from pre-kindergarten through postsecondary education, must focus on having *all* students 'learn the first time' rather than having to relearn or 'catch up' at developmentally inappropriate times. Well constructed and appropriately used assessment can be an effective way to ensure that students receive the learning support they need when it is most useful and before they fall into a cycle of failure. There are several critical transition points at which teachers and faculty should be most attentive to student needs as they progress through California's education system. These include the following:

*Pre-K to grades 1-3.* Children begin their lives with endless possibilities. They enter school enthusiastic, motivated, and hoping to succeed. However, many students, especially in low-income neighborhoods, enter a disjointed education system that is ill-equipped to meet their needs. Students who struggle in the first grade quickly become unmotivated and do not participate in the very activities they need most. These children begin a pattern of continued academic frustration that usually continues throughout their education. After the 3<sup>rd</sup> grade, a child's academic achievement level appears to remain remarkably stable throughout the school years. If students are not at grade level in reading and math by the 3<sup>rd</sup> grade, that status continues throughout their education.

*From the 3<sup>rd</sup> to the 4<sup>th</sup> grade and throughout the upper elementary years.* Educators have created a benchmark that students should read at grade level by the time they reach 4<sup>th</sup> grade. The National Assessment of Educational Progress, however, reports that less than one-third of the nation's 4<sup>th</sup> graders are proficient in reading. In California, fewer than one-quarter of 4<sup>th</sup> graders are proficient in reading. When students fall behind in the first three grades, schools often hold them back. In some inner city schools, as many as one-fourth of the primary children repeat a grade. Unfortunately, research on grade retention consistently finds that students' attitudes often worsen and their skills do not improve when they are retained, particularly when there are no improvements in the teaching and learning strategies used. Intentionally linking learning to a student's current and future life through enrichment activities, such as beginning career exploration, can add greater relevance and understanding about the purpose of schooling in these early settings.

*Into and through middle school to high school.* Middle school organization and curriculum varies from school district to school district, ranging from departmentalized course offerings to integrated core curricula. Whatever structure a district selects, it must support students to learn the material and skills contained in the State’s academic standards; and it must avoid separating students into different curricular paths with different expectations for learning – an outcome that becomes increasingly likely for each student with the transition from a single to multiple teachers. All middle schools should strive to help students take charge of their own learning, become independent learners and thinkers (qualities critical to their future academic and career success), and develop the confidence that they will graduate from high school qualified for transition to a career or postsecondary education. This confidence must be realistically based on students’ clear understanding of the necessary academic preparation for high school graduation and postsecondary education, financial requirements of postsecondary education and assistance available to meet those requirements, career options, and other elements necessary to ensure their success in high school no matter what post-high school option they choose.

*High school graduation and beyond.* It is common to see students as having two options upon graduating from high school: graduates will go *either* to work *or* to college. Although it is true most students eventually ‘wind up’ in one of these places, it is inaccurate to say that many have a genuine choice. In our PreK-12 education system, the choice of immediately joining the workforce or attending college is usually made far before high school graduation, typically via course choices made by students with incomplete information. To discourage students from foreclosing postsecondary education options, California’s education system must change the common perception that less is expected of students bound for the workplace or community college than of those who intend to go to a baccalaureate degree-granting college or university. California high schools, adult and alternative education schools, and postsecondary education must be understood as components of one education system.

To ensure that students’ needs are assessed properly and that they are provided learning support in a timely manner, we offer the following recommendations:

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## **Recommendation 22**

**To target learning support adequately and complement state testing, the State should establish as standard practice the use of classroom-based diagnostic assessments that specifically link to interventions aimed at enabling students to meet California’s academic standards and postsecondary education entrance and placement requirements.**

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The State should continue the use of criterion-referenced tests that enable us to determine how well students as a whole are mastering the academic content required to be taught in compliance with state standards and performance measures that enable us to compare the achievement of California’s students with the achievement of students in other states.



Appropriate learning support cannot be provided effectively in a system that relies solely on norm-referenced tests to determine who needs support and the type of support needed, since such measures provide little substantive information about students' academic strengths and gaps. Neither can support be provided effectively if the system delays that support until just before or after a student fails a 'high stakes' assessment that carries negative consequences for the student. Diagnostic assessments allow educators to pinpoint the specific assistance students require, and they point to interventions that best respond to particular learning needs. *Interventions must not be of the type traditionally used in remedial programs – for example, stand-alone programs focused on basic skills.* Rather, they should consist of additional time and instructional support in a curriculum that is matched to course standards and postsecondary education preparatory courses.

Measurement matters. Organizations can manage only what they frequently measure, and student learning is of such importance in our opinion that it must be better managed than available data indicate has been the case to date. Learning must not be left to chance nor can instructional strategies remain inconsistent, unfocused, or focused on the wrong things. Unfortunately, emphasis on high stakes tests that aim to invoke greater accountability in education has overshadowed the importance of classroom assessments to monitor student achievement and adjust instructional strategies. When clear content standards exist, classroom assessments are far more likely to be aligned with the curriculum being taught, than are other standardized tests and, therefore, more useful as a tool for monitoring student progress and effectiveness of instruction, which is the essence of the education process.

There are inherent dangers in making high stakes judgments about students on the basis of a single test. Because assessment should primarily inform teachers and faculty of student progress in meeting or exceeding learning expectations so that they may provide the learning support needed as soon as possible to promote the achievement of all students, as well as being one of multiple measures that inform decisions about student progress, we further recommend:

**Recommendation 22.1 – The State should continue the process of requiring state-supported early education providers in preschools, and kindergartens to develop individualized learning plans to assess the developmental growth of young children, wherein the child serves as her or his own control.**

**Recommendation 22.2 - The State should charge local districts with developing their own assessment systems/policies for providing information about and guiding instruction of individual students.**

**Recommendation 22.3 – The State should encourage schools and postsecondary institutions to develop end-of-course assessments that can serve the dual purposes of measuring what a student has mastered at each grade/course level and the student's readiness to successfully undertake learning at the next grade/course level, particularly the readiness of high school seniors to undertake postsecondary education coursework without need for remediation. In particular, assessments of 11<sup>th</sup> grade performance should be aligned, if not integrated, with entrance or placement examinations of the State's college and university systems.**

**Recommendation 22.4 – Schools, colleges, and universities should use authentic assessments that measure students’ school/campus accomplishments, including work samples and portfolio entries, in relevant academic subjects that would allow the student to move through a variety of coordinated delivery systems, regardless of the provider.**

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### **Recommendation 23**

**California’s colleges and universities should work collaboratively to develop a means of assessing the learning of students enrolled in public postsecondary education.**

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Unlike the K-12 schools, postsecondary education has no commonly accepted academic content or skills that should be taught to all its students. Yet, there is, or at least should be, a value added to the lives of college-educated individuals beyond the economic benefits of higher lifetime earnings. All reputable colleges and universities require undergraduate students to complete general education requirements that can serve as a foundation for a consensus on a common body of knowledge and skills that should be taught to every undergraduate student. Based on existing requirements, it seems reasonable that these standards would include proficiency in oral and written communication, quantitative reasoning, critical thinking and problem solving, interpersonal skills, and democratic principles. Skills in the application of technology should be added to this list. Californians are no less interested in whether public education is working for all students when the focus shifts from public schools to public colleges and universities.

Postsecondary education institutions may choose to go beyond the scope of this recommendation, and the committee would encourage them to do so, to develop measures of competencies specific to the multiple majors from among which students can choose to specialize. Various segments of the California’s economy are dependent on postsecondary education institutions doing an effective and efficient job of producing prospective employees with the skills needed by industry, particularly in our science and technology dominated fields. Specialized knowledge beyond the general education requirements every undergraduate student must complete to earn a baccalaureate degree is necessary for some types of employment, including our teaching profession, and is an appropriate focus for departmental faculty as they modify curricular requirements over time.

There is complexity and challenge in this recommendation, particularly given the differences in the missions that have been assigned to our three public sectors of postsecondary education and differences in the requirements of particular majors and program accrediting bodies. There are also several additional policy questions to be addressed in considering the development of a system for assessment of student learning at the postsecondary education level. They include the following:

- Should each sector be permitted or encouraged to develop assessments aligned to its particular mission and student body, or should the State encourage use of a common assessment instrument for all sectors?

- Can any test or assessment instrument serve the dual purpose of informing continuous improvement in teaching and learning as well as state accountability? Should the focus be on certifying individual student achievement or on assessing institutional improvement?
- What are the cost implications of pursuing institution-specific, state-developed, or nationally-norm-referenced test options?
- How should differences in the selectivity of institutions be accounted for in any assessment system to measure student achievement? How should we differentiate that which students have learned over a lifetime from that which they have learned since matriculation?
- What incentives will need to be in place for students to take the test seriously, so that the results have meaning?

These are significant questions that deserve careful consideration by faculty and measurement experts. However, they are obstacles to be overcome rather than *prima facie* evidence that measuring student learning in postsecondary education is impossible. The expertise exists among our talented faculty to make significant progress in this area. California's taxpayers deserve nothing less than our best efforts.

### **Course Alignment and Articulation**

A coherent system of education requires a coherent curriculum, with courses that are aligned with each other and in which course content at one level provides the foundation skills needed for success at the next level within the same discipline. California should set its sights on ensuring course alignment throughout its education system, from preschool through postsecondary education, so that any student demonstrating mastery of course content offered by any education institution has the confidence that s/he is ready to successfully take on learning at the next level. Substantial steps have been taken to achieve this goal within public schools with the adoption of common content standards. However, the initial curricular disjuncture occurs as some children progress from pre-school to kindergarten when the guidelines and standards for those two levels are not aligned, resulting in disruption for the student. For other children, who do not participate in formal preschool, the disjuncture becomes evident shortly after beginning formal schooling when inconsistency in the teaching quality among various teachers leaves some children less prepared for success as they proceed on their education journey. Within K-12 education, there is still work to be done to ensure that all teachers are fully capable of teaching to the standards and have access to instructional materials that are aligned to them. In addition, the academic content in career technical courses at the high school level must be aligned with not only the content taught in more traditional academic courses, but also with the knowledge and skill sets desired by business and industry. This issue is an important one as it strives to assure maintenance of a comprehensive curriculum from which high school students can choose while not foreclosing the viability of any post-high school option for any student.

Course alignment and articulation at the postsecondary education level remain problematic. No mandate exists for academic or technical content that should be taught to all students enrolled in postsecondary institutions. Faculty concurrence has been difficult to achieve on the

comparability of courses taught at different institutions, even those intended to be transferable, in part because of differences in academic calendars and in part because of faculty commitment to the freedom to design courses in unique ways. Considerable improvement is needed in this area to ensure that students do not encounter avoidable problems that result in less, rather than more, efficient progress, as they elect to enroll in multiple institutions to achieve the educational goals they have set for themselves.

As a result of this non-concordance, a considerable amount of attention has been given to improvement and expansion of specific course articulation between individual pairs of community colleges and baccalaureate degree-granting institutions, resulting in literally thousands of such agreements. A number of initiatives have been expanded to facilitate transfer or to assist students in navigating their way through the various articulation agreements that exist. This committee considers that these several efforts do more to meet needs of education providers than they do to facilitate simplicity and ease of transfer for students. Our focus on students leads us to recommend that the following actions be taken to better align and articulate courses:

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#### **Recommendation 24**

**Membership of the Intersegmental Committee of the Academic Senates (ICAS) should be augmented with faculty from California's PreK-12 schools. The resulting new PreK-postsecondary intersegmental faculty body should be charged with reviewing and recommending changes, if needed, in the alignment and coordination of curricula, assessment, admissions, and placement.**

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The governing boards of the California Community Colleges (of both the statewide system and local districts), the California State University, and the University of California have delegated to their faculty many functions, including the determination and development of curriculum. ICAS is a voluntary organization consisting of representatives of the academic senates of the three systems of public postsecondary education in California. ICAS has responsibility for initiating academic programs and policies that are intersegmental in nature, with specific attention to transfer issues, articulation, general education requirements, and educational quality. California should take advantage of voluntary professional bodies such as ICAS to advance its vision of a cohesive, student-focused education system as a promising alternative to state-created entities with their attendant regulatory environment.

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#### **Recommendation 25**

**The Legislature should mandate the development of transparent and sustainable articulation and transfer processes to provide students with clear curriculum guidance on the transition between grade levels and districts, between high school and college, and**

**between and among two- and four-year colleges and universities while avoiding the complexity of campus-by-campus differentiation.**

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Historically, PreK-postsecondary education institutions' collaboration has not been sufficient to result in aligned curriculum and academic content, admissions procedures, and expectations for students. One of the consequences is that many students who manage to graduate from high school, even those among the top third of graduates in the state, are not adequately prepared for postsecondary education. The high level of demand for remedial instruction in the CSU and UC serves as a graphic indicator of this misalignment in California. Most efforts in other states to develop alignment strategies have tried to pull together features of external systems, such as standards, assessment, curriculum, and teacher preparation.<sup>30</sup> In addition to these strategies, policies must ensure that different parts of the same system – elementary schools, middle schools, and high schools – communicate more regularly with each other about educational goals and purposes.

