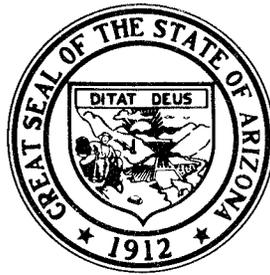


COMMITMENT TO QUALITY EDUCATION



ARIZONA'S TOP PRIORITY



A Report by the Commission to Study the Quality of Education in Arizona

ARIZONA DEPARTMENT OF EDUCATION
C. Diane Bishop, Superintendent
July 1987

ARIZONA DEPARTMENT OF EDUCATION



C. Diane Bishop, Superintendent

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from
The Commission to Study the Quality of Education in Arizona
July, 1987

EXECUTIVE SUMMARY

The Commission to Study the Quality of Education in Arizona was appointed by the Arizona Board of Education in late spring of 1986 in response to concerns regarding Arizona education. Composed of 18 members, lay and educators, the Commission was chaired by C. Diane Bishop, State Board member and current State Superintendent of Instruction.

PROCEDURES

As the Commission began its work, it reviewed various national and state reports, and Commission staff collected requested information from school districts, universities and commercial data bases. As its first official actions, the Commission developed and adopted a statement of quality education and a description of an educated person resulting from a quality education.

The Commission then divided itself into six subcommittees, to which other non-Commission resource members were added. These subcommittees were: Kindergarten Through Grade Five, Middle Level Education, High School, Language Minority, Exceptional Students, and Dropout Prevention. After a series of meetings to review information, conduct interviews and discuss related information and issues, the subcommittees each formed recommendations and constructed a report to the Commission.

Subcommittee reports were reviewed by the full Commission, and upon reflection over those reports, the Commission formulated a series of general recommendations to the State Board and staff formulated a draft report for later approval by the Commission. It was also agreed that subcommittee recommendations would stand as more specific recommendations to the State Board.

STATEMENTS OF QUALITY EDUCATION

As a result of their deliberations, Commission members described a quality education as one which:

Educates all the children so that each one can realize his/her potential and can become an optimally contributing member in a changing, democratic society . . .

An educated person, then, is one who is literate, motivated, responsible, economically self-sufficient, creative, empathetic, ethical, moral, can take risks, solve problems and make decisions, and is a good citizen.

STATUS OF CURRENT EDUCATION IN ARIZONA

Comprehensive data on the status of elementary and secondary education in Arizona were not available, nor was there time or resources to do the type of in-depth data collection necessary. Thus, the Commission was unable to reach any definitive conclusions about the quality of Arizona education. However, limited and selected data collection by Commission members, analysis of available State records and the personal expertise and knowledge of Commission (and subcommittee) members all contributed to a cursory view of Arizona education.

According to this view, several observations can be made. Great variation exists in both the quality of education and efforts to improve the quality of education across the State; those educators who are involved in improvement efforts need to be both recognized and supported. Results of mandated achievement tests suggest that Arizona pupils achieve at or above the national norming average in nine of the twelve grade levels in reading and at or above the national average in language (grammar) and mathematics; results are considerably poorer for language minority students. Given the general relationship to economic status and projected increases in language minority students, it appears that the educational system must get better just to stay the same in overall quality. Meeting minimum State requirements seems to be a consistent pattern among districts, and some are making little attempt to exceed these. Grade configurations for Arizona schools are traditional, with few local and no State Board policies on middle level education. Teacher preparation in Arizona universities meet or exceed State guidelines. Considerable differences exist in graduation requirements, attendance requirements, dropout prevention programs, resource availability and allocation, use and availability of technology, and priorities across school districts; these may translate into discrepancies in educational program quality.

With regard to these observations, it seems apparent that Arizona schools and school districts need to address and receive incentives for addressing policies, practices and curricula that promise to improve the quality of Arizona education.

FRAMEWORK FOR A QUALITY EDUCATION IN ARIZONA

Based upon the premise that all children are entitled to an education that provides them maximal opportunity to realize their potential, the Commission asserted a number of statements laying out some of the parameters for a quality education:

provides for excellence and equity	is guided by long- and short-range plans and a district philosophy
produces highly literate graduates	provides access to appropriate and ongoing evaluations
meets students' needs	provides for language and cultural differences among students
incorporates developmentally appropriate curriculum and methodologies	seeks to identify/solve emerging problems
maintains effective retention and dropout prevention programs	adequately funds educational programs
actively seeks involvement and support of parents and community/business groups	fosters accountability related to a quality education
focuses on student rather than subjects	

COMMISSION RECOMMENDATIONS

THE MAJOR RECOMMENDATION IS TO MAKE QUALITY EDUCATION THE TOP PRIORITY OF THE STATE OF ARIZONA.

The Commission recommends that the Arizona Board of Education:

1. Develop an ongoing, five-year, long-range plan for education in Arizona, consistent with the definition of quality education AND OTHER RECOMMENDATIONS IN THIS REPORT.
2. Make all policy decisions affecting education in the State of Arizona based on, and in direct support of, the stated framework for a quality educational system and ensure adequate resources and funding for implementation.
3. Empower the Arizona Department of Education, in concert with other education organizations, to provide staff-development programs for teachers, administrators, and school board members.
4. Serve as facilitator to unify various teacher-development efforts in the universities, school districts, the Arizona Department of Education, professional associations, and other organizations.
5. Charge and provide support for the Arizona Department of Education to implement detailed and systematic data collection on factors consistent with the definition of quality education in this report.
6. Establish the priority role for the Arizona Department of Education as that of vision and leadership and grant support for attaining these.
7. Ensure that teachers are provided technological tools and expertise that will empower them to be more effective and productive.
8. Develop a plan, to raise educators' salaries to a level that is nationally competitive. The plan should require performance accountability standards for educators.
9. Direct the Arizona Department of Education to evaluate, recognize, and disseminate information about verifiably excellent programs.
10. Set aside rules (where necessary) to establish incentive systems to encourage optimal educational practices and responsiveness to present and emerging needs, especially:
 - a. Voluntary school district consolidation; and
 - b. School district programs for the professionalization of teaching and improving working conditions of teachers, e.g., establishing a structure to involve teachers in decision making at the building level.
11. Direct the Arizona Department of Education to undertake a study of the Arts in the K-12 curriculum.
12. Provide a forum for feedback on these recommendations from representative groups and individuals throughout the State.
13. Actively lobby the State Legislature to develop a funding formula that provides funds equitably according to needs. THE URGENCY OF THIS RECOMMENDATION IS CRUCIAL TO IMPLEMENTING THE OTHER RECOMMENDATIONS IN THIS REPORT.

SPECIFIC SUBCOMMITTEE RECOMMENDATIONS

Kindergarten Through Grade Five Subcommittee

The achievement of the above goals will require the commitment of teachers, administration, local governing boards, State Board of Education, and the Legislature. Education decision makers will:

- A. Make all policy decisions affecting education in the State of Arizona based on and in direct support of the stated quality education goals.
- B. Develop curricular activities consistent with the stated goals.
- C. Provide technologically advanced productivity aids and teacher assistance to improve engaged learning time and overall teacher productivity.
- D. Aggressively pursue a course of action that provides advanced learning techniques and tools at classroom level.
- E. Produce staff development programs for teachers and administrators to maintain and refine professional and personal skills to enhance self-esteem and positive perception of education as a high-quality profession.
- F. Provide opportunities for sharing expertise with colleagues throughout the State.
- G. Develop a sense of partnership between home, school, community, and Legislature.
- H. Work cooperatively with the State colleges of education to provide quality guidance in the implementation of their curriculum which is consistent with the implementation of the education goals.
- I. Provide programs for parent education and involvement which encourages parents to assume an active role and ownership of their child's education.
- J. Educate and encourage all decision-making bodies, i.e., Legislature and School Boards, to elevate quality education to a position of the highest priority throughout the State of Arizona.
- K. Provide compensation to professional educators with accountability which is comparable to business and industry and would be ranked among the top ten of the states in the nation. This is essential to attract and retain quality professionals.
- L. Move immediately to establish a positive incentive program to encourage voluntary school district consolidation throughout the State.
- M. Disburse tax money collection in an equitable manner and specifically according to need across the State.

Middle Level Education Subcommittee

- A. It is recommended that the educational system in Arizona be conceptualized as elementary, middle, and secondary education.
- B. It is recommended that the State Board of Education and local governing boards establish a rationale, philosophy, and policies for middle level schools.
- C. It is recommended that the State Board of Education establish guidelines for middle level education in Arizona that are based upon the characteristics of the transescent youngster.
- D. It is recommended that the Arizona Department of Education establish a facilitator of middle level education and that the State Board work with the Board of Regents to ensure at least one Arizona university establish a strong middle level education teacher preparation program.
- E. It is recommended that the State Board of Education join with the National Association of Secondary School Principals in declaring 1987-1988 as the year of Middle School Education (in Arizona).
- F. It is recommended that the State Board of Education set aside funds for staff development in Arizona middle level schools.

High School Subcommittee

- A. Develop a long-range statewide plan for K-12 education.
- B. Adopt a policy statement on the components of a quality high school education and communicate it to all districts.
- C. Establish and maintain a computerized information collection, storage, retrieval, and dissemination system with relevant educational data and research. Provide a leadership role in technical assistance and support services.
- D. Sponsor a Principal's Academy for professional growth and development. Funding should be shared by the state, the local district, and the university system.
- E. Develop and fund a statewide instructional assessment system that focuses on program effectiveness and student achievement and outcomes. The system should provide technical assistance and support services to local school districts.
- F. Develop and fund an incentive program for all districts who wish to submit a three-to-five-year educational plan for the high school program. The plan should contain philosophy and objectives, program of studies including specified student outcomes, staff development activities, a comprehensive evaluation and assessment system employing multiple measures of student achievement and program effectiveness, funding and budgetary needs, strategies to build partnerships with the community possibly through a service requirement for all students, a partnership proposal for collaboration with business and industry, and an alternative instructional program for "high risk" students.

- G. Establish statewide Career Ladder Plan for teachers.
- H. Maintain the current number of Carnegie units required for high school graduation.
- I. Actively communicate the need for excellence and equity in high school programs.
- J. Provide a forum for feedback on these recommendations from representative groups throughout the state.

Language Minority Subcommittee

The following recommendations are based on a framework for ensuring quality education for language minority students:

- A. That minority cultural and linguistic differences be incorporated into the school programming.
 - 1. State Board Level:
 - (a) Recommend policies that accommodate diverse needs of students.
 - (b) Encourage policies at state and local levels that will enhance the recruitment and certification of language minority teachers and school/district administrators.
 - (c) Review existing vocational education curriculum for meeting the needs of language minority students.
 - (d) Recommend strengthening of multicultural competencies on the teacher skills list.
 - (e) Develop a multicultural strand for the social studies scope and sequence which focuses not only on Arizona but reaches to a more comprehensive point of view.
 - (f) Recommend to Board of Regents that a policy be adopted to help language minority students get into and through the teacher-preparation system.
 - (g) Develop methods to better profile and distinguish among different student characteristics.
 - (h) Define programmatic characteristics in a consistent and uniform way.
 - (i) Define terms and use in a systematic way, e.g., monolingual, bilingual, limited English proficient. These terms are often used interchangeably in an incorrect way.
 - (j) Expand the bilingual education unit at the ADE in order to monitor, review, and recommend improvement to the local school district.

2. District Level:
 - (a) Develop support systems for students such as parent groups, summer programs, homework.
 - (b) Provide preservice and in-service training for regular classroom teachers and support the value and/or teaching of the language and culture of language minority students to meet varying learning styles.
- B. That the minority community be valued and empowered to participate in the education of language minority students.
 1. State Board Level:

Establish a service to coordinate existing resources for language minority students and their parents.
 2. District Level:
 - (a) Develop support systems for parents (examples are provided above).
 - (b) Promote involvement of home in educational programming (e.g., reading).
 - (c) Establish community liaisons.
- C. That pedagogy promote intrinsic motivation on the part of students.
 1. State Board Level:
 - (a) Support existing instructional models which empower language minority students to become active learners.
 - (b) Recommend that the Legislature adequately fund preservice and in-service training of teachers/paraprofessionals to receive ESL or Bilingual Endorsement to meet the needs of language minority students.
 - (c) Recommend that the Legislature fund excess cost of educating language minority students. This includes monies for planning alternate structures for delivering instruction and incentives for bilingual/ESL endorsed teachers.
 - (d) Provide guidelines to districts for language minority students who transfer from one district to another.
 - (e) Establish a system and provide funds for assessing languages, especially native American languages represented in the state.
 - (f) Provide resources to the ADE to expand the current system for provision of appropriate translators and interpreters.

2. District Level:

- (a) Ensure that language minority students participate in specific academic programs (science, mathematics, and technology) that will empower them to take their place in the social and economic future of this nation.
- (b) Develop alternate ways to deliver instruction (time, space, resources, and staff).
- (c) Apply the principles of learning and the concept of good practices to all children.
- (d) Avoid labels which diminish the status of a unique group, e.g., language deficient.
- (e) Implement impact studies resulting in policy statements which forces a level of awareness and assists in the process of providing quality education for all students.
- (f) Develop programming which enhances self-esteem of language minority students through successful achievement.
- (g) Provide ongoing staff development which assists teachers in acquiring a repertoire of instructional skills designed to encourage differentiated delivery systems of instruction.
- (h) Use the results of evaluation as a way to adapt the instructional environment of language minority students rather than to classify these students.
- (i) Provide appropriate assessment to avoid overrepresentation of language minority students in special education programs and underrepresentation of language minority students in gifted programs.

Exceptional Students Subcommittee

A. Recommendations Involving the Arizona Department of Education

- 1. Initiate in 1987-88, an impartial, comprehensive study and evaluation of representative special education and gifted programs, focusing on program effects and student outcomes, cognitive and affective. Publish results for possible replication of exemplary programs.
- 2. Mandate that curricula scope and sequence developed for special education programs be demonstrably parallel to and congruent with regular education curricula whenever possible unless there is rationale to depart from that curricula.
- 3. Assess the function of the special education unit and the gifted specialist to assure that there are enough resources and qualified personnel to provide appropriate services to LEAs and thus to exceptional students.

4. Establish a research base at ADE to develop long-range studies of efficiency and effectiveness of programs and assistance to LEAs that want to do their own studies.
5. Identify a cadre of knowledgeable individuals and establish a process within ADE's special education and school improvement units to assess scope and sequence documents, to verify their reality in practice, and to assist in program writing and implementation.
6. Expand the cadre of professionals within the ADE special education unit to assist in planning for and developing exceptional student programs, similar to the School Improvement Unit.
7. Recognize as quality only those programs whose components are verifiable beyond the written page. When repeated on-site visits validate the reality of what is claimed by the LEAs, disseminate information for possible replication.
8. Continue to include the Special Education Advisory Committee, along with LEA representatives and experts in the fields of exceptionalities, in the establishment of specific and consistent state guidelines for minimum program standards for all types of exceptional student programs in all state LEAs.
9. Have written and seek a broad acceptance of the recommendations of the Special Education Advisory Committee and the Standing Committee on Gifted Concerns to the State Board for rule adoption regarding the criteria for placement in and exit from exceptional student programs.
10. Emphasize the role of the ADE special education unit and gifted specialist in providing leadership and sharing expertise with LEAs in evaluation and inter-district articulation. Recommend that additional funds be directed toward this effort.
11. During the next rule revision regarding certification, add a requirement to the regular teaching certificate for all teachers at all grade levels of competencies in the characteristics and needs of exceptional children.
12. Continue to focus on the integration of handicapped children and youth into regular education and their communities.

B. Recommendations Involving the Universities

1. Urge the universities to include coursework on the characteristics and needs of exceptional students, curricular modifications, