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GOVERNOR'S ADVISORY COMMITTEE ON EDUCATION

Report and Recommendations

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WILLIAM P. CLEMENTS, JR.
GOVERNOR OF TEXAS

JUNE 1980

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GOVERNOR'S ADVISORY COMMITTEE ON EDUCATION

Report and Recommendations

The State of Texas
Executive Department
Office of the Governor
Austin, Texas

EXECUTIVE ORDER
WPC-6

Establishing the Governor's Advisory Committee on Education; prescribing its duties, functions, and methods of operation.

WHEREAS, the children and youth of Texas are one of our greatest resources and upon which the future of this great state is dependent; and

WHEREAS, it is incumbent upon the State of Texas and its citizenry to provide for our children and youth the best conceivable education opportunities; and

WHEREAS, the quality of basic education in our primary and secondary public education systems is a serious concern today of all Texans; and

WHEREAS, the problems of discipline in the classrooms, social promotions, lax teacher certification, separation of teaching and administration functions, and the ideas of faculty senates, minimum competency testing, and the return to an emphasis on basic curriculum need to be fully explored and aired in an effort to improve the end product of our education system; and

WHEREAS, the attainment of excellence in basic education can best be served by the establishment of a meaningful communication mechanism between the educators of the state and the Governor to promote an understanding of the problems, to define the goals, and to facilitate their accomplishment through the proper cooperation and coordination of the efforts of the Office of Governor and the educators of the state; and

WHEREAS, the establishment of a permanent advisory committee on education to have direct input to the Governor of Texas to serve as a sounding board for his policies and programs will greatly assist both the Governor and those involved in the educational system of Texas in the performance of their duties; and

WHEREAS, the Governor of Texas is the highest elected officer of this state and designated by law as the chief planner for the state; and

WHEREAS, the Governor of Texas is the proper officer to receive input from and to coordinate educational plans with the educational leaders of the state.

NOW, THEREFORE, I, William P. Clements, Jr., Governor of Texas, under the authority vested in me, do hereby create and establish the Governor's Advisory Committee on Education.

Said committee will consist of no more than 30 members and a chairman, designated by the Governor, broadly representative of each area of primary and secondary education, with a composition of both professionals in education and concerned laymen. Members will serve at the pleasure of the Governor with terms expiring on the 7th day of June of even-numbered years. The Governor shall designate a chairman who shall hold such designation at the pleasure of the Governor.

Members will serve in a volunteer capacity without state pay and without state reimbursement for travel expenses.

Said committee is directed to meet at least twice annually and at all other times as may be directed by the chairman or the Governor.

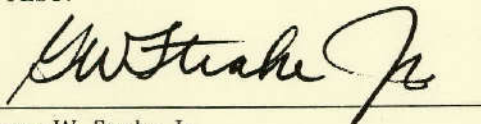
Said committee shall, in addition to the agenda set by its chairman, make such studies and reports as the Governor may from time to time request and shall keep the Governor advised as to the committee's activities.

All state agencies, boards, and commissions are hereby directed to assist fully the Governor's Advisory Committee on Education in addition to the Governor's Office aid and other staff support.

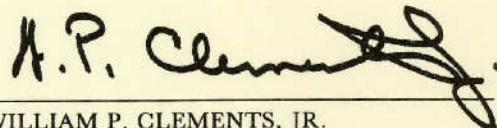
This executive order shall be effective immediately and shall remain in full force and effect until modified, amended, or rescinded by me.

Issued in Austin, Texas, on June 7, 1979.

ATTEST:



George W. Strake, Jr.
Secretary of State



WILLIAM P. CLEMENTS, JR.
Governor of Texas



**GOVERNOR'S ADVISORY COMMITTEE
ON EDUCATION**

**112 Sam Houston Building
Austin, Texas 78711**

**Willis M. Tate
Chairman**

June 24, 1980

The Honorable William P. Clements, Jr.
Governor of Texas
State Capitol
Austin, Texas 78711

Dear Governor Clements:

I am pleased to present you the Report and Recommendations of the Governor's Advisory Committee on Education. In response to your charge, the Committee explored salient issues in public elementary and secondary education. The resulting recommendations propose action which we believe will improve public education for Texas children.

The issues included in this Report are those which the Committee found to be high priority matters having statewide importance. Many other concerns and issues were addressed. Solutions to some of these should naturally follow the resolution of the priority issues in this Report. A record of additional concerns and detail about our deliberations may be found in reports of the ad hoc committees.

The Report is prefaced by a statement entitled "This We Believe" which outlines the major convictions of the Committee concerning public elementary and secondary education in Texas. The Report consists of eight interrelated sections representing the priority areas. Each section contains a summary of the current condition and rationale followed by recommendations for specific action which are directed to the responsible entity.

This Report represents the cohesive effort of a skilled and dedicated group of Texans who served as Committee members. The Committee met monthly, and most members attended each of seven public hearings. In addition to the official functions, individual members spent many hours gathering information and analyzing and discussing ideas with people across the state.

The Committee was aided by the sincere support of many individual citizens as well as state and local educators. Public input was actively solicited and testimony from over 300 persons was heard at seven public hearings. Numerous position papers and letters from interested citizens and organizations throughout the state were received.

Let me emphasize that although this Report is devoted to problems and concerns of elementary and secondary education, the Committee found the condition of Texas public schools to be healthy. We are confident that the state system provides a sound foundation for the continued pursuit of excellence in the future.

May we, as citizens of this state, express our thanks to you for the leadership you have provided in this effort to build a better future for all Texans.

Sincerely,

A handwritten signature in cursive script that reads "Willis M. Tate".

Willis M. Tate, Chairman
Governor's Advisory Committee on Education

TEXAS PUBLIC ELEMENTARY AND SECONDARY EDUCATION

This we believe—

Education is society's most important function.

The education of its children is perhaps the most important function of the State of Texas. The purpose is to provide each child an opportunity to realize his or her potential as a responsible self-supporting participant in a self-governing society.

Education of a child is a shared responsibility.

The education of a child is a shared responsibility. Policymakers and educators must provide a structure where children, in terms of their individual abilities, will achieve educational objectives. Parents must ensure that students are in attendance, prepared, and motivated. Students must be active learners.

The environment is changing.

The environment within which public schools will function in the future is changing. Advancing technology and changing population characteristics are even now impacting society and public education. Most environmental factors are external to the school's control; few are within it. Policymakers and educators must foresee consequences for public schools of projected environmental changes. They must appropriately refocus their attitudes, approaches, and programs to accommodate changes systematically and to provide effective leadership.

Schools cannot cure all of society's ills.

Schools cannot cure all society's ills or problems. The public must not expect the schools to create new programs or change operations in response to each perceived social need or proprietary interest. Education must focus primarily on intellectual development of students. It must be guided and be accountable to explicit and limited educational goals set out in state policy and understood by the public. Such educational goals must serve as the guiding principles for the state and its school districts.

Teaching children is a public trust.

Essential to the effectiveness of the state public education system are dedicated and highly qualified teachers. They are responsible for guiding the intellectual development of children. All Texans must support teachers as they strive to fulfill this public trust.

The state structure for governance of public education in Texas is sound.

The structure for governance of the state public elementary and secondary education system in Texas is sound. It must, however, be more effectively used. Through elected state and local policymakers, the public must determine what children should learn, provide adequate resources, and govern the schools. In the past, federal intervention was needed to correct certain inequities. Now, responsible state governance and local governance, not federal decision making, are the keys to meaningful school improvement.

We must search for consensus and act on important issues.

Texans are well served by their schools. Many goals of public education are being achieved. Yet, the schools can and must improve. The public, the policymakers, and the educators must be dedicated to reaching consensus and generating the will to act on important issues. Through combined efforts, education will be improved for all the students of Texas.

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Refining The Texas School Curriculum

CURRENT CONDITION AND RATIONALE

Public Domain. Curriculum is that body of knowledge, skills, competencies, attitudes, and values that schools teach and students learn. The public school curriculum is the domain of Texas citizens. It represents the public conviction about what students must learn to be self-supporting, self-governing members of the society.

Courses Added. The current curriculum is an aggregation of elements (i.e., courses, topics, and subjects) mandated by state law, State Board of Education policy, school district board policy, and federal law and regulation. Recently, subjects and courses have been added in attempts to address perceived social ills or single interest purposes. While such elements have been continually added, none have been deleted. As a result, the total curriculum has become fragmented and diluted.

Legislating Curriculum. The practice of legislatively prescribing elements does not allow for efficient state curriculum management, and has contributed to programmatic fragmentation and dilution.

Board Responsibility. The Legislature has delegated to the elected State Board of Education certain responsibilities for meeting the needs of the state educational system. The Board is currently responsible for implementing the legislatively mandated curriculum through policy promulgation, textbook adoption, and the development of curriculum materials. In this context, the Board is in a sound position to prescribe, develop, and monitor the total state basic curriculum on an ongoing and comprehensive basis.

Essential/Extended. There are certain enabling skills that provide the foundation for learning. Acquisition of these ESSENTIAL skills is necessary for all students. The most basic skills must be developed early so they may be used as learning tools. Consequently, most of the early years of schooling should be spent in the acquisition of these ESSENTIAL skills. In addition, there are other skills and knowledge that enhance and extend a student's learning foundation. Opportunities for developing these EXTENDED skills and knowledge should be available to all students. Options for students to extend their learning are particularly important in the later years of schooling.

Skill Mastery. Evidence indicates that many students are not mastering basic skills or learning early enough and to a level sufficient to support their achievement in broader areas in the curriculum. More and more instructional time has been spent on a variety of less ESSENTIAL subjects and activities which have been added to the curriculum. Concentration on ESSENTIAL subjects has been diluted. Reliable data support the close relationship of student achievement to the time spent on the learning task. This is especially evident in the early years of schooling.

Local Options. Development of a basic curriculum for all schools is a necessity; however, local needs across the state vary. The "state basic curriculum" must provide opportunities and incentives for local school district boards to exercise discretion to respond to community needs.

RECOMMENDATIONS

The Legislature should:

1. *repeal all existing laws mandating elements, courses, or subjects to be included in the curriculum.*
2. *delegate to the State Board of Education the authority to adopt policy for establishing and implementing a "state basic curriculum."*

The State Board of Education should:

1. *adopt policy revising the standards for accreditation of school districts which prescribe "state basic curriculum" requirements, with built-in local curriculum choices. The policy should describe an ESSENTIAL curriculum which all schools must provide and all students should master and an EXTENDED curriculum which all districts must make available to all students within certain described options. This policy should focus on three curriculum priorities:*
 - *stipulate, as priority one, that in the early years of schooling, grades K-6, the ESSENTIAL curriculum offerings stress predominately educationally enabling skills which are the foundation for all future learning; that such ESSENTIAL curriculum elements be limited to English language arts (including reading and composition), mathematics, and health (motor develop-*

ment and general health); that the *EXTENDED* curriculum include such basic elements as social studies, science, fine arts, and a second language; that the subject matter content of the *EXTENDED* curriculum be used as content for instruction in the *ESSENTIAL* curriculum.

- require, as *priority two*, that in grades K-3, the *ESSENTIAL* curriculum elements be taught daily and constitute 80 percent of the available instructional time; and that 70 percent of the time be devoted to the acquisition of *ESSENTIAL* learning skills in grades 4-6. For students in grades K-6 who acquire competencies quickly, the designated instructional time should be used to enrich and to acquire advanced competencies in the *ESSENTIAL* and the *EXTENDED* elements.
- stipulate, as *priority three*, that students must be assured the opportunity to exit from Texas schools with one or more of the following: the ability to acquire and critically use knowledge; enough acquired knowledge to pursue advanced study; knowledge of the world of work; or those qualities and skills that will enable them to earn a living and be responsible citizens in a democracy. Toward that end, school districts should, separately or cooperatively, make readily available to all students for their choice a wide range of occupational and pre-college options in grades 9-12.

Other salient aspects of the policy should:

- stipulate that in grades 7-8, the *ESSENTIAL* curriculum elements be English language arts (including reading and composition), mathematics, social studies, science (including a unit in health), and physical education; that in the *EXTENDED* curriculum elements, all school districts provide a second language, an additional science choice, speech, industrial arts, fine arts, reading, and additional physical education options.
- stipulate that in grades 9-12, the *ESSENTIAL* curriculum elements include six semesters of English, six semesters of mathematics, six semesters of social sciences, four semesters of science, one semester of health, and three semesters of physical education or defined equivalence; that in the *EXTENDED* curriculum elements, all school districts make readi-

ly available to all students appropriate options pursuant to priority three above.

2. ensure that textbooks, curriculum frameworks, and other materials are fully consistent with the grade K-12 "state basic curriculum."

School district boards should:

implement the "state basic curriculum" pursuant to State Board of Education policy, exercising available options to address local needs.



GOVERNOR'S ADVISORY COMMITTEE ON EDUCATION

Focusing On Student Learning

CURRENT CONDITION AND RATIONALE

Shared Responsibility. Student learning is a shared responsibility. Parents are responsible for motivating students to learn and for providing support at home. Schools are responsible for defining what students should accomplish, providing appropriate instructional programs, and periodically assessing the level of accomplishment.

Social Promotion. Many students are promoted without having mastered essential competencies needed for success in the next and subsequent grade levels. This practice should be restricted. Most schools do not have essential grade level objectives for determining whether or not a student is prepared to succeed at the next grade. Basic parameters for locally specifying and using mastery level objectives are delineated in the State Board of Education's accreditation standards.

Essential Objectives. As social promotion is curtailed, instructional programs designed to ensure mastery of essential objectives must be provided. Research indicates that the more time students spend in instructional tasks, the higher their achievement gains. Students who do not master grade level objectives or who are limited in English language proficiency should have instructional time in basic subjects in addition to the regular school day and school year.

Summer Instruction. Compensatory education funds are available to provide special programs. During the summer months, instructional time is abundant. The primary reasons summer programs are not provided appear to be tradition, somewhat resistant attitudes, and costs. Facilities, teachers, student time, and a significant amount of compensatory funds are accessible. Today, traditions and attitudes are insufficient reasons to justify not using available resources to improve student learning.

Class Size. Overcrowding of the classrooms, particularly with students with sharply differing educational needs, greatly diminishes the teacher's effectiveness and lowers students' motivation. This is especially true when teachers are also required to perform many noninstructional assignments. Disorderly students or students with different educational needs require individual attention and smaller class size.

Twelfth Grade. The value of the twelfth grade, relative to student time and public resources expended, is questionable for many students. Some seniors benefit from opportunities available in certain schools to take advanced academic or vocational offerings. However, a significant number of students enter the twelfth grade lacking only one or two courses to fulfill graduation requirements. They carry a minimal class schedule, are not challenged, and are sometimes disruptive. Many ninth and tenth grade underachievers, frustrated by continued lack of success and facing more of the same through the twelfth grade, drop out of school. Opportunities are generally not available for twelfth grade students to gain optimum benefits by participating in academic and occupational training directly related to career interests.

RECOMMENDATIONS

The Legislature should:

ensure that financial assistance is available, as may be necessary, for the operation of school district summer instructional programs for students who do not accomplish established essential achievement levels.

The State Board of Education should:

ensure that a comprehensive statewide curriculum system (including accreditation standards, curriculum frameworks, textbooks, and related Texas Education Agency materials) is in place which enables districts to facilitate student mastery of the locally developed essential learning objectives for each elementary subject and grade level.

School district boards should:

- 1. ensure that class size in each elementary classroom is educationally appropriate based on the characteristics of the students assigned.*
- 2. develop and implement a structure for systematically assessing student achievement which (a) specifies essential skill and concept mastery level objectives for the essential subjects for each elementary grade; and (b) provides appropriate programs for students who do not accomplish the designated grade level objectives.*

3. *restrict social promotion.*
4. *operate summer educational programs (supported by redirected Elementary and Secondary Education Act [ESEA] Title I and State Compensatory Education funds and other available resources) for:*
 - *elementary students who do not accomplish the designated grade level objectives;*
 - *secondary students who do not accomplish designated minimal objectives in a nonelective course during the regular term; and*
 - *students who are identified as having limited English proficiency.*
5. *expand options available to all twelfth grade students to include:*
 - *school-supervised work experience in cooperation with business, industry, and the professions;*
 - *a range of vocational-technical training programs;*
 - *a full-time program of advanced academic electives; and*
 - *an enrichment program which permits students to take combinations of secondary and postsecondary courses, the latter for college credit.*

Parents should:

1. *provide a parent/child home environment that is conducive to learning.*
2. *ensure that students eligible for summer instructional programs enroll and attend.*



GOVERNOR'S ADVISORY COMMITTEE ON EDUCATION

Meeting The Unique Needs Of Students

CURRENT CONDITION AND RATIONALE

Special Populations. Several groups of Texas students have unique educational needs. These groups include students whose first language is not English and who are limited English proficient (LEP), who are handicapped, who are gifted and talented, and who are not achieving essential objectives. It is incumbent on schools to address the unique needs of these special populations to ensure that all Texas students have full educational opportunities.

Limited English Proficient Students. Most LEP students need special language programs to facilitate their successful participation in the regular school program in English. Texas law requires and funds bilingual education programs in grades K-3 in districts where concentrations of LEP students exist. Optional programs are funded for grades 4-5. The purpose of bilingual education is transitional, to enable students to participate in all classroom instruction in English as soon as possible. In addition, State Board of Education policy requires districts to provide special English language development programs (i.e., listening, speaking, reading, and writing the English language) for all other LEP students. This state program is appropriate and no fundamental change should occur.

Federal Intervention. The federal government has no uniform policy regarding the type of programs that should be provided for LEP students. The Department of Education is in the process of developing proposed regulations under general civil rights legislation which are fundamentally different in several aspects from the Texas program. If promulgated, the proposed regulations would be contrary to state public policy, significantly revise sound instructional programs for many LEP students, and create unnecessary hardships in many schools.

Students With Handicapping Conditions. Many physically, mentally, and/or emotionally handicapped students require educational programs that are significantly different from programs for non-handicapped students. Texas policy has affirmed the responsibility of schools to provide appropriate special education programs. State and federal special education legislation is complex and public schools are experiencing difficulty in applications of certain laws, regulations, and related court decisions.

Age Range. One difficulty stems from the responsibility of schools to provide services for certain infants and for young adults. Under state law, students with certain handicapping conditions can begin school at age three while those with severe auditory and visual disabilities are to be served from birth to age twenty-two. Elementary and secondary schools are not structured to educate infants and young adults, nor are they able to accept the financial responsibility for specialized services required by such students.

"Mainstreaming." The inappropriate placement of a handicapped student in a regular classroom can be a disservice to the student and to nonhandicapped classmates. Handicapped students should be educated in a least restrictive environment with their nonhandicapped peers to the extent practicable. However, negative consequences sometimes result from inaccurate assessment, parental insistence, or staff misunderstanding of the intent of "mainstreaming." While the student may make minimal educational gains, the progress and behavior of other students in the class may be negatively affected. The federal and state criteria for "mainstreaming" handicapped students do not provide sufficient guidance to preclude such occurrences.

Schools' Responsibility. There is a need to clarify and limit the kinds of services for which schools are responsible. Under federal law, many school districts have been required to pay costs for non-educational services for certain handicapped students. Such services are not the responsibility of the school and require significant expenditures of public funds on a single student. Over \$25,000 per student per year is spent by some schools; non-educational services typically constitute the largest portion of such costs. There must be a limit to what constitutes school services; parental responsibility must be clarified. The responsibility of schools for "education" does not and, in a practical sense, cannot extend around-the-clock.

Gifted and Talented Students. Gifted and talented students have unique needs that should be addressed by public schools. These students have potential to make special contributions to future society. Many school districts provide effective programs, yet there are a significant number of the approximately

150,000 such students in Texas who are not served by programs.

Students in Compensatory Education. Students who need compensatory education services are typically achieving below their age/grade level. Federal compensatory programs designed to provide supplementary services for such children are available. The programs, such as ESEA Title I and Title I Migrant, Title VII Bilingual, and the Emergency School Aid Act (ESAA), generally target on the same students and are not well coordinated. Currently, there are duplication of services, over-programming of students, questionable educational practices, and lack of evaluation results that demonstrate desired achievement gains. The key to improving these programs is not additional money but better use of the funds that are available.

Restrictive Provisions. The effective use of federal compensatory funds is limited because of the categorical and restrictive provisions of law and regulation. The organization and operation of many programs are focused on compliance with administrative rules rather than on effective instruction and student achievement. Improved instruction should result if the various compensatory funding sources were consolidated into a single program. Such consolidation would provide districts flexibility to base instruction on sound educational practice.

Evaluative Results. Since operations of many compensatory programs emphasize compliance with administrative rules, systematic evaluations to determine effectiveness in improving student achievement are limited. Programs should be designed and modified based upon evaluative results rather than administrative expediency. State leadership and school district inclination to focus on student learning and revise programs that do not work are limited. There are various options for revising programs to use available funds more effectively (see Focusing on Student Learning).

RECOMMENDATIONS

The Governor should:

provide leadership to form a coalition of state and local policymakers to cause Congress to consolidate all categorical compensatory programs into a single grant

to state departments of education for distribution to school districts. Guidelines to ensure the delivery of services to appropriate students should be included.

The Legislature should:

1. *provide for the state to accept total financial responsibility for educating the handicapped who are younger than age five and older than age eighteen.*
2. *relieve school districts of financial responsibility for providing services for handicapped students outside the teaching/learning environment.*

The State Board of Education should:

1. *provide leadership to form a coalition of the state and local policymakers to influence federal officials to promulgate federal bilingual education regulations (i.e., Lau Proposed Rules) that are consistent with state law and Board policy.*
2. *establish policy delineating criteria for least restrictive placement of handicapped students which would preclude placement of a student in a regular classroom if the consequences would be continual disruption or would otherwise negatively affect the teaching/learning setting for nonhandicapped students in the class.*
3. *provide leadership for state and local policymakers to cause federal law and regulation to be revised to affirm that the public school is not financially responsible under any circumstances for providing handicapped students food, clothing, shelter, medical services, and adult supervision outside the teaching/learning environment.*

The Texas Education Agency should:

provide more aggressive leadership to school districts in addressing problems of compensatory education program design, coordinated use of categorical resources, and implementation of quality instructional programs.

School district boards should:

1. *provide special programs for all gifted and talented students.*
2. *evaluate compensatory education programs in terms of improved student achievement. Significant modifications in program design should be implemented when evaluation results are not sufficiently positive.*

Fostering Responsible Student Behavior

CURRENT CONDITION AND RATIONALE

Changing Values. Fostering responsible student behavior is a shared obligation of the home and the school. The foundation of appropriate behavior traditionally is built within the home where the values of parents provide the basis for the students' self-discipline. However, the family structure and value system are changing. The number of single parent households is increasing. Working mothers are more numerous. The breakdown of the traditional value system is reshaping relationships among people and within institutions. The traditional roles of parents, students, and the school are affected.

Sufficient Laws. As a consequence of the changing family and value system, certain approaches schools used in the past to address student behavior are no longer appropriate. Recent state and federal laws and court decisions have modified the relationship between the student and the school in matters of discipline. These laws and court decisions are sufficient to protect students' rights, yet allow school district boards sufficient authority and flexibility to discipline disruptive students appropriately.

School Expectations. However, the laws and accompanying school rules must be clearly defined and better communicated to affected persons. Many schools do not establish written expectations for student conduct and communicate them to parents, students, and employees. Various discipline problems arise because students and parents are not knowledgeable of, or refuse to accept and support, standards of student conduct and discipline procedures of the school. State Board of Education accreditation standards require that districts have appropriate policies, make them known, and make them accessible.

Attendance Necessary. A significant number of students with poor school attendance are low achievers. Research has demonstrated that instructional time on task is highly correlated with achievement gains. There is also a close relationship between low achievement and disruptive behavior. Increased student attendance and related achievement gains are, therefore, important factors in improving student behavior.

Ineffective Enforcement. Student attendance is primarily a parental responsibility. However, enforcement by appropriate authorities is sometimes necessary. In some districts, responsible school officials and courts of appropriate jurisdiction do not work together effectively to enforce compulsory attendance laws.

Successful Programs. Some school districts operate successful instructional and related support programs specifically designed to address the needs of disruptive and potentially disruptive students. In-building suspension programs in which disruptive students attend classes (in a classroom or facility separate from other students) are usually effective and receive support from parents and teachers. Systematic intervention programs (in which students with potential behavioral and academic problems are identified and specially supported) and alternative learning centers have significantly reduced the number of instances requiring discipline in some schools. The initiative for implementing such programs rests with the district.

RECOMMENDATIONS

The Legislature should:

provide for statewide implementation and operation of school-community guidance centers to locate and assist students with behavioral problems.

School district boards should:

- 1. implement alternative learning programs which provide instructional and related support to disruptive or potentially disruptive students. The focus of such programs should be on early identification and prevention.*
- 2. adopt, consistent with State Board of Education accreditation standards, comprehensive policies regarding student behavior which provide:*
 - a code of student conduct (student participation in development promotes peer enforcement);*
 - a method for communicating school district rules and procedures to parents, students, and employees; and*
 - a procedure for maintaining written documentation that each parent and/or guardian and each student has read, understands, and has signed the district's code of student conduct and compulsory attendance provisions.*

3. *ensure that school employees expeditiously execute their responsibilities in compulsory attendance matters.*

Parents should:

1. *read, understand, and support school district rules and enforcement actions regarding the district's code of student conduct.*
2. *ensure that students are in regular attendance at school.*

Courts of appropriate jurisdiction should:

enforce compulsory attendance laws expeditiously and rigorously in cooperation with appropriate school officials and juvenile authorities.



GOVERNOR'S ADVISORY COMMITTEE ON EDUCATION

Preparing Teachers To Teach

CURRENT CONDITION AND RATIONALE

Appropriate Preparation. Although many teacher education graduates become effective teachers, many do not. Persons teaching for the first time often find themselves in unfamiliar classroom settings. They may not be prepared to deal effectively with the nontraditional students and situations in today's schools. This suggests that some preparation programs may not be consistent with actual job conditions, needs, and responsibilities.

Increased Cooperation. Student Teacher Centers are limited formal structures provided by law for colleges of education and school districts to collaborate in student teaching. While not functioning with uniform effectiveness, such structures have potential for improving the total teacher education program. A more constructive relationship between the college or university (i.e., the supplier) and the school district (i.e., the consumer) in planning and supporting teacher education programs should increase job-relatedness.

Competency Testing. To perform satisfactorily in the classroom, teachers must be able to demonstrate a high level of general academic competency, adequate knowledge of the subject they are to teach, and the ability to respond effectively to the unique situations created by pupil groups and the school environment. There is evidence that a significant number of teacher education graduates do not meet all of these criteria. While the ultimate test of teacher competency is performance in the classroom, there are various means available to measure significant knowledge and behavior prior to certification. Competency testing of teacher education candidates and graduates can offer greater assurance of higher standards of intellectual, academic, and professional quality in individuals certified as public school teachers.

Emergency Permits. Because of the likelihood of an inadequate supply and deployment of teachers, emergency teaching permits must continue to be available. There have been certain abuses of the permit in the past. To ensure that all teachers, even in emergency situations, are appropriately prepared for an assignment, the integrity of the emergency teaching permit must be preserved.

Overlapping Responsibilities. The State Board of Education and the Coordinating Board, Texas College and University System have overlapping responsibility and authority for public college and university teacher education degree and certificate programs. Differences in priorities and orientations of the two Boards and the additional bureaucracy create problems and constrain institutional responsiveness. The teacher preparation process must be governed so that professional schools of education are responsive to the unique needs of the consumer, elementary and secondary education institutions.

Institutional Standards. Colleges and universities currently have the option to be approved to prepare teachers and operate programs under one of four different sets of standards. An inconsistent quality among programs and graduates exists. A single set of standards is scheduled to be considered for adoption by the State Board of Education. However, the key to improvement will be rigorous and consistent application and enforcement of appropriate standards for all institutions in the state.

RECOMMENDATIONS

The Legislature should:

1. *delegate the responsibility to approve/renew certificate programs in teacher education only to the State Board of Education. The Coordinating Board, Texas College and University System should be responsible for approving programs and degrees but should have no responsibility for approving certification.*
2. *provide an expanded and formal structure for Teacher Education Centers as defined by the State Board of Education to strengthen the cooperative relationship between institutions approved for teacher education and school districts, particularly in student teaching, certificate program planning, in-service education, and field-based research.*

The State Board of Education should:

1. *enforce, in a rigorous and consistent manner, a single set of standards for the approval of institutions for teacher education and programs for certification.*
2. *establish a state testing program for persons seeking Texas certification that assesses competency in general*

academic skills, knowledge of subject matter in the teaching field, and proficiency in the skills of teaching. Persons from out-of-state requesting an initial Texas certificate should be required to meet all competency requirements.

3. *ensure the integrity and limit the permissiveness of the emergency teaching permit.*

School district boards should:

participate and cooperate fully with approved teacher preparation institutions in planning and executing field-based training programs.

Teacher preparation institutions should:

extend cooperative Teacher Education Center involvement to a variety of schools as necessary to ensure high quality field experiences for students preparing to become teachers.



GOVERNOR'S ADVISORY COMMITTEE ON EDUCATION

Promoting Excellence In Teaching

CURRENT CONDITION AND RATIONALE

Competent Teachers. Diverse student populations, changing value systems, and an ever-expanding body of knowledge have made teaching a complex and demanding job. Yet, the majority of the public school teachers in Texas are competent, dedicated, and performing effectively in their classrooms. They are to be commended.

Negative Attitudes. However, teachers perceive the general attitude of the public toward the schools as nonsupportive. A significant amount of the publicity about education in the media is negative. Existing conditions in many schools detract from the teaching/learning process. As a result, many teachers no longer "feel good" about their role. To make significant and lasting improvements in the public education system, educators, parents, governmental leaders, and the public all must be supportive of teachers in the performance of their professional duties.

Recruitment Difficult. Teaching is becoming less desirable as a career choice. It is increasingly difficult to recruit and keep high quality teachers. It appears that the most academically capable college students are not choosing teaching as a career. Opportunities in other fields are more attractive, especially for bright young women. Many teachers, after their first several years, leave the public schools for more financially and otherwise rewarding positions.

Teacher Shortage. Such circumstances have contributed to a shortage of teachers which is projected to continue into the near future. Shortages are becoming serious throughout all specialized teaching fields and in most school districts. While public school enrollments are projected to increase, enrollments in teacher education programs are decreasing. Under these conditions, attempts to improve the quality of teacher graduates must be coupled with increased rewards for pursuing teaching as a career.

Teacher Salaries. The salary issue is complex but must be addressed. Adequate entry-level salaries are important for recruiting high quality students into teacher education. Salary levels and fringe benefits

for career teachers are comparatively low and are not competitive with business and industry positions requiring equivalent training. Lower annual teacher salaries are often justified in the public's view because teachers work ten months each year. Extended contracts for high performing teachers for summer instructional programs are educationally sound (see Focusing on Student Learning) and provide expanded employment opportunities.

Career Incentives. In addition to lack of financial rewards, career teachers who consistently demonstrate high performance do not receive special recognition or have available leadership incentives which promote excellence in teaching. Further, many schools do not capitalize on the expertise of their master teachers to support other teachers. As a result, many of the best teachers leave the profession.

Staff Development. The improvement of teaching skills is a continuous process that should be enhanced through staff development activities. There are numerous examples of effective school district professional development programs which are specifically designed to overcome discrepancies between teaching skills possessed and teaching skills needed. Such programs are based on comprehensive evaluation of the learning environment and involve teachers in planning.

Instructional Leadership. The best schools usually have high performing principals who are skilled in instructional leadership. They personally work with teachers and the school community to improve the teaching/learning process. However, many principals do not function as instructional leaders. Most school boards and superintendents emphasize the administrative aspects of the principalship and do not stress instructional aspects. Preparation and in-service programs also fail to emphasize instructional leadership.

RECOMMENDATIONS

The Legislature should:

1. enact, as a first priority, a significant increase in salary and fringe benefits (including legal support as may be

necessary) for all instructional personnel to make teaching positions competitive with professional positions in business and industry requiring equivalent preparation and training.

2. modify the Texas Public Education Compensation Plan to include a Master Teacher position for qualified high performing career classroom teachers. Such positions should be classified for pay purposes at the same level as supervisory personnel, involve extended contracts, have the same Personnel Unit value as a regular teacher, and combine teaching with certain instructional leadership responsibilities.

The State Board of Education should:

modify requirements for certification for the principalship to ensure that preparation provides for a greater focus on instructional leadership, including management and evaluation of instructional personnel and programs.

School district boards should:

develop and implement a comprehensive and ongoing staff development program which enhances principals' competencies in instructional leadership and enhances teachers' skills in instruction.



GOVERNOR'S ADVISORY COMMITTEE ON EDUCATION

Increasing Operational Effectiveness

CURRENT CONDITION AND RATIONALE

Diverse Conditions. School operations are affected by a variety of diverse conditions. Among these are the proposed “voucher system,” accreditation of schools, education service centers, state structure for vocational education, advancing technology, and paperwork. It is incumbent on the state and its schools to address these issues.

“Voucher System.” The Texas Constitution provides for an efficient system of public schools where each child has full educational opportunity. Consistent with this underlying principle, schools are financed by all the people and governed by elected representatives of all the people. While allowing for some cultural diversity, the public schools bind the citizenry together through common knowledge, understandings, and skills that promote the public good.

Typical Approach. The “voucher system” is an alternative to the current state system of elementary and secondary education. A typical approach taxes the public to finance certificates which the state gives to parents of each school-age student. The parents select a school of their choice—public, private, or parochial—and present the certificate as payment for instruction.

Inappropriate Alternative. Evidence indicates that such a system would not provide better educational opportunities for Texas students. The unity and involvement of the general citizenry that have been perpetuated through public education would be dissipated. In addition, there are questions of constitutionality, cost, equitability, and administrative efficiency. The “voucher system” should not be implemented in Texas.

Accreditation of Schools. Although comprehensive school improvement emanates from within the local community, the state is responsible for ensuring that a minimum quality of education is provided in all school districts. Accreditation is the primary state vehicle for school improvement and for enforcing minimum quality requirements. The structure, procedures, and principles and standards for accreditation adopted by the State Board of Education are basically sound. Yet, information indicates that

some school districts are not providing a minimum quality of education. Further, there are districts not following certain accreditation standards.

Education Service Centers (ESCs). Efficient methods are needed to deliver an appropriate quality and range of educational services to all Texas students. As intermediate units, ESCs can provide needed support services to multiple school districts that are too costly for a single district. ESCs are viable and generally provide services desired by schools. Many districts could enhance the quality and range of programs offered for students if additional academic and vocational instructional and support personnel were available. For example, shared teachers for languages or advanced mathematics would broaden options for students in small or rural schools. In addition, there are needs for shared vocational programs and for better regional planning. Vocational education is costly and coordination among districts and other entities offering programs is limited.

Appropriate Priorities. A substantial portion of ESC financial support is federal, and the tendency of some centers to pursue federal grants may detract from state and local priorities. Evaluations of ESCs should ensure that operations are sound and services appropriately respond to state and local needs.

Vocational Education Structure. Approximately 80 percent of all jobs in the 1980s will not require a baccalaureate degree. Secondary schools and community/junior colleges, the Texas State Technical Institute, certain four-year colleges and universities, municipal governments, and other entities provide public vocational training. These entities have various focuses and jurisdictions. This structure is fragmented and does not constitute a systematic state design for vocational education.

Critical Assessment. There is a need for a comprehensive state occupational education system. There have been various studies and advisories designed to evaluate and recommend improvement in the state’s vocational education structure and operation. None have critically addressed the basic issues in development of a coordinated and efficient state system. One reason may be that such studies and advisories are conducted by entities not completely disaffiliated

with vocational education and the state educational enterprise. Further, since many current programs and procedures are institutionalized, there may also be resistance to needed change.

Advancing Technology. Technology has significant implications for public education. In addition to the necessity for preparing students for technical careers, advancing technology is also applicable to management of schools. Educational policymakers and administrators must continue to evaluate and apply new technologies to the operations of the state and local educational enterprise. Further, all students will need to have an acquaintance with technological nomenclature and applications.

Paperwork. Paperwork required of school district personnel, particularly teachers, is burdensome and detracts from the focus on instruction. The federal government generates the largest amount of paperwork. However, the state as well as school districts add to the burden by requiring a significant number of reports and forms. This aggregation of paperwork is financially costly to the public and is a noninstructional task which detracts from the mission of the school.

RECOMMENDATIONS

The Governor should:

provide leadership for state and local policymakers collectively to influence the Congress and executive departments to decrease the information requirements of the federal government.

The Legislature should:

1. *support the State Board of Education's rigorous enforcement of accreditation standards.*
2. *provide for the State Board of Education to contract for a study with an entity that has no affiliation with the state vocational education enterprise to make recommendations regarding:*

- *the development of a single nonduplicative and articulated state system for all public vocational training;*

- *the determination of the most appropriate age levels for the various kinds of occupational skill training;*
- *the development of a state system based upon actual and projected needs of a statewide job market; and*
- *the implementation of a state system that makes an appropriate range of occupational training opportunities readily available to every student in the state.*

The State Board of Education should:

1. *enforce rigorously and expeditiously the accreditation standards in all school districts.*
2. *intensify efforts to decrease the paperwork required of school districts by the state and federal governments.*

School district boards should:

implement procedures to relieve the classroom teacher of paperwork that reduces instructional time and effort.

Education service centers should:

provide resources available to support regional planning, management, and operation of cooperatives between and among school districts to provide shared academic and vocational programs.



GOVERNOR'S ADVISORY COMMITTEE ON EDUCATION

Affecting State/Federal Relationships

CURRENT CONDITION AND RATIONALE

Federal Intervention. The United States Constitution reserves education to the states. However, the continuing congressional, executive, and judicial intervention in education is transferring the control of public education from the state and its local districts to the federal government. While needed in the past to correct certain inequities, such intervention now often responds to single interests and conflicts with state policies, philosophies, and interests. Many federally projected benefits for students are not realized.

Ineffective Approach. Historically, Texas policymakers—the Governor, the Legislature, the Attorney General, the State Board of Education, and school district boards of trustees—have not taken a unified or aggressive approach to federal policy development and implementation. They have no procedure for working together to form state positions on federal issues and causing those positions to be incorporated in federal law and regulation. Generally, some policymakers react independently after realizing negative consequences of a law or regulation that has been promulgated. Texas as a state should make every effort to be more influential in federal policy directions.

Policy Development. Federal education laws are becoming more numerous and prescriptive. A deluge of executive department regulations, which carries the weight of law, follows. Some regulations exceed the law; most are overly prescriptive and reflect views of departmental staff rather than the Congress. While there is limited recourse to adverse federal policy once it is promulgated, laws and regulations can be influenced during the development and writing process. To do this, aggressive on-site monitoring of the activities of the Congress and the Department of Education is necessary. Then, state and local policymakers must exert their collective influence on key persons in Washington in support of agreed-upon state positions.

Congressional Influence. Now, the state is without strong public education influence at the seat of federal governance. There is no Texas member of congress on the influential House Subcommittee on Elementary, Secondary and Vocational Education.

There is no Texas education leader in a position or with the charter to inform, influence, oppose, or support educational legislation and regulation of interest to the people of Texas.

Federal Enforcement. Litigation by the U.S. Department of Justice and enforcement of law or regulation by executive departments, primarily the Department of Education, constitute federal policy implementation. When districts are defendants, significant legal costs and personnel resources are required. Most districts have limited expertise and technical know-how to defend against the resources of the federal government. Many adverse orders have resulted.

State Interest. In certain instances, the state has been a named defendant and the Texas Education Agency and the Attorney General have participated in the defense. Any time a state interest is in question, school districts should have concentrated assistance and support from the state. The Attorney General has discretion to intervene where such a state interest is in question. Such intervention usually occurs when the constitutionality of a state law is challenged. However, it is not considered a state interest when the Department of Justice is a plaintiff or an intervenor in litigation against a district. It is also not considered a state interest when a federal administrative agency is threatening to discontinue the flow of federal funds to a district that is in full compliance with state public policy with which the federal staff disagrees.

RECOMMENDATIONS

The Governor should:

promote state and local policymakers' collective efforts to impact federal law and regulations from a state position and influence as appropriate federal officials regarding educational matters.

The Legislature should:

1. *recognize the consequences of continued federal intervention and take an active role in influencing federal officials regarding federal education policy development and implementation.*

2. *ensure that the State Board of Education is fully authorized and has adequate resources to establish and operate an effective full-time federal liaison effort.*

The Attorney General should:

intervene in litigation against a school district when a state law is in question, the Department of Justice is a plaintiff, or where a federal administrative agency is preparing to withhold funds based on a finding that is contrary to state public policy.

The State Board of Education should:

1. *assume an aggressive state leadership role in influencing federal law and regulation development and implementation.*
2. *initiate and coordinate a coalition of the Governor, leadership of the Legislature, school district boards of trustees, and educators to secure a commitment from the leadership of the United States House of Representatives for one of the Texas delegation to become a member of the Subcommittee on Elementary, Secondary and Vocational Education.*
3. *establish, pursuant to legislative authorization, an effective federal education liaison office to make formal and informal federal contacts, gather timely information, and influence federal law and regulation development and implementation.*
4. *establish a formal and effective communications network with the Governor, the Legislature, school district boards of trustees, and educators to apprise them in a timely manner of developing federal policies, to secure collective advice, and to communicate state positions.*
5. *provide for affirmative coordination of technical support for school districts that are in compliance with state public policy in actual or potential federal litigation where the districts are defendants.*



GOVERNOR'S ADVISORY COMMITTEE ON EDUCATION

School district boards should:

enter into a coalition with state policymakers and other local boards of trustees to become informed of federal activities, advise the State Board of Education in state position formulation, and aggressively promote those collective state positions with members of Congress and other federal officials.

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