The same relationship exists with respect to relationships between PreK-12 and postsecondary education systems. They operate independently of each other, each with their own governance and financing mechanisms, their own politics, goals, and objectives, and even institutional cultures. In California, where the admissions requirements of the CSU and UC have a significant influence on high school course offerings, little opportunity is afforded for postsecondary faculty and PreK-12 teachers to collaborate on better alignment of their respective educational goals, curricula, and assessments. All levels of education must be connected to smooth students' transition through their educational experience and adulthood.

Within our postsecondary system, as noted previously, there is considerable activity underway to articulate courses between individual campuses of the community colleges, CSU, UC, and independent colleges and universities efforts which seem more attentive to the needs of education providers than they are to the needs of students. The Legislature has previously called for statewide articulation of lower division undergraduate courses, to promote systemic flexibility to accommodate students' needs; but the response from public postsecondary institutions to date has been inadequate. Therefore, it is particularly appropriate that effective enforcement mechanisms be employed to ensure that this goal is met. Accordingly we offer the following additional recommendations:

**Recommendation 25.1 – The California Department of Education should require and provide support for continuity of guidelines, standards, and curricula of kindergartens and state-supported preschools; it should strive to achieve similar continuity with non-state-supported preschools.**

**Recommendation 25.2 – The governing boards of the University of California, California State University, and the California Community Colleges, themselves or through the efforts of their faculty, should provide for the devising of system-wide articulation policies to enable students to transfer units freely between and among**

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<sup>30</sup> National Commission on the High School Senior Year, *The Lost Opportunity of Senior Year: Finding a Better Way*, (January 2001).

**public colleges and universities in California. The attainment of this objective should be enforced by the proper application of accountability measures, as discussed on page 57 of this report.**

**Recommendation 25.3 – The University of California, California State University, and California Community College systems should establish an intersegmental group that includes faculty and students, to consider what steps need to be taken to establish a transfer Associate’s degree, within the existing Associate degree unit requirements, the attainment of which would guarantee admission, and course transferability, to any CSU or UC campus (though not necessarily the major of choice) for students successfully completing the transfer degree program.**

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## **Recommendation 26**

**The State should encourage explicit infusion of a school-to-career concept in public schools, colleges, and universities to provide students with clear curricular and career guidance about the range of post high school options to which they can aspire.**

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Historically, collaboration among schools, colleges, and universities has been insufficient to ensure successful transition from formal education to employment. Arguably such collaboration has worked best for high school students enrolled in vocational education and postsecondary education students enrolled in professional graduate programs, and least well for students enrolled in traditional academic or liberal arts programs. High school graduates without specific career technical skills often find themselves in competition for low-wage jobs rather than career positions that place a monetary value on the cognitive skills that have been acquired by the time of graduation. This reality reflects a low perception of what high school graduates know and can do, a higher valuation of the utility of specific career technical skills as distinguished from academic knowledge, a need for more highly developed cognitive skills than are commonly taught in high schools, or some combination of the foregoing. Regardless of the specifics of this reality, its persistence fails to recognize the value of an integrated instructional approach, which combines instruction in specific academic content with opportunities to apply that content in the context of public service, civic engagement, or various careers and professions. Qualified counselors and teachers should work together to identify and nurture relationships with community-based agencies and employers that can subsequently be used to illustrate the practical utility of learning different academic content.

With certain notable exceptions (like engineering, business, and computer sciences), the prospects for college graduates are only marginally better, with many bachelor’s degree recipients accepting positions that require little of the knowledge and skills they have acquired in college. Many students have not fully availed themselves of career planning and placement services maintained by most campuses until their last couple of semesters when graduation is eminent and employment is perceived as a necessity. Consequently, they lack the range of experiences that would enable them to tailor their search to employers that value the knowledge and skills in which they have developed the greatest proficiency. Employers report that even

with college graduates, they frequently have to provide additional education and training to ensure that new employees are able to fully carry out the responsibilities of their positions. A sobering reflection of the disjuncture between what education institutions provide to students and what employers require is the fact that business-sponsored education programs are now a multi-billion dollar enterprise nationally and much of their instruction is not industry-specific, which would be a more appropriate use of their resources than those of public education.

A common component of the school-to-career concept in high schools and professional programs in postsecondary education institutions is the importance attached to creating opportunities to benefit from workplace learning experiences. These opportunities include structured linkages between businesses/professions, educators, community organizations, and other appropriate entities that enable students to build relationships with professionals in the field and develop an understanding of how specific knowledge and skills are applied in a real-world context. The growing emphases on career academies in high schools, mentoring, and service learning throughout all education sectors reflect the value of these linkages. Rather than leaving such linkages to the initiative of individual teachers and institutions, California should encourage all education institutions to forge ongoing relationships and articulate both curriculum and teaching strategies with business and community needs as an explicit expression of fulfilling their public service mission.

### **Teacher and Faculty Preparation and Professional Development**

If the State of California is to fulfill its obligation to provide a high-quality education that enables students to prepare for entrance to and success in any public education institution, and successful transition to work, then more than simply placing a credentialed instructor in front of students will be required. Postsecondary faculty and PreK-12 leaders must agree on the content knowledge and specific competencies required of teachers and faculty at the junctures of critical student transitions in the educational continuum. We have affirmed our commitment to guarantee Californians access to qualified teachers and faculty as one of the essential components of a quality education. It must also be ensured that preparation of teachers includes developing an awareness of and sensitivity to the diversity of Californians, their varied learning styles, effective use of new and emerging technology, integrated approaches to instructional delivery, diagnostic and disability assessment, and other factors, such as expanded community partnerships to ensure achievement for all students. The following actions should be taken to ensure all teachers and faculty have the preparation and skills necessary to promote both access and success of all learners, including adult learners.

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#### **Recommendation 27**

**The State should support preparation of new teachers and ongoing professional development for all existing staff in technology applications, to ensure they have the skills to help students develop the technology skills and knowledge needed for lifelong achievement and success.**

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Evidence has shown that when students are actively engaged in self-driven learning projects, they learn more and remember it longer. Organizing and supervising such projects has become increasingly challenging, if not impossible, for teachers at all levels, as they struggle to manage large classes. Effective use of instructional technology can enhance the learning experience for some students and contribute to teacher efforts to transform the learning environment, so that it is more student-centered, problem and project centered, collaborative, communicative, customized, and productive. It provides a tool that enables teachers and faculty to support such activities far more efficiently than has been possible in the past. Software now allows students to change the parameters of an experiment in a virtual way – substantially enhancing an otherwise abstract and relatively impersonal class. Strategic use of technology simply can make learning far more interesting, even exciting, than what many students have encountered in their educational experience.<sup>31</sup>

For the advantages of technology to be realized for all students, it will be necessary to ensure that all students have ready access to computers, software, and the Internet, regardless of the school, college, or university in which they happen to be enrolled. The Commission on Technology in Learning is developing a plan that includes specific recommendations for providing students and teachers access to technology. That plan should serve as a foundation for the recommendations contained in this Master Plan. It will also be necessary to consistently communicate the basic assumption that all students (and teachers) are smart enough to learn to use technology effectively and to develop a common language to communicate high expectations: a way to communicate to each student that it is possible to get beyond any bar that has been set before him/her.<sup>32</sup> An additional advantage of technology is that it is non-judgmental; it does not communicate lowered expectations if a student fails to give a correct answer. It simply says, ‘go back, you made a mistake,’ and often encourages students to be even more focused the next time. This feature provides students with a built-in way to assess their own progress rather than being completely dependent on feedback from teachers – an effective way to engage them actively in their own learning. Technology can also provide significant benefits for special need students, including those with physical and learning disabilities, those who are low-achieving, and those who are gifted.<sup>33</sup>

It will not be enough to ensure that technology is available to students in schools throughout the state. Teachers must also have access to and be proficient in the use of the technology that is available to their students. The potential that technology holds for improving instruction, assessment, and learning cannot be realized if instructors do not know the range of available resources, how to use the technology to its fullest, or how to integrate it into the classroom to support teaching and learning. The benefits that teachers can realize by incorporating technology training in their professional development include:

- improved ability to meet student education expectations;
- improved professionalism;
- improved instructional practices;

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<sup>31</sup> Frank Newman and Jamie Scurry, “Online Technology Pushes Pedagogy to the Forefront,” *The Chronicle of Higher Education*, (July 2001).

<sup>32</sup> Rudy Crew, “Rudy Crew: Being Present,” in *Converge Magazine*, (July 2001).

<sup>33</sup> The CEO Forum, IBID.



- increased communication and collaboration; and
- improved efficiency and constructive time spent on administrative tasks.

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## **Recommendation 28**

**Responsibility for coordination of PreK–12 professional personnel development activities should be placed with local school boards and receive support from the Office of the Governor.**

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Despite significant new initiatives and substantial new funding, the State does not have a visible and clearly identified structure in place to provide for effective coordination of professional personnel development programs. Not all professional development needs that most directly benefit student achievement can be accurately identified centrally. Local districts should be charged with the responsibility to identify appropriate professional development needs of its teachers, counselors, administrators, other professional employees, and classified staff, and provided the authority to ensure that such development opportunities are provided when they are needed and to the staff that can most benefit from them.

Currently, several state agencies have major responsibility for development of the professional education workforce. The Office of the Governor can serve as a centralized mechanism for gathering research and evaluation findings on which professional skills are most closely correlated with effective teaching and learning and communicating this information to all of California's education providers. This function would enable local districts and schools to assess these best practices against the strengths of their local workforces and to direct use of available professional development resources to increase capacity of district personnel to improve achievement of students enrolled in district schools. Such collaboration with the office of the Governor could also ensure that all teachers and faculty, as appropriate, attain skills in:

- Integrated instruction;
- Use of diagnostic assessments to modify instruction and identify learning support needs of students; and
- Early identification of developmental delays and learning disabilities in young learners and adult learners.

## Accountability For Learner Outcomes And Institutional Performance

In order to guarantee that students receive the high quality education that is promised to them, accountability must be infused throughout California's education system. A meaningful system of accountability builds on clear expectations by providing a clear definition of the roles and responsibilities of all participants, evaluating the outcomes of efforts, and ensuring that consequences are attached to those outcomes as a means to influence their improvement.

Effective accountability requires the linkage of authority and responsibility throughout a system of education. In this context, accountability is fostered by clearly defining the responsibilities of each participant in a system, ensuring that sufficient authority is afforded each participant to carry out

**“It is important to focus on the consequences of programs, old and new, to keep uncovering their shortcomings so that the message gets through, and to locate those programs that do have positive effects and can be extended and expanded.”**

*Carol Weiss, 1989*

educational initiatives without the comprehensive, reliable, flexibly arranged, easily accessible, and timely data needed to make informed judgments. California collects a considerable amount of data on students, schools, and colleges, but data collection is fragmented and the data better serve the need to meet various state and federal reporting requirements than to evaluate the quality and effectiveness of public and private education in increasing student achievement.

For many, the concept of accountability is limited to the acts of measuring, reporting, and responding to schools' and students' test scores. Once scores are reported, the schools or students are 'held accountable' through systems of rewards and sanctions, or perhaps simply publicity. Significantly, such accountability most often flows in a particular direction; students, and then their teachers and parents, are likely to be 'held accountable' by school boards, the State, or the public. There are few mechanisms for students, teachers, or families to hold accountable anyone else with responsibility in the education system. The current statewide Academic Performance Index (API), School Accountability Report Cards (SARC), and the Intensive Intervention/Underperforming

those responsibilities, and then ensuring that those responsibilities are carried out. Currently, efforts to improve accountability in public education are complicated by overlapping responsibilities among local, regional, and state entities and by a lack of alignment between the responsibilities assigned to various entities and the authority they have been provided to carry out those responsibilities. Every effort to solve the special problems that exist at different levels of our public education system in isolation one from the other is met with a stubborn reality – that the problems are not soluble until education is understood as a coherent process. How California structures and governs education is crucial to our commitment to infusing greater accountability in public education. This Plan clarifies what responsibilities should be assigned to what entities at the state, regional, and local levels.

On a daily basis, elected officials, agency heads, school district and campus academic leaders, professional educators and, most important of all, the citizens of California are being asked to pass judgment on a bewildering array of new

Schools Program (II/USP) are the State's first steps toward a useful accountability system that can support education in California. They should be continued and refined to enhance their effectiveness in promoting improvements in teaching and learning.

Even within this narrow conception of accountability as measurement and response, California must expand its view to a system of shared accountability in which improved learning results are tightly linked to improved conditions for learning. Systemic, shared accountability includes those things that the State and school districts are responsible for providing to ensure a high-quality education for all students as well as a regular review of data to *evaluate* school offerings and use of resources to promote student achievement.

Once the fundamental prerequisite for accountability - linkage of authority with responsibility - has been met, there is still the question of how effective discharge of that responsibility can be compelled. At both the state and local levels, of course, the voters have the ultimate power to act on their judgment of the performance of elected representatives and officers. This Plan describes a structure which ensures that the public will be provided complete information regarding that performance. Moreover, within government, the Legislature and Governor share the power that comes with budgetary authority: the ultimate sanction at their disposal is simply to reduce or eliminate funding for entities or officials that are not performing satisfactorily. However, reducing funding for a low-performing school district, for example, is not generally a constructive approach; doing so merely further impairs the district's ability to perform and is contrary to the priority placed on promoting student achievement in this Plan. More often, a curtailment of discretionary expenditure authority is a more effective basic approach – that is, rather than taking away a portion of a school district's (or other entity's) funding, the Legislature and Governor, or an authority acting pursuant to their instructions, can sequester an appropriate amount of that district's funding and direct how it must be expended to improve a specific aspect or aspects of the district's performance. Discretionary expenditure authority can then be restored when the district's performance has improved. Accountability's real task is completed, in other words, not when blame is assigned for failure or punishment is meted out, but when accountability mechanisms lead to changes that foster improved outcomes.

## **Governance – Aligning Responsibilities and Adult Education**

### **State-Level Pre K-12 and Adult Education**

The structure of California's state-level governance of K-12 public education is one that has no clear lines of accountability due to multiple entities having overlapping responsibilities. Key players in the state-level governance of the public schools include: (1) the Governor, who appoints all members of the State Board of Education, promulgates an annual budget that sets forth priorities for education, and nearly always is the final arbiter of differences of opinion about education policy due to his line-item veto authority; (2) the State Board of Education, which is by law the policy-setting body for public schools but which has very limited ability to ensure its policies are implemented; (3) the Superintendent of Public Instruction, an elected

constitutional officer who manages the California Department of Education (CDE) staff, and who has little formal policy-setting authority, but influences policy through its implementation; and (4) the Secretary for Education, originally created by former Governor Pete Wilson in 1991 by executive order as the Secretary for Child Development and Education, with a small complement of staff whose duties are largely duplicative of those in the CDE. Local education leaders cite the existence of these multiple entities, each of which significantly impacts education policy, and the lack of a clear delineation of roles among them, as impeding accountability for public education. Irrespective of the extent to which this is true, it is important to note that schools may receive state-level directives and advisories from each of these sources.

Any governance structure that is recommended to provide meaningful accountability at the state level must be sustainable. The scope of authority of several of the entities cited above has continually evolved over the past two decades. An effort to establish offices and delineate duties therefore must anticipate the abilities of various offices to redefine roles or insulate the system against such redefinition. In particular, the significant level of constitutional authority that rests with the Governor – as demonstrated by Governors’ creation and expansion of the Office of the Secretary for Education — has allowed the Governor to impact the other three and consolidate policy-making authority with offices under its control.

The interests and will of the electorate must also be considered in developing governance structures. Clearly, Californians support having an elected representative whose exclusive focus is education. With one exception, every significant state-level review of K-12 accountability has recommended that the office of Superintendent of Public Instruction be made appointive, but the State – either through action by its representative government or direct vote of the electorate – has been unwilling to act to implement that recommendation.

Accountability can be substantially increased, even in the context of multiple state-level entities with authority for education, by aligning the operations of the State Board of Education and certain aspects of the Department of Education with the Governor. We therefore recommend:

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## **Recommendation 29**

**Authority over the operations of California’s PreK-12 public education system at large, and ultimate responsibility for the delivery of education to California’s PreK-12 public education students in particular, should both reside within the Office of the Governor. The Office of the Governor should have authority to implement the following functions, as assigned to its various sub-entities by the Legislature:**

- **Apportion resources to schools to support teaching and learning, pursuant to statutory and budgetary direction;**
- **Manage the state financial accountability program and school district fiscal audit reviews;**
- **Establish education standards and other learning expectations for students and a process for periodic review and modification of those standards and expectations;**
- **Adopt K-8 textbooks (a function constitutionally assigned to the State Board of Education);**

- **Establish program and operating standards for early childhood education and require continuity between the academic guidelines, standards and curricula for preschool and kindergarten;**
  - **Administer school improvement programs; and**
  - **Promote an understanding of effective uses of data to improve student learning.**
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The committee's working group on Governance gave considerable attention to the linkage between the K-12 management function, currently residing in the Department of Education – which is under the direction of an independently elected Superintendent of Public Instruction – and the Office of the Governor. We view this linkage as essential, since the Department of Education is responsible for so many crucial education administrative functions. The absence of a clear administrative structure has led to confusion and mixed messages communicated to county offices of education and local school boards, particularly when administrative functions are not implemented satisfactorily. Assurance of equitable opportunities for learning and achievement of all students requires that lines of accountability lead clearly to the Governor. To further clarify structures, roles, and responsibilities, we also recommend:

**Recommendation 29.1 – The Governor should appoint a cabinet-level Chief Education Officer, to carry out, on behalf of the Governor, all state-level operations, management, and programmatic functions, and to serve as the Director of the Department of Education.**

**Recommendation 29.2 – The Governor should continue to appoint, with the consent of the State Senate, the State Board of Education. The Board's members should be drawn from and represent distinct geographical regions, and should reflect the ethnic and gender diversity of the state's populace. The functions of the State Board of Education should be limited to state policy matters specified by the Legislature.**

**Recommendation 29.3 – Once management of the California Department of Education has been transferred to the Governor's office, the separate executive director and staff of the State Board within the Department of Education should be eliminated.**

**Recommendation 29.4 – The Chief Education Officer should be directed to preside over a year-long review of all aspects of collective bargaining between local school districts and their employee unions, with particular attention to its impact on student learning, and then present a public report of findings and recommendations.**

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### **Recommendation 30**

**The Superintendent of Public Instruction should remain an elected position and be responsible for all aspects of accountability for public education other than fiscal**

**accountability. The Superintendent should exercise the following functions related to accountability in California’s K-12 education system:**

- **Provide for and manage a comprehensive accountability system of student and institutional measurement, to include measurement of the inputs, outputs, quality of information, and governance/policy instruments that aim to ensure adequate and equitable provision of education;**
- **Ensure compliance with special education and civil rights law by all relevant participants in the education system.**
- **Monitor the impact of state policy on the success of local K-12 programs in fostering student achievement;**
- **Monitor the implementation of state and federal programs to ensure that they meet the needs of all targeted students;**
- **Provide public identification of schools that have failed to meet student achievement targets;**
- **Define and implement the processes for intervention in schools that fail to meet student achievement targets pursuant to state and federal laws;**
- **Serve as an advisor to the Legislature and the Governor and as an advocate to promote the State’s Master Plan for Education and system accountability; and**
- **Act as the independent spokesperson of California’s populace, and of students in particular, in public discourse on educational issues.**

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A healthy and complementary relationship can exist between the Governor’s Office and a Superintendent with a newly defined set of focused responsibilities that will benefit all public school children. Hence, we recommend assignment of all functions related to non-fiscal accountability to the SPI position that will enable the SPI to provide an independent and informed voice on behalf of students and their families in the annual budget and legislative deliberations that affect public schools.

## **Local-Level PreK-12 and Adult Education**

Historically, Californians and their policy-makers have supported a significant degree of local control over the delivery of K-12 education. County superintendents and county boards of education were constitutionally created to provide support and oversight to communities on behalf of the State. School districts were statutorily created and given significant responsibility to determine the policies and programs that could best meet the state’s constitutional guarantee of elementary and secondary education in the context of local conditions. The scope of responsibility of these local governing entities has been significantly narrowed over time, in conjunction with the State’s assuming a greater share of the fiscal burden of providing K-12 education and in response to local districts’ uneven provision of educational opportunity, among other factors.

The ways in which local control is exercised have also been altered since the advent of collective bargaining between school boards and their unionized employees. While the governmental institution of K-12 public education has evolved in important ways since that time – for example,

in a consistent trend of court cases that found the State has a basic responsibility for the operation of public schools that it cannot entirely delegate to local school districts – the role and scope of collective bargaining have not been comprehensively reconsidered in light of that evolution.

Many advantages obtain from a significant degree of local control. Local agencies are in a position to clearly identify the distinct and diverse needs of their students and communities, and to modify the educational program to best meet those needs. Local decision making – including policy development and the determination of fiscal priorities – enhances the access of citizens to the policy functions of government, and through that access can enhance the involvement of and support in educational processes by the communities they serve. Further, the availability of differences in local programs offer families the opportunity to seek the education that they desire for their children. For these reasons, an appropriate measure of local control should be firmly reestablished.

Local control – in the context of a state guaranteed education – can best be maintained by a clear delineation of the roles and responsibilities of the various local entities. In addition, the State should foster a configuration of local entities that leads to the optimal support of students’ learning needs, maximizes educational effectiveness, and promotes efficiency. Toward these ends, we recommend:

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### **Recommendation 31**

**Local school district governing boards should be assigned the policy and administrative authority and a set of management responsibilities to enable them to effectively operate schools that are responsive both to state-level standards and policy priorities and to local community needs. These responsibilities should include, but not be limited to, the following:**

- **Establish a vision for the goals and objectives the district;**
- **Develop and adopt district policy on how best to implement local, state, and federal goals and requirements for the PreK-12 system as a whole, within the local context;**
- **Recruit/select highly qualified individuals for senior leadership positions;**
- **Ensure that the district superintendent is meeting the vision, goals and performance objectives of the district, and ensure that the superintendent holds district personnel accountable;**
- **Adopt a fiscally responsible budget based on the district’s vision and goals, and regularly monitor the fiscal health of the district;**
- **Allocate available resources within the district so as to balance baseline equity—appropriately staffed, safe, clean, and decent schools for all students—with targeted additional resources pursuant to special funding categories described in the Quality Education Model;**
- **Establish a framework for the district’s collective bargaining process, in the instances in which bargaining is used, and adopt responsible agreements that reflect the interests of the public;**
- **Adopt district curriculum and monitor student progress;**

- **Provide support, as necessary, to ensure the success of schools within the district;**
  - **Collaborate and seek sustained positive partnerships with other non-education elements of local government, local employers, postsecondary education institutions, and community organizations; and**
  - **With particular regard to middle and secondary grades, maintain constant institutional emphasis on locally tailored efforts to achieve and maintain high rates of pupil attendance.**
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Evidence and testimony reviewed reveal numerous local school districts that are operating efficiently and effectively in promoting the achievement of students. Unfortunately, testimony and data received indicate too many schools and school districts have not been as effective in promoting student achievement as California needs them to be. This unevenness in school/district performance is of great concern. Some of it can be addressed by assigning a set of responsibilities and authority to local school boards that are clear and aligned with the goals California has set for its public education system as a whole. The foregoing list highlights those responsibilities that have emerged as the most important to successful implementation of this Plan.

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## **Recommendation 32**

**The State should take steps to bring all school districts into unified PreK-12 structures.**

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District governance structures should support the objectives of focusing on meeting student needs and enhancing student achievement. Such focus is necessarily served when the governing board has responsibility for the comprehensive educational interests of the students in its charge, as opposed to each student's interest for a limited portion of his or her experience. By contrast, our public schools are governed by a variety of structural arrangements, many of which perpetuate isolated approaches to education delivery within a particular sector, rather than the more aligned and collaborative approach advocated in this Master Plan. At the state level, this student focus is supported by the development of academic standards, which should inherently provide a certain level of curricular alignment among districts. However, our vision of a coherent system of schools, colleges, and universities would be fostered by the adoption of unified school districts throughout the state. The unified district approach reinforces the goal of achieving course alignment and articulation across grade levels. The Education Trust has provided data indicating that other states pursuing reforms aimed at improving student achievement have been most successful when they have chosen a unified PreK-16 approach.

**Recommendation 32.1 The Legislature should develop fiscal and governance incentives to promote local communities organizing their local schools into unified districts, and should eliminate all fiscal and other disincentives to unification.**



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### **Recommendation 33**

**Local districts should, where appropriate, consolidate, disaggregate, or form networks to share operational aspects, to ensure that the educational needs of their students are effectively met and that their operational efficiency is maximized.**

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In many areas of the state, small schools and small district school boards work together well to effectively promote student achievement. At the same time, many small districts are unable to realize the cost-efficiencies that come with larger populations, to extend to all their students the opportunities envisioned by this report as constituting a high quality education, or may expend limited, valuable resources on business functions that might be more efficiently consolidated with those of other districts. Conversely, larger districts, which can maximize cost-efficiencies and opportunity, are often criticized for being dissociated from the communities they serve, as a simple result of their size. California students should benefit from district sizes that are designed to support optimal levels of student achievement. Types of district consolidation and networking may need to be different for purposes of educational program delivery and for business operations. The committee does not yet have sufficient data to recommend a particular array of options in this regard. We therefore recommend a process be undertaken to identify and implement these options, including appropriate incentives and disincentives, pursuant to the following recommendations:

**Recommendation 33.1 The Legislature should undertake a comprehensive study to determine the optimal size ranges for school districts with respect to both educational delivery and the conduct of business operations. The study should additionally identify a range of funding considerations that are based on size and structural options and that could be appropriately leveraged to attain optimal conditions.**

**Recommendation 33.2 Each county committee on school organization should review the findings of the study and should have a period of three years to develop and recommend local plans and conduct local elections that would implement the findings of the study for all school districts within its jurisdiction.**

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### **Recommendation 34**

**Local districts should be provided the opportunity to exercise a degree of firmly established local control, protected from encroachment by state laws, through an amendment to the state constitution permitting those districts to adopt limited ‘home rule’ authority by votes of their electorates in a manner similar to that long authorized in the constitution for cities and counties.**

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Although local control is strongly favored politically, the Legislature nevertheless can and does frequently create new laws controlling various topics that had previously been matters of local discretion. A constitutional ‘home rule’ provision for school districts could limit that problem, by giving local districts the ability to develop their own “ordinances” that would supersede state law in specified areas. To be successful, a ‘home rule’ provision would have to very carefully spell out a limited set of matters which districts could control and clearly exclude areas of State interest, such as standards and accountability, compliance with civil rights and special education laws, etc.

To avoid legal confusion that might result from different ‘home rule’ ordinances on the same subject matter in districts with overlapping boundaries, the ‘home rule’ authority would necessarily be limited to unified districts – but could then function as an incentive to unification.

The concept of ‘home rule’ inherently enhances the relationship of the local electorate to its governing board, since the operational provisions granting ‘home rule’ must be adopted, and can only be amended, by the vote of the district’s citizens. Governing boards can be still more responsive to local educational priorities, and can be held more accountable by local electorates, when they are able to generate revenues locally and can demonstrate a direct connection between a revenue source and specific services. Therefore, the scope of authority of ‘home rule’ districts should include the new local taxation authority proposed in this report (see Recommendation 47).

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### **Recommendation 35**

**The Legislature should initiate a state-level inquiry to examine the best ways to encourage consolidation of county offices into regional entities and/or consolidation of various operational aspects of county offices to organize their services to meet current and emerging district and regional needs, including fiscal oversight and management and administrative assistance. Based on the findings of this inquiry, the Master Plan should be amended to incorporate the recommended course of action.**

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California’s public school system is too large and complex to be effectively managed centrally at the state level. There are local needs that are best met and oversight functions that are best carried out at a level that is neither defined by the broad perspective of the State, nor the more parochial perspectives of local districts. However, some county offices of education are either too small or too large to discharge their responsibilities effectively and efficiently. Moreover, the enormous additional investment that will be required to implement the provisions of this Master Plan prompts a search for efficiencies and cost avoidance that will enable a larger proportion of education appropriations to be directed to the core functions of teaching and learning.

County offices of education provide a set of services that are valued by most local school districts. Many provide educational services that would otherwise not be available to students or schools due to small size and California’s funding mechanism, which does not generate

sufficient funding for small districts to directly provide these services. Larger districts have developed internal capacities that obviate the need for county offices to do much more than review annual budgets and hear appeals of various district decisions. The cost of maintaining a county office of education in every county in the state, with similar structures and operations, must be critically examined for cost effectiveness and the potential advantages of consolidation into a reduced number of regions or consolidation of operations. In addition, the specific responsibilities assigned to county/regional offices of education should reflect the extent to which they might be instrumental in the State's effort to ensure that all schools and districts meet minimum standards for a high quality education. County/regional offices are much better positioned to monitor compliance with certain state requirements than is a single state entity.

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### **Recommendation 36**

**County/Regional offices of education should be assigned a set of functions, resources, and authority both to serve local districts in their efforts to provide comprehensive curricula to students and professional development opportunities for professional staff, and to act as monitoring agents on behalf of the State to ensure that every public school meets minimal standards of educational quality. These functions and responsibilities should include the following:**

- **Directly provide educational services to students served by small districts that might not otherwise be able to provide a comprehensive array of curricular offerings or learning support and to students attending court and county community schools;**
- **Provide professional development, or facilitate the provision of professional development to education personnel in school districts requesting such services;**
- **Serve as the appellate body for parents who disagree with specified decisions of local school boards;**
- **Monitor fiscal decisions of local school boards and, when appropriate, intervene to forestall imminent bankruptcy if local budget decisions were to be implemented;**
- **Serve as the primary catalyst and facilitating agency to ensure that all schools have access to a technology infrastructure that enables electronic exchange of information and educational materials; and**
- **Monitor the facility decisions of local boards and, when appropriate, intervene to ensure that every school maintains facilities that comply with state quality assurance standards.**

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### **Preschool-Postsecondary Education**

For the past 42 years, California's postsecondary education enterprise has been guided by the *Master Plan for Higher Education*, which differentiated the missions to be pursued by each public college and university system, defined the pools from which they would select their freshman population, and established a mechanism for coordination, planning, and policy development. Upon review of the strengths and weaknesses of each of the governing boards, a particular concern emerged that there is incomplete information available on institutional and system performance and student achievement. All three public postsecondary education systems

should be *required* to participate in data collection specified by the State for evaluation of their performance. While the Joint Committee has some concerns about the responsiveness of the Board of Regents – especially with respect to its reluctance to provide some of the data necessary to enable the State to conduct effective long-range planning, as well as its resistance to engage in applied research that is responsive to State priorities – there is no compelling reason to alter the powers, responsibilities or structure of the Regents as specified in the State constitution. Similarly, the structure, powers, and responsibilities of the Trustees of the California State University are not in need of modification at this time. However, the Board of Governors for the California Community Colleges requires modification to elevate its powers, structure, and responsibilities commensurate with that assigned to the CSU Board of Trustees.

California also has an extensive array of regionally accredited not-for-profit independent colleges and universities that make a substantial contribution to meeting the postsecondary education needs of Californians. They should continue to be considered a vital part of California’s postsecondary education sector. In addition, California provides state approval to approximately 230 unaccredited, private, degree-granting institutions and nearly 2,500 private postsecondary vocational schools in the state. These institutions have been separately regulated and operate apart from California’s education system. Both sets of non-public institutions should be explicitly incorporated into California’s vision for a student focused education system and subject to similar expectations for quality and measures of student achievement.

Effective planning has been and will continue to be essential to accommodating the demand for postsecondary education in this state. It has enabled California to ‘leverage’ the resources of independent colleges and universities to complement the capacity of its public postsecondary education institutions in meeting the needs of Californians for education and training beyond high school.

Long-range planning is equally essential to its preschool to adult school sectors of education. The Legislature and Governor should be able to turn to a single source to acquire information to anticipate the needs of public education in their annual policy and budget deliberations. We offer recommendations below to achieve this end.

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### **Recommendation 37**

**The California Community College should be reconstituted as a public trust with its board of governors responsible for overall governance, setting system policy priorities, budget advocacy, and accountability for a multi-campus system.**

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The California Community College system has suffered from fragmentation for decades stemming from governance responsibilities’ having been assigned by statute to local boards of trustees, now 72 in number, and designation of the California Community Colleges Chancellor’s Office as a state agency, subject to oversight by a variety of other state agencies. In addition to personnel salaries and actions being subject to approval by the Department of General Services,

the State Personnel Board, and the Governor (in the case of senior staff appointments), policy priorities adopted by the Board of Governors cannot be enforced without triggering the state mandates clause of the California constitution – effectively neutralizing the Board of Governors’ ability to govern the system. The result is highly unequal performance and highly unequal opportunities to learn afforded to students enrolled in community colleges throughout the state.

The community college system, to be effective, needs a clear statement of functions and authority for the Board of Governors and the local boards of trustees. This assignment of respective functions should clarify that it is the responsibility of the Board of Governors to ensure the performance of such duties as system governance, establishing statewide policy, negotiating funding, managing, and setting accountability standards for all the colleges collectively. As with its CSU and UC counterparts, the Board of Governors should have the flexibility to delegate primary responsibility for academic matters to its faculty senate, recognizing the considerable expertise that resides within the faculty ranks, and the authority to establish and disband any number of advisory/consultation groups to assist it in making final decisions on policy priorities for the system. There is also concern about the number and size of local districts, both in terms of capacity to maintain quality teaching and learning opportunities for all students and the containment of costs for administrative oversight of the colleges. To address these concerns, we offer the following additional recommendations:

**Recommendation 37.1 – The membership of the California Community College Board of Governors should be modified to include as ex-officio members the Governor, the Superintendent of Public Instruction, the Lieutenant Governor, and the Speaker of the Assembly.**

**Recommendation 37.2 – The responsibilities of the California Community College Board of Governors should be defined as the following:**

- **Exercise general supervision over, and coordination of, the local community college districts;**
- **Provide leadership and direction through research and planning;**
- **Establish minimum conditions and standards for all districts to receive state support and to function within the system;**
- **Establish specific accountability measures and assure evaluation of district performance based on those measures;**
- **Approve courses of instruction and educational programs that meet local, regional, and state needs;**
- **Administer state operational and capital outlay support programs;**
- **Adopt a proposed system budget and allocation process;**
- **Ensure system-wide articulation with other segments of education; and**
- **Represent the districts before state and national legislative and executive agencies.**

**Recommendation 37.3 - The responsibilities of the California Community College local boards of trustees should be defined as the following:**

- **Establish, maintain, and oversee the colleges within each district;**

- **Assure each district meets the minimum conditions and standards established by the Board of Governors;**
- **Establish policies for local academic, operations, and facilities planning to assure accomplishment of the statutory mission within conditions and standards established by the Board of Governors;**
- **Adopt local district budgets;**
- **Oversee the procurement and management of property;**
- **Establish policies governing student conduct; and**
- **Establish policies to guide new course development, course revision/deletion, and curricular quality.**

**Recommendation 37.4 - The California Community College Board of Governors should have the same degree of flexibility and authority as that of CSU/UC, including the authority to appoint/approve senior staff of the Board of Governors.**

**Recommendation 37.5 - A state assessment should be conducted on the value of and need for restructuring of local districts, with attention to the size and number of colleges in a district, as well as the scope of authority that should be assigned to each district. Should this assessment find restructuring valuable and desirable, incentives should be provided to encourage restructuring.**

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## **Recommendation 38**

**The Legislature should establish a task force to develop a strategic plan for the delivery of adult education, including a list of indicators that should be used to assess the effectiveness of California's Adult Education system. The task force assembled for this purpose should submit its plan to the Legislature for adoption.**

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The task force should include representatives from the Department of Education, the California Community Colleges, local service providers in the areas of adult and noncredit education, Employment Development Department, at least one local workforce investment board, the Legislature, and the Governor's Office.

California's commitment to educating its populace is reflected in its provision of educational services to adults through both the K-12 and the community college systems. These services address adults' needs to become self-sufficient in a timely manner. Attainment of self-sufficiency usually entails developing basic educational skills, learning English, acquiring vocational training, and otherwise preparing to participate effectively and productively in society and the economy. The State has not established priorities for how and what services should be provided to help adults achieve self-sufficiency, however, and this multi-million dollar enterprise currently includes redundancy of service and competition for students. Adults often take courses from different providers, and it is in the State's interest to ensure that the delivery system for adult education meets students' immediate learning objectives and that students successfully

transition into employment, gain access to additional formal education, gain English language literacy, or meet other personal goals.

Increased efficiency would result if the provision of adult education services were delineated by curricular function or geographic location between school districts and community colleges. Adult education providers should target elementary and secondary basic skills courses to California adults seeking instruction that enables them to become self sufficient, as well as instruction that leads to meeting requirements for high school diplomas or their equivalent, and be assigned responsibility for instructing adults without high school diplomas in the knowledge and skills assessed in the California High School Exit Examination. All aspects of these functions would be most appropriately overseen by the K-12 sector.

Other categories of instruction provided by adult education programs and community colleges that overlap should be reviewed to determine if this same delineation, or any other, would be appropriate. Therefore, for all instructional categories, the task force should assess whether K-12 operated adult schools should be limited to providing services to students who do not have a high school diploma or its equivalent and the community colleges limited to providing services to those who either have a high school diploma or who are at least 18 and whose academic goals include a certificate, an associate's degree, or transfer preparation. Both providers should also be obligated to structure their educational offerings to be consistent with contemporary academic standards.

Remedial or developmental instruction aimed at preparing adults for enrollment in credit-bearing collegiate coursework is part of the mission assigned to community colleges and, to a lesser extent, a function performed by the CSU and UC systems. Such instruction should not be described as leading toward a high school diploma or its equivalent and should not be viewed as part of the adult education delivery system.

English as a Second Language, Elementary and Secondary Basic Skills, and Vocational Education courses should be considered state priorities for adult education. These categories constitute the greatest needs for the majority of adult education participants. Other categories of instruction provide valued services to local communities and may be provided as resources permit. Vocational Education programs included in adult education should be aligned programmatically with other workforce preparation programs in the community, including those linked with one-stop career centers and regional occupation programs and centers because of the services both sectors provide to the adult learner.

In some areas of the state, community colleges have been the primary, if not exclusive, providers of adult education. By definition, remedial education provided by postsecondary education institutions is precollegiate instruction and hence overlaps the function suggested as proper for adult education. This fact does not have to result in confusion or undesirable competition, provided the area of overlap is both constrained and well defined. To ensure that such confusion is avoided, we further recommend:

**Recommendation 38.1 – Local school districts and local community college districts should be required to develop agreements that result in faculty from both sectors being accepted as qualified to teach courses in areas of overlapping responsibility (such as secondary level courses leading to a high school diploma, as well as secondary level courses taught as remedial courses leading to collegiate level coursework)**

**Recommendation 38.2 – State priorities for adult and noncredit education should include English as a Second Language, Elementary and Secondary Basic Skills, and Vocational Education.**

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### **Recommendation 39**

**The Legislature should reconstitute the California Postsecondary Education Commission (CPEC) as the California Education Commission (CEC), with responsibility for planning, coordination, and analysis that encompasses preschool through postsecondary education. The CEC should have its primary functions defined to focus on:**

- **Long-range planning for meeting the educational needs of Californians, preschool through postsecondary education**
- **Providing policy and fiscal advice, based on data analysis, that represents the public interest in California’s education system, preschool through postsecondary education;**
- **Reviewing academic programs for public, and approving academic programs for state-approved private, postsecondary degree-granting institutions<sup>34</sup>;**
- **Evaluating the extent to which public education institutions are operating consistent with state policy priorities and discharging the responsibilities assigned to them in statute; and**
- **Reviewing and approving new public campuses for postsecondary education.**

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Statewide planning and coordination of California’s multiple sectors of education – the functions which CPEC was created to perform for postsecondary education, following the 1973-74 review of the *Master Plan for Higher Education* are of vital importance. The lack of overall coordination among the State’s multiple education agencies is the largest systemic governance problem in California. Coordination is necessary not only among the postsecondary sectors, but between K-12 and postsecondary education, as well as between preschool and K-12. Maintaining a separate commission on postsecondary education and creating a distinct one for K-12 schools and preschool would be inconsistent with our vision of a coherent system of education and the need to be attentive to cost effectiveness. A single entity should be established with responsibility for all levels of education. Additionally, the CEC must have ready access to

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<sup>34</sup> Independent institutions refer to not-for-profit colleges and universities accredited by the Western Association of Schools and Colleges (WASC). Private institutions refer to for-profit postsecondary and vocational education institutions, which are usually not WASC accredited.



all data and other information necessary to effectively and efficiently implement its responsibilities. Accordingly, we further recommend:

**Recommendation 39.1 – The membership of the California Education Commission should consist of nine lay representatives appointed by the Governor, with the concurrence of the State Senate. In addition, the Governor, the Superintendent of Public Instruction, the Lieutenant Governor, the Speaker of the Assembly, and the Executive Director of the Commission should be made ex-officio members.**

**Recommendation 39.2 – The California Education Commission should be vested with sufficient authority to obtain from all education and relevant state entities the data necessary to perform short- and long-range planning to inform education policy and fiscal decision-making by the Legislature and the Governor.**

There is a concern that a central planning and advising agency for all of education would result in the postsecondary education sector's receiving insufficient attention. While the committee does not share this viewpoint, it recognizes the concern. Accordingly, we further recommend:

**Recommendation 39.3 – The State should be expected to provide a divisional structure for the California Education Commission to address issues that fall within the scope of its functions that are unique to a specific sector of education, with one division focused on preschool to K-12 activities and another focused on postsecondary education activities.**

**RECOMMENDATION 39.4 – The California Education Commission should establish standing advisory committees – one for PreK-12 and one for postsecondary education – whose composition shall reflect representatives from major stakeholder groups within each of the two education sectors.**

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## **Recommendation 40**

**The Legislature should designate an objective, independent entity as the statewide education data repository. It should also identify effective mechanisms to compel all relevant agencies with responsibility for gathering and maintaining comprehensive data on one or more aspects of California's education system, preschool through university, to submit specified data to the State's designated entity for education data.**

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The development of rational public policy for education requires the availability of data on which to base judgments of program effectiveness, policy and fiscal needs, demographic data, and other critical information. These data should incorporate, but not be limited to, students, personnel, facilities, and instructional materials information. California's many education and state agencies currently gather and maintain significant amounts of data related to education, but their data collection efforts are fragmented – often data on similar elements are gathered pursuant

to differing data standards, such that the information cannot be integrated in a manner that can serve public policy interests. These multiple data sources can be better combined to enable a more complete understanding of the current and anticipated conditions of our education system only if they are gathered pursuant to common standards and maintained comprehensively within a single entity. The objectivity of this entity should be maintained by assigning it only the gathering and maintenance functions necessary to serve as a repository, and assigning it *no* functions related to the use or analysis of data other than the basic reporting of data and statistics. There is a need for an independent entity to be assigned responsibility for data collection and maintenance and the need for a more comprehensive statewide database, but there remains some doubt about the ability of any entity currently participating in the collection and analysis of education data to assume this responsibility, due to perceived conflicts of interest in each of those entities. Such perceived conflicts can be substantially reduced by limiting the functions of the custodian of the recommended comprehensive database to those not directly affected by collection or use of such data. Consistent with the objective of fostering both effectiveness and efficiency, the Legislature should identify existing agencies that might have sufficient capacity to carry out this function.

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#### **Recommendation 41**

**All oversight of state-approved private colleges and universities offering academic degrees at the associate of arts level or higher should be transferred from the Department of Consumer Affairs to the California Education Commission, to ensure the quality and integrity of degrees awarded under the auspices of the State of California.**

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California has an enviable reputation for the quality of its regionally accredited public and independent colleges and universities. That reputation for quality does not extend to the private, non-accredited sector, a fact that led to enactment of the Private Postsecondary and Vocational Education Act in 1989. One of the explicit goals of that legislation was to rid California of the unwanted title of “Diploma Mill Capital” of the country. Substantial progress was made in establishing the credibility of this sector under the Council for Private Postsecondary and Vocational Education, established by the Act as the oversight agency. Reauthorization of this legislation in 1998 transferred this responsibility to a newly created Bureau of Private Postsecondary and Vocational Education, in the Department of Consumer Affairs. There is concern that this change has once again called into question the integrity of degrees offered by this set of institutions and, equally important, further frustrates the ambitions of students who seek to move between these institutions and regionally accredited public and independent institutions. Moreover, the Governor has proposed that vocational and workforce preparation programs should be consolidated to achieve greater coordination and common standards for assessing performance. There is merit to further consideration of this proposal and therefore suggest no change at this time for unaccredited postsecondary vocational schools. Accordingly, we offer the following additional recommendations:

**Recommendation 41.1 – Degrees offered by state-approved private colleges and universities should be subject to the same program approval process used to review and approve new programs proposed by public colleges and universities.**

**Recommendation 41.2 – The California Education Commission should develop standards to promote articulation, when appropriate, and to foster collaborative shared use of facilities and instructional equipment between state-approved private colleges and universities awarding academic degrees and regionally accredited public and independent colleges and universities.**

**Recommendation 41.3 – State-approved private colleges and universities should be prohibited from representing themselves as awarding academic degrees within the State of California unless their degree programs have been approved by the California Education Commission.**

**Recommendation 41.4 – The California Education Commission should be designated as the state approval agency for veterans' institutions and veterans' courses, and should have the same powers as are currently conferred on the Director of Education by Section 12090 et seq. of the Education Code, to enter into agreements and cooperate with the United States Department of Veterans Affairs, or any other federal agency, regarding approval of courses, and to approve and supervise institutions that offer courses to veterans.**

### **Shared Accountability**

An accountability system for California must be guided by valid, comprehensive, understandable, and regularly reported data on a set of indicators that permit useful, informed decisions and judgments about student learning and the conditions under which the students learn. Ultimately, adequate and well-advised support for public schools depends upon the public's will to shape California's educational and other policy priorities and to making wise investments on behalf of high-quality and equitable schooling. A system of multiple indicators for accountability and improvement is crucial to marshalling public will and to wise investments in the schooling that most benefits students and the state. To develop such a system of accountability for California, the State must be guided by the following principles:

- Testing may be a necessary part of an accountability system; however, testing does not equal accountability;
- Accountability systems increase the probability of, but do not guarantee, high-quality practice leading to positive outcomes;
- Effective accountability systems call attention to needs and direct resources for addressing those needs, rather than simply initiating punitive measures;
- Indicators, like test scores, are information for an accountability system; they are not the system itself;
- Tests can enhance or undermine learning and accountability, depending on what they measure, how they are used, and how they are administered; and

- Accountability occurs only when policy makers and education providers act on information in ways that create better opportunities and outcomes for individuals and groups of students.

Educational indicators must include both input and outcome measures. The reasons for the inclusion of input measures is that some aspects of schools – for example, the provision of minimally adequate and safe facilities, and access to a curriculum of sufficient breadth – should be considered basic requirements of all districts and basic rights of all students, whether or not they influence outcome measures. Outcome measures may be insufficient to reflect compliance with these basic requirements and rights, and therefore input standards are needed as well.

Two types of input standards are proposed. The first, called *guidelines*, would be used as a model against which a district could compare its own expenditure choices. The elements in these guidelines would be based on the proposed Quality Education Model<sup>35</sup> that would generate target funding levels in California. The second set of input standards would establish *minimum requirements* for all districts and schools, which they could not fall below under any conditions and for which the State would have an obligation to ensure the provision of adequate resources. The combination of *guidelines* and *minimum requirements* would therefore provide districts with flexibility in devising their priorities for spending, while also protecting students by establishing certain absolute minimum requirements.

To build this shared accountability system, the following actions should be taken:

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#### **Recommendation 42**

**The State should establish a system of regularly reported indicators for PreK-12 accountability and improvement and develop a system of appropriate rewards and interventions, based on those indicators, that will promote continuous improvement of student achievement.**

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The Legislature should develop and the Superintendent of Public Instruction should report yearly on a comprehensive set of educational indicators, constructed from the data provided by an integrated, longitudinal, learner-focused data system and from other school-level data about educational resources, conditions, and learning opportunities. Such indicators must be easy to understand and trusted as valid and reliable. They must enable policymakers, professionals, families, and the public to monitor the status and quality of the educational system and provide information to guide the improvement of policy and practice.

To be useful, the state accountability system should monitor all levels (student, education personnel, school, district, local and state governing boards, state education agencies, Legislature, and Governor) of the educational system, and include appropriate indicators that

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<sup>35</sup> See recommendations in the Affordability section of this Master Plan for a description of the Quality Education model.

measure the effectiveness of each level (PreK-postsecondary education) in exercising its responsibilities. Consequently, the State's indicators should enable the public to hold policymakers and governing bodies accountable for providing the commitment, policy mechanisms, resources, and conditions necessary to a high quality system of education, as well as to hold schools, educators, and students accountable for the outcomes that result.

While this Master Plan focuses on holding all participants in the education system accountable for student outcomes, comprehensive understanding of student achievement levels is informed by identification of the availability of learning resources and opportunities. Additional information on such resources should be made available to the public, but should not be used to evaluate the performance of the entities that receive those resources.

The indicators should provide comprehensive information about all schools, not just about those that are low-performing. Although there are many exemplary schools, the State needs information about these schools just as it needs information about schools in which students are underserved. Finally, the indicators should be structured to permit analysis of opportunities and outcomes by racial, ethnic, linguistic, and gender populations, and among students assigned to various programs within schools. Given the intended purposes of these indicators, we further recommend the following:

**Recommendation 42.1 – The K-12 Academic Performance Index (API) should be expanded in statute so that it includes grade promotion and other indicators of academic outcomes, in addition to multiple measures of student achievement.**

**Recommendation 42.2 – The Superintendent of Public Instruction should identify appropriate indicators of schools' status regarding the availability and use of high-quality learning resources, conditions, and opportunities, based on standards that specify what government agencies – the State and school districts – must provide all schools. This information should be made publicly available through revision of the School Accountability Report Card.**

**Recommendation 42.3 – The statewide education data repository should collect appropriate and relevant data to allow the Superintendent of Public Instruction to assess the effectiveness of California's programs for young children, and integrate these data collection and analysis efforts with the K-12 API effort.**

**Recommendation 42.4 – The State should create benchmarks and criteria, based on prototype schools, that will serve as desirable models of high quality schools. They would also serve as the basis for determining adequacy of funding and provide potential expenditure streams to guide local education decision makers. The State should also collect and disseminate information about actual schools with effective programs and practices that promote student achievement.**

**Recommendation 42.5 – The State should develop a long-term strategic plan for the meaningful use of accountability data and indicators that are linked to state educational goals by state and local policymakers, educators, and all Californians to determine the**

impact of programs and interventions designed to improve learning conditions and outcomes. The plan should also contain strategies for remedying identified inadequacies.

**Recommendation 42.6 – The State should develop a series of progressive interventions in K-12 education that support low performing schools’ efforts to build their organizational capacity, develop high quality programs, and support student learning, particularly in schools of the greatest need. The State should also develop a series of progressive rewards that recognize schools for significant improvement and high achievement. The criteria for implementing interventions and rewards should be clearly defined and linked to the evaluation of annual performance data.**

**Recommendation 42.7 – The State should develop a series of definitive actions to apply as consequences to any entity within the public education system that fails to meet its responsibilities. These actions should range from loss of flexibility in defined expenditure decisions to the loss of control of its responsibilities.**

**Recommendation 42.8 – The accountability system should enable policymakers and the public to detect performance barriers beyond the level of the school, and distinguish carefully among actors or agencies primarily causing them. At a minimum, the Superintendent of Public Instruction should measure, report, and use all performance indicators at the state and district levels, as well as at the school level, and develop mechanisms to hold state agencies and districts directly accountable for their schools’ performance, consistent with the discussion of accountability on page 57 of this report.**

**Recommendation 42.9 – The State should establish a consistent and straightforward way for local schools to describe their expenditure and programmatic decisions, to compare them with the State’s prototype expenditure guidelines, minimum standards, and outcome goals, and to clarify the trade-offs implicit in budget decisions.**

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### **Recommendation 43**

**The California Department of Education should expand adult education course standards to include student performance measures such as those developed by the National Skill Standards Board, the Secretary’s Commission on Achieving Necessary Skills (SCANS), and Equipped for the Future.**

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Currently there are state-approved model standards for five of the ten existing categories of noncredit and adult education. The established standards support programs in English as a Second Language, Adult Elementary and Secondary Skills, Parent Education, Older Adult, and Adults with Disabilities programs. With the exception of those for the Adults with Disabilities category, the standards are currently being reviewed and updated by providers of adult education

services. If the program categories are revised to include an emphasis on workforce learning, these standards should be expanded to include student performance measures such as those developed by the National Skills Standards Board, SCANS, and Equipped for the Future. To promote meeting these multiple standards for adult education, we further recommend:

**Recommendation 43.1 - The State should support and expand existing accountability mechanisms for adult education providers that emphasize student performance and reward institutions for improving student achievement. The State should also encourage incorporation of the foregoing standards for workplace skills and adoption of state standards for student achievement.**

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#### **Recommendation 44**

**The State should bring postsecondary education into an integrated accountability system by developing a set of accountability indicators that are consistent with state policy objectives and institutional missions and that would monitor quality and equity in access and achievement of all students in common academic content areas. All public, independent, and private institutions should be required to participate in the reporting of these accountability indicators as a condition of receiving state moneys either through direct appropriation or student financial aid.**

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The principle of accountability should apply at both the PreK-12 and postsecondary levels, although the particulars of accountability must differ for the two levels. While elementary and secondary standards work toward a set of knowledge and skills common to all students, postsecondary certificate and degree programs are based on student specialization in particular disciplines, so that multiple measures must be developed to address the various specializations. All postsecondary education institutions require their undergraduates to complete a common set of general education courses, which could serve as a foundation for accountability in common content areas. Postsecondary institutions should determine additional measures of accountability for undergraduate major and graduate subject matter areas, for which their respective faculty establish competencies. The Monterey Bay campus of the CSU has already proceeded to develop “major learning requirements” for each of its majors; those requirements warrant examination to identify the challenges that must be overcome to successfully make progress in this area.

Efforts to bring the postsecondary segments into an integrated accountability system should incorporate, yet move beyond the input measures traditionally used for accreditation and other purposes, measuring more fully the student and institutional *outcomes* that reflect State and institutional priorities. Included in these outcome measures should be labor market participation of graduates, such as those currently used by many business schools. They should provide information that assists consumers in making informed decisions on accessing postsecondary education, assists policy-makers in determining state policy and fiscal investment decisions, and assists institutions in their efforts to achieve continuous improvement. An expanded accountability system should build on the initial, but insufficient, accountability mechanisms that California already has put in place under the aegis of the Community Colleges Partnership for

Excellence and the UC and CSU partnership models. These models document enrollment, successful course completion, advancement to the next academic level within basic skill disciplines, workforce preparation, degree and certificate attainment, and the achievement of university transfer. These partnerships should be expanded to incorporate the Legislature as a full member of the partnership between the Governor and each postsecondary education sector. In this regard, we further recommend:

**Recommendation 44.1 – The State’s accountability framework for postsecondary education should be improved by modification and expansion of the ‘partnership’ budget approach, currently applied to UC and CSU, to include all postsecondary education, clarify the link between performance and funding, and adopt realistic alternatives for times of revenue downturns.**

**Recommendation 44.2 – The State should specify the set of indicators of student and institutional performance on which every public college and university must provide data annually, along with an implementation timeline.**



## Affordability Of A High Quality Education System

Funding for the basic K-12 educational program in California currently is distributed to districts in amounts that are similar for each student in the state, with additional, specifically targeted funding provided through separate programs to meet exceptional student needs. Districts receive an amount for each student that reflects an average of the costs of education across many students, but that average amount is derived from historical levels of education spending established at a particular point in time, rather than from any calculation of the actual costs of education, then or now.

This Master Plan envisions a fundamental change from a traditional focus of California's K-12 financing system on equality of funding – assuring that nearly all schools receive similar dollar amounts per student – to one of adequacy, in which the essential components (personnel, materials, equipment, and facilities) necessary for an exemplary education are identified and provided. With this foundation of adequate resources for a high quality education, schools and students would be truly accountable for meeting established standards of achievement.

Funding for postsecondary education, like that for K-12 education, is distributed in amounts that are similar for each full-time-equivalent (FTE) student enrolled in each public system, although the amounts vary significantly by system. State appropriations for public colleges and universities, for the most part, do not recognize the cost differences of different disciplinary programs, the costs of responding to varied student learning support needs, or the cost differences associated with format (lecture, lab, seminar, etc.) and level (lower division, upper division, or graduate) of instructional delivery.<sup>36</sup> Because enrollment in postsecondary education

**“It’s an outrage how many education dollars don’t reach the classroom...the mind-boggling education bureaucracy that soaks up massive amounts of education dollars (prevents) the opening up of more sections.”**

-- Alan Remington, 1996

is not a fundamental right like K-12 enrollment, and because nearly all postsecondary students are 18 years old or older, the State does not strive to meet the full costs of operations for public colleges and universities through direct General Fund appropriations.

A portion of the costs of operation for colleges and universities is met from federal and private grant funds and another portion is met from fees charged to students. The State has a significant influence on the fees that are charged to students enrolling in public colleges and universities and, therefore, on the perceived accessibility and affordability of postsecondary enrollment for California's least advantaged learners.

This Master Plan continues to support the goals embodied in the 1960 *Master Plan for Higher Education*, which promoted broad access, affordability, and choice for Californians. When this

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<sup>36</sup> State appropriations have averaged the cost differences of high-cost programs like nursing into the per FTE appropriations for each system. It also builds in cost differences associated with the different missions assigned to the CCC, CSU, and UC.

historical perspective is coupled with an emphasis on promoting student achievement at all education levels, we believe that this Master Plan should seek to establish a postsecondary education financing system that supports the goals of (1) Access (2) Affordability; (3) Quality; (4)Choice ; (5) Efficiency; (6) Cooperation; (7) Accountability; and (8) Shared Responsibility.<sup>37</sup>

Funding for the programs and services needed to foster school readiness in every child comes from a myriad of state and federal sources and is not easily reduced to an allocation formula per child. In many cases little or no public resources are expended on developing the readiness of young children; in other cases, considerable funds are expended. This Master Plan envisions consolidating multiple funding streams to improve the adequacy of funding to ensure that all parents and families who desire it have access to the services that will enable them to help their children become ready to learn upon enrollment in school.

## **PreK-12 Education**

California's current K-12 finance structure is complex and highly restrictive in its determination of both revenue generation and expenditures. The State appropriates a substantial portion of district revenues for specific purposes and in doing so encumbers districts with multiple requirements on how those funds may be used. The result of this longstanding pattern is a byzantine structure of education finance, including many dozens of specifically targeted budget appropriations, that impedes educators' flexibility to meet the comprehensive needs of individual students (to whom those funds are targeted). Moreover, the complexity of this structure precludes community members at large from understanding how their schools are funded, thereby eroding their capacity to support their schools and divorcing them from school decision-making. We therefore believe that simplification of the PreK-12 finance system must be an objective of this Master Plan. To achieve simplification, it is essential that the PreK-12 finance structure be understandable by parents, educators, policymakers, and the general public; and it must be aligned with the instructional, governance, and accountability structures of the public school system.

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### **Recommendation 45**

**The Legislature should direct a 13-member Quality Education Commission, consisting of business, parent, and education community leaders from throughout the state, to develop a California Quality Education Model (CQEM), to be consistent with the parameters set forth in this Plan, and use that model to determine an adequate level of funding necessary to support a high quality education for every student enrolled in public schools, PreK-12.**

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Replacing the existing school finance model, the CQEM would provide the Legislature with the critical education components (see the Access portion of this Plan for a listing of the core quality components), related resources, and corresponding level of funding needed to provide the opportunity for every student to obtain a quality education based upon rigorous state standards.

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<sup>37</sup> See recommendations contained in the final report of the Joint Committee's Working Group on Postsecondary Education Finance for further rationale for these financing goals.

This information will allow the Legislature to make more informed annual budgetary decisions about the level of resources available for education, and how those resources can be allocated to foster a world-class education system. It will also provide the beginnings of a meaningful context for shared accountability within a framework of flexible local control over the use of educational resources.

The Commission's work and the Quality Education Model should reflect the policy goals and structure of this Master Plan. This model should include creating a guaranteed preschool allocation for all three- and four-year olds (and additional funding for 'wraparound' care and flexible support services for three- and four-year olds of low-income families) to provide school readiness services to them and their families through local School Readiness Centers. The Commission should be authorized to convene and consult expert panels for advice relating to research-based best practices that are most closely associated with high student achievement. The Commission should assure that the substance of the model fairly captures the diversity of California. To ensure timely implementation of this action and its future appropriateness for California, we also recommend the following actions:

**Recommendation 45.1 – Within 12 months of its formation, the commission should submit its final report, encompassing the prototype model and the commission's findings and recommendations, to the Legislature and Governor. The Legislature should adopt the model as the basis for determining PreK-12 education funding for California.**

**Recommendation 45.2 – The Quality Education Commission should continuously monitor, evaluate, and refine the Quality Education Model, as appropriate, to ensure that its implementation provides adequate funding for high quality education for all students at all schools.**

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## **Recommendation 46**

**The Legislature should limit adjustments to the adequate base of funding to three types of categorical funding to reflect differences from the prototypes used in the Quality Education model.**

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Categorical programs provide resources to accommodate differences in student needs, to meet selected state policy goals, and to spur reforms in the delivery of educational services. The committee supports *appropriate* categorical programs and the purposes they serve, with the caveat that they should not be used to circumvent the intent of adopting a quality education model for financing public school operations. California is a very diverse state, and that diversity signals differences that must be addressed by targeting funds to selected districts and students. Further, the courts have affirmed the appropriateness of promulgating differences in funding based on students' needs. To forestall further proliferation of categorical funding, base funding adjustments should be limited to those which accommodate district characteristics that

are not under the districts' control, a limited set of student characteristics, and short-term initiatives. Therefore, we further recommend:

**Recommendation 46.1 – The State should develop a K-12 school finance system that recognizes a limited set of differential costs, primarily geographic in nature, that are not under the control or influence of school districts, by establishing a *District Characteristic* adjustment.<sup>38</sup> The additional revenue provided to school districts in recognition of these uncontrollable cost factors would result in similar overall levels of 'real' resources.**

**Recommendation 46.2 – The State should include in the K-12 school financing system block grants for allocation to school districts on the basis of *Student Characteristics* that mark a need for additional educational resources. Further, we strongly suggest that the adjustments in this category be limited to additional funding for special education, services for English language learners who have been enrolled in California schools for less than five years, and resources provided in recognition of the correlation of family income level with student achievement. (New programs in these areas should be tested and implemented through an initiative process, described in the following recommendation).**

**Recommendation 46.3 – The State should establish a category of grants that would be clearly identified as *Initiatives*. These initiatives should be limited in duration, and serve one of two purposes:**

- **Pilot and evaluate proposed new programs before they are implemented statewide. Once such a program were implemented statewide, the funding for it would be consolidated into the base funding for schools, or one of the two major categories of adjustments – student characteristic and district characteristic.**
- **Meet immediate, but temporary, needs for additional funding targeted to specific districts to mitigate the effects of transitory, but possibly unforeseen, shocks to the instructional program. For example, funding provided for programs specifically targeted to reduce the number of emergency permit teachers would be a high priority, but presumably time-limited, effort.**

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## **Recommendation 47**

**The State should provide local school districts with options for generating revenue locally to supplement their adequate funding base (as outlined in recommendations 45 and 46), and should provide local community college districts the same options for generating revenue locally.**

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<sup>38</sup> District characteristic adjustments are intended to address such needs as transportation and weather challenges resulting from the geographic locations of school districts, rather than differences in the cost of living in different areas of the state.

Historically, local communities provided the majority of school funding through locally generated revenue streams. Subsequent to the passage of Proposition 13, in 1978, the State has assumed the role of providing the majority of school funding. Today, nearly 30 percent of public school funding still comes from local sources, and we believe that local communities should still share in this level of revenue generation to support an adequate base of education funding.

School and community college district governing boards could be more responsive to local educational needs, and could be held more accountable by local electorates for programmatic decisions, if they were able to generate revenues locally to supplement their adequate funding base. Districts currently have very limited ability to raise revenues locally. The bulk of 'local' revenue in the current financing system comes from the property tax, and property tax revenues allocated to local school districts are a dollar-for-dollar offset to state aid. Finally, property tax rates are set by constitutional and statutory provisions not subject to local control. Currently, school districts can receive locally raised revenue from a few previously authorized special taxes. School districts can, with approval of the electorate, impose a parcel tax; and they can participate in a local sales tax through a local public finance authority. Schools also raise funds locally through foundations and other parent-centered fundraising. While these sources of revenue may be significant for some school districts and schools, they are limited in their application across the state.

It is critical to recognize that a meaningful local revenue option must link local revenues to those purposes that are best developed and resourced locally. In particular, we would caution that local revenues raised from an optional tax must not become a means of supplanting an adequate basic educational funding that is a statewide responsibility. Rather, revenues raised from a local option tax must be available wholly at local discretion to augment all other funds received for the educational program. With this caveat, we recommend the following additional options be provided to local school districts:

**Recommendation 47.1 – The State should authorize school districts in counties where a majority of school districts wish to join together to propose to the electorate a sales and use tax (SUT) increase, within the local option SUT levy limitation, to take effect with the approval of the voters in a countywide election. Revenue would be divided among the schools on a population (per-pupil) basis, or as delineated in the tax measure. The State should provide for an equalization mechanism to enable a state-guaranteed tax yield that would ensure each county voting to do so could raise the statewide average per-pupil amount that would be realized through the imposition of a given tax rate.<sup>39</sup>**

**Recommendation 47.2 – The Legislature should approve a ballot initiative to amend the constitutional provisions governing the property tax, to authorize school districts that have voted for and been granted home rule authority and community college districts to propose for approval by the electorate, a property tax override for the exclusive use of the public schools or community colleges. The State should**

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<sup>39</sup> Because of the *Serrano-Priest* provisions, it is important that the State take steps to ensure that districts successfully pursuing local revenue options do not generate fiscal conditions between districts that are grossly unequal and result in inequitable opportunities to learn throughout the state.

assure a minimum, state-guaranteed yield per pupil through a statewide equalization mechanism to provide state financial assistance to communities where a self-imposed tax rate does not yield the minimum state-determined per-pupil amount for that rate.<sup>40</sup>

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#### **Recommendation 48**

**The Legislature should direct an analysis of the feasibility of replacing the current funding model for school facilities with annual state per-pupil allocations that are restricted to assisting school districts in meeting their capital and major maintenance needs according to a long-term Facilities Master Plan adopted by each school district. State and local funding for capital outlay and major maintenance should be protected to prevent the redirection of capital resources when other cost pressures arise and to protect the public’s investment in major capital projects.**

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School facilities are an integral part of the package of resources necessary to provide a high quality education for students. The first step in ensuring their adequacy is to determine an adequate level of resources necessary to provide each student with an educational facility that supports a high quality education. While specific criteria must be developed to determine and ensure adequacy for school facilities, there is no doubt that the current model of funding for public school facilities in California is unresponsive to planning and funding needs of school districts, and, therefore, results in the inefficient use of resources for facilities. In particular, reliance on state general obligation bonds and the current method of allocating bond proceeds creates a system that has not been conducive to long-term planning for school facility needs at the local level, and that fails to ‘leverage’ or encourage the development of local sources of funding for school capital outlay needs. County offices of education, which provide essential services to special education and community school students, do not usually have access to local funding sources available to local school districts. Consequently, county offices of education may continue to receive allocations of state funding in amounts necessary to fully meet the needs of specific facility projects to support these programs.

Should this analysis suggest that changing California’s approach to funding school facility needs to a per-pupil annual allocation is feasible, we are concerned that the transition not perpetuate existing inequities among schools. Students and teachers throughout the state should learn and work in facilities that will promote and support a high quality education. We would therefore recommend that any transition incorporate the following actions:

**Recommendation 48.1 – The State should require that first priority for capital funding allocations be given to meeting projected needs, taking into consideration historical patterns of student migration/mobility. After all school districts have achieved state standards of adequacy<sup>41</sup> for their facilities and the State transitions into its base per-**

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<sup>40</sup> IBID

<sup>41</sup> The standards of adequacy referred to here are consistent with recommendation 20 in the Access section of this Master Plan.

**pupil allocation, the issue of equity should move from one of ‘leveling up’ to one of accommodating special circumstances.**

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#### **Recommendation 49**

**The State should create a statewide school facilities inventory system to assist state and local decision makers in determining short- and long-term school facilities needs.**

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It is not possible to do a credible job of estimating and developing plans to meet the costs of providing adequate educational facilities for all public education institutions, without an accurate understanding of the age and condition of existing facilities. The State Allocation Board is the appropriate body to develop and maintain such an inventory on behalf of the State and to coordinate allocation of facility funds to public schools, colleges, and universities. Based on testimony and recommendations received by the committee, we believe that a tiered approach to developing and maintaining needed facilities data is appropriate. Local districts and postsecondary education campuses have a responsibility to manage and maintain public education facilities in satisfactory condition, and should routinely gather, maintain, and update data that enables proper exercise of this responsibility. Regional education entities and systemwide offices of public postsecondary education sectors have a responsibility to monitor district and campus compliance with state facility standards and should inspect facilities and request data from local districts and campuses that would enable them to certify the condition of education facilities to the State on a regular schedule. The State should specify standards for education facilities that must be met or exceeded by all public education institutions. To facilitate diligent exercise of these complementary responsibilities, the State should determine the basic data needed to make necessary management, budget, and policy decisions and incorporate information contained in existing data collection reports maintained by school districts.

#### **Postsecondary Education**

California’s current postsecondary education finance structure is based upon historical practices rather than an analytic model. It reflects different levels of General Fund allocation per full-time equivalent (FTE) student that, in part, reflect the differential missions assigned to each sector with the adoption of the 1960 *Master Plan for Higher Education*, and different costs associated with program mix and levels of instruction (e.g; community colleges are prohibited from offering instruction at the upper division or graduate levels). Each of the three systems have developed additional capacity to generate fiscal resources independent of General Fund support, relying on contributions from alumni and wealthy patrons, as well as indirect funds generated from successful research activities of its faculty and other grants attracted by professional staff. The community college sector has less capacity to generate extramural funding and hence has a greater reliance on General Fund support. Its inclusion in Proposition 98 funding guarantees has also proven to be a disadvantage in that fiscal needs of the public schools have been given a greater priority in the distribution of Proposition 98 funding than community college needs – an artifact reflecting the constitutional right to attend a free public school described in the Access

section of this Plan as contrasted with the statutory promise of access to postsecondary education. All three public postsecondary education sectors have had to struggle with the impact of rising student fees and institutional costs during periods of state economic exigency. California's continuous growth has also eliminated the prospects of providing free access to public postsecondary education, given other increasing demands on the General Fund. We believe that seeking to better determine how General Fund monies can be combined with federal and private funding to keep postsecondary education affordable to Californians who desire it and meet the costs of operations of public colleges and universities is an appropriate objective for this Plan.

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## **Recommendation 50**

**The State should adopt policies to provide more stability for finance and dampen the 'boom and bust' swings of state appropriations for postsecondary education.**

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In good financial times, the State funds the base budgets of public institutions according to certain agreements or annual negotiations, plus costs associated with projected enrollment growth. The State also provides additional support beyond this funding. In bad financial times, the State cuts base budgets by some negotiated amount, may reduce funds for additional enrollments regardless of demand, and allows student fees to increase substantially. This summary accurately describes funding of public postsecondary education over the past decade. Analysis, research, working group reports, and expert testimony, offer no reliable alternative. Once the State has satisfied its commitment to provide an adequate base of funding to meet the basic operational needs of its public colleges and universities, additional allocations should emphasize one-time expenditures that can, if necessary, be more easily reduced in times of financial stress. The State should examine the adequacy of its approach to funding public colleges and universities in several respects to ensure that resources are adequate to preserve high quality teaching and learning opportunities at all levels.

As with K-12 financing structures, we believe the State should maintain a long-term objective for postsecondary financing of aligning the allocation and expenditure of moneys with the actual costs of providing the educational services for which they are spent. The recommendation that the State should allocate funding to support lower division instruction at roughly comparable levels in all three public sectors of postsecondary education is attractive in several respects: (1) it is consistent with our stance that quality educational opportunities should be available to all students enrolling in public colleges and universities and that state financing should reflect this commitment; (2) it would provide substantial additional resources to community colleges, which serve students with the greatest range of preparation and learning support needs; and (3) it might foster greater faculty collaboration and course articulation. However, pursuing this option could result in a substantial additional financial obligation for the State, which could threaten community college access during poor economic times and exert pressure to increase fees charged to community college students. This approach to financing would also lead to



consideration of comparable funding between the CSU and UC when they offer equivalent graduate instruction and, perhaps, differential funding for upper-division instruction.

It has also been suggested that consideration be given to extending the Quality Education Model (see Recommendation 46) to the postsecondary education sector. This suggestion is consistent with our vision of developing a coherent system of education and would carry forth the recognition that education institutions serving greater proportions of students for whom additional services are necessary for them to reach common expectations require additional resources beyond the adequate base provided to every campus within each respective system. Such an undertaking would be substantially more complex than that required for developing a new funding model for public schools. These alternative approaches to financing postsecondary education may be appropriate for consideration, since they come closer to identifying the education components essential to quality education at the postsecondary level; but the financial implications of these approaches require that they be studied carefully before acting to implement any one of them. Examination of these options should also be accompanied by an analysis of their potential impact on student fee policy and financial aid requirements.

In a similar vein, disparities exist in state financing of California's public colleges and universities in several regards. First, definitions of what constitutes a "full-time equivalent student" (FTES) – the basis for student-driven funding allocation by the State – at the graduate level do not conform for the CSU and UC systems (15 units and 12 units, respectively), resulting in the generation of differential funding beyond that which occurs as a result of the differences in funding per FTES for each system. Second, the State engages in line-item financing of central administrative office operations of the community colleges, in contrast to its practice of overall system funding provided to CSU and UC, which results in the Board of Governors being limited from effectively governing the community colleges. Finally, the UC and CSU systems receive minimal support for applied research related to State policy priorities, such as effective teaching and learning practices.

While much of this testimony and staff analysis is interesting and, in some cases, compelling in nature, specific recommendations for long-term changes in postsecondary education financing are inappropriate at this time. Nonetheless, we believe that the following near-term actions should take place:

**Recommendation 50.1 - The State should establish the California Community Colleges' share of overall state revenues guaranteed by Proposition 98 to K-14 education at 10.93 percent.**

**Recommendation 50.2 - The State should analyze the appropriateness of modifying the current 'marginal cost' approach for funding all additional enrollments in public colleges and universities to account for current costs of operations and differential student characteristics that affect costs in each sector.**

**Recommendation 50.3 – The State should earmark a percentage of its annual investment in state-supported research by public postsecondary education**

**institutions for applied research in areas of public priority as identified by the Legislature.**

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### **Recommendation 51**

**The Legislature should carefully study and appropriately reform the State’s approach to student charges in the public sector of postsecondary education by defining how the costs of postsecondary education should be distributed among the State, the federal government, and students and their families. The State should also strengthen and maintain the Cal Grant need-based financial aid entitlement.**

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California’s policy of retaining low fees at all costs should be re-examined in light of modern realities. The original *Master Plan for California Higher Education* came down squarely on the side of low student charges, prohibiting tuition (direct payment for instruction), and assumed that the posted price of admission was the most important factor in steering young adults toward or away from college. This assumption discounted the impact of other costs of attendance that students must bear, including those of transportation to the campus of enrollment and child care, housing, and various fees for materials, books, and supplies. Today, more financial resources are available than ever before to pay the costs of fees, room and board, and books, depending on students’ financial circumstances and the kind of institution attended. These resources include federal and state need-based grants (Pell and Cal Grants), middle-income tuition tax credits (federal), ‘institution-based aid’ given by each college or university, and subsidized and unsubsidized loans to students or parents – a growing proportion of the financial aid available to students and the type most often rejected by low-income students.

For a substantial period of time, California was able to provide tuition-free access to public postsecondary education, with no mandatory systemwide fees for community colleges and very low fees for CSU and UC enrollment. Fiscal pressures resulting from a growing demand for General Fund support of public programs in a growing state, routine shifts in the strength of the state’s economy, and steady growth in postsecondary education enrollment demand have fueled a shift from no or low fees to affordable fees. Notwithstanding these realities, California should continue its commitment to affordable fees for students enrolled in public colleges and universities. California should also continue its commitment to use its financial aid policies to encourage and enable students to pursue their postsecondary education goals at independent and private postsecondary education institutions. There is also further benefit from taking actions to mitigate substantial increases in student fees, which research indicates have the greatest negative impact on students enrolling in community colleges. Accordingly, we recommend the following actions:

**Recommendation 51.1 – The State should adopt a student fee policy aimed at stabilizing student fees, such that they increase in a moderate and predictable fashion when needed, and should resist pressure to buy out student fee increases or reduce student fees at CCC, CSU and UC during good economic times.**

**Recommendation 51.2 – The State should continue to emphasize financial need in the award of state-supported student grants and should continue to fund the Cal Grant ‘entitlement’ as defined in SB 1644 (statutes of 2000).**

**Recommendation 51.3 – The maximum Cal Grant amount awarded to students choosing to attend independent postsecondary education institutions should be reviewed every five years and, as needed, adjusted to maintain the current proportional relationship to the average mandatory fees authorized to be charged to students enrolling in CSU and UC campuses.**

**Recommendation 51.4 – State policy should be changed to allow additional fee revenue collected by community colleges to remain with each college, without a General Fund offset, whenever fiscal conditions compel fees to be increased.**

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## **Recommendation 52**

**The State should review its methodology for determining and funding facilities in California postsecondary education, and, as appropriate for each segment, make changes to emphasize multiple use facilities, comprehensive space planning, sharing of space among institutions, and incentives to maximize other sources of capital outlay.**

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The California Postsecondary Education Commission (CPEC) estimates that by 2010 enrollment demand will total more than 714,000 over the enrollment accommodated in public colleges and universities in 1998 and that an addition 78,000 will likely seek enrollment in regionally accredited independent California colleges or universities. If California seeks to accommodate that demand by the traditional approach of classroom-based delivery on permanent campus sites, the renewal and repair costs of capital facilities that would be needed in public postsecondary education are more than state government can afford, and will require incorporation of non-traditional approaches.<sup>42</sup> Widely accepted estimates suggest that the annual cost to maintain the existing postsecondary education physical plant is almost \$700 million per year and that an additional \$821 million per year will be necessary to build needed facilities to accommodate enrollment growth in the public institutions.

An additional concern is that neither the demand nor the capacity to accommodate that demand will be evenly distributed throughout the state. A more recent CPEC analysis of future enrollment demand in 11 regions of the state examines historical participation rates of recent high school graduates and adult learners at public colleges and universities located within their communities as well as elsewhere in California. Based on that analysis, only the colleges located in Los Angeles county will have the capacity to accommodate the enrollment demand expected in Fall 2004; and by 2010, no region of the state will have enough capacity within the existing campuses to accommodate the expected enrollment demand in community colleges. Within the

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<sup>42</sup> While the strongest surge of enrollments will occur through approximately 2010, there is no decline projected thereafter, so that the facilities constructed for additional enrollments will not be surplus.

California State University system, only those campuses located in the central coast and south coast regions of the state will have capacity to accommodate the expected enrollment demand, mostly at the two newest CSU campuses, CSU Monterey Bay and CSU Channel Islands. By 2010, these two regions will remain the only regions in the state where CSU will be able to accommodate enrollment demand, but the excess demand for the system as a whole will increase nearly four-fold between 2004 and 2010.<sup>43</sup> A similar analysis for UC campuses is underway.

The use of technology is increasingly being considered as a viable means to enhance teaching and learning, squeeze efficiencies from administrative operations, and reduce inequities in access to current knowledge by students throughout the state. “Nearly half of North America uses the Internet,” according to Mark Resch, executive and vice president at CommerceNet. “We use it to communicate, to learn, to shop, and to buy. The number of households that contain at least one computer is almost as high as the number of households containing at least one television.” Technology advances also influence children’s home education and entertainment significantly with the use of multimedia – children who ultimately will move through public schools and enroll in a college or university within the state. Their exposure suggests that technology be considered as an integral component of facility planning and strategies to share educational resources between and among educational institutions in the state. The confluence of increasingly sophisticated information technology and increasing numbers of students comfortable with the use of technology should serve as an incentive for educators to think in terms of developing new teaching and learning models, mediated by technology, that are better than rather than ‘as good as’ traditional teaching and learning approaches.

While access to technology and use of the Internet has increased nationally, it has not increased for all groups. According to a recent report, the difference between White households using the Internet and non-White households increased from 13 percentage points in 1997 to 20 percentage points in 1998.<sup>44</sup> The lowest level of access to computers and use of the Internet was for poor and Black students living in rural areas. While higher income narrows the racial divide in access to and use of technology, it does not entirely eliminate the ‘digital divide’ for students in that socio-economic level. State facility planning must consciously factor in this fact as it seeks to assure access to various types of technology for all students and educators in the state.

## Early Childhood Education

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### Recommendation 53

**The State should develop and fund a per-child allocation model for financing early child care and education, sufficient to meet the new system's quality standards and organizational infrastructure requirements.**

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<sup>43</sup> California Postsecondary Education Commission, *Regional Higher Education Enrollment Demand Study*, (December 2001)

<sup>44</sup> Commerce Department, *Falling Through the Net: Defining the Digital Divide*, (1999).

Today, young children and their families are served by a variety of agencies with various funding streams. Each has specific eligibility guidelines and requirements. This arrangement provides neither the level of funding nor the efficient coordination needed to ensure the well-being and school readiness of California's young children. California therefore needs to develop an equitable per-child allocation model for financing early child care and education. This model should include creating an allocation for all children, birth to kindergarten, to provide school readiness services to them and their families through local School Readiness Centers, and an initial allocation, to be phased in until it becomes a guarantee, to fund early child care and education services and flexible support services for all low-income families with children from birth to age three.

The allocation model also should fund the organizational infrastructure of the new early child care and education system, including professional development to improve quality and data collection for better accountability. To accomplish these recommendations, we propose the following:

**Recommendation 53.1 – The State should consolidate under the California Department of Education all child development funding sources, including those from the departments of Education and Social Services, and create new sources of revenue to augment existing funds.**

**Recommendation 53.2 – The State should create a Financing Task Force to calculate the per-child allocation needed to fund high-quality early education services and organizational infrastructure for low-income newborns to three-year olds, and for school readiness services for families with children, from birth to kindergarten.**

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#### **Recommendation 54**

**The State should improve the availability, quality, and maintenance of early education facilities.**

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Without explicit attention from policy makers, shortages of qualified facilities are likely to hamper expansion of preschool and early child care programs. Pressures will intensify as preschool programs expand toward universal access, although encouraging the participation of existing child care and preschool providers in state-approved programs will help.<sup>45</sup> However, as employers and individuals become increasingly aware of the benefits of providing high quality child care and preschool opportunities in their businesses and communities, the State will have an opportunity to collaborate broadly to reduce the direct costs of building an entire network of facilities for providers. Specific actions needed to advance this recommendation include the following:

**Recommendation 54.1 – The State should increase the number of school facilities serving young children.**

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<sup>45</sup> Committee on Economic Development, *Preschool for All*, p. 59.

**Recommendation 54.2 – The State should provide incentives to foster facility construction and development.**

**Recommendation 54.3 – The State should provide incentives for employers to implement family-friendly policies geared to helping parents carry out their responsibilities for nurturing and facilitating the readiness of their children for success in formal schooling.**

## **Shared Responsibility**

California's system of public education has been one of the most respected in the nation and around the world, in large measure because of its commitment to access, quality, affordability, and choice. However, the expense of fully meeting all these goals, during times of strong enrollment demand and fluctuating tax revenues, is more than state government can meet alone. Realistically, the fiscal responsibility for providing broad access to high quality public education has to be shared by state government, local communities, students and their families, and the businesses that employ high school and college graduates. California should encourage efforts to share facilities and instructional equipment between and among education institutions – public, independent, and private – as well as other governmental entities and community-based organizations. The State should also actively encourage collaboration between public educational institutions and private employers, particularly in the area of technology. The State should also actively encourage collaboration between public education institutions and private employers, particularly in the areas of technology, personnel exchanges, and lending of private employer personnel for part-time teaching assignments within public schools.

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## **Recommendation 55**

**The State should take the lead in developing educational technology partnerships that include the public, private, non-profit, and for-profit sectors.**

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To develop effective use of and access to educational technology, the State should take advantage of all available resources. Clearly there are many organizations that have expertise in this arena. The State should draw on this expertise and be responsible for bringing together leaders in the field to develop cutting-edge technology that can augment instructional delivery and facilitate the accomplishment of learning objectives. Many agencies have initiated a number of exciting applications of technology to enhance teaching and learning and to streamline administrative practices. Many of these initiatives have already been introduced by private sector businesses responding to compelling business needs, but they also have applicability for educational institutions. Others have been developed within the education sector and have application in a broader arena. A key consideration for the State is the extent to which education

and business can collaborate to scale up their respective initiatives into a coordinated and complementary delivery system that meets both educational and business needs for creating lifelong learners. Consistent with this objective, we also recommend the following:

**Recommendation 55.1 – The State should encourage local education agencies to establish partnerships with utilities, telecommunication companies, software and hardware providers, and others to facilitate functional universal access to technology in all public schools, colleges, and universities.**

**Recommendation 55.2 – The State and local communities should establish incentives for joint development and use of school facilities with cities and counties, including libraries, classrooms, other learning sites, and recreational and community space.**

- **New construction should be linked to the community, and better links should be established with the community in existing schools.**
- **The structures should be in compliance with the uniform building codes applicable to other public buildings, such as libraries and government offices.**
- **Technology should support distributed learning in these and other settings.**

**Recommendation 55.3 – The State should provide incentives to encourage businesses to contribute to meeting technology infrastructure and upgrade needs of public education institutions and the communities they serve.**

## **Concluding Comments**

This Plan is ambitious in its scope and its full implementation will require a sustained commitment on the part of all Californians and substantial investment from the State, local communities, and business. This Plan cannot be implemented without the engagement of our entire state and all of its component parts. Parents, students, educators, policy makers, community-based organizations, and employers each and all have a responsibility to support quality teaching and learning and must both accept and fulfill their respective responsibilities for implementation of this Plan. No other state has undertaken what is being proposed in this Master Plan for Education: creation of a framework to guide educational policy for all aspects of education, from early childhood education to postsecondary education levels, driven by an uncompromised commitment to promoting student achievement and the ability to learn for a lifetime. We reject the notion that public education can serve only a proportion of its learners well and that student achievement must be distributed along a ‘normal curve.’ We believe that virtually every student can and should be assisted in realizing her/his potential to become a learner for life, and in meeting (even exceeding) high standards of achievement. An education system that remains focused on helping learners achieve this potential must also be focused on continual improvement.

Because learning takes place within the context of learners’ lives, the needs to which education must respond will inevitably change over time. Today’s instruction is not limited to use of slates and chalkboards, as it was in the past; and it is appropriate to conclude that instruction will not

be limited to printed textbooks and face-to-face interaction between teacher and learner in the future. The changes generated by science, technology, and use of information are increasingly generating new opportunities and new tools for workers, learners, teachers, and researchers alike. The committee recognizes this fact and recommends that this Master Plan for Education be reviewed at least every 10 years and modified, as necessary, to ensure a continued focus on learners within California's education system. There is an inherent tension between the capacity of educational institutions to adequately respond to the unique needs of individual students and the capacity of public policy to shape institutional structures and practices that are flexible, while also being accountable to the general public. Resolution of this tension can be best accomplished by actively seeking the input of Californians throughout the state during each subsequent review of this Plan.

Broad participation in the development of this Master Plan has been sought to ensure that it incorporates the best of what all Californians believe they need from their education system to ensure a society that celebrates its diversity as a strength to be cherished and cultivated. We have sought to anticipate the learning needs of Californians 20 years into the future, to guide us in making wise decisions today that will increase the likelihood that California remains a world leader. We hope and believe that our collective commitment to adopt and implement this Master Plan will restore all of California's educational sectors to positions of prominence in promoting student learning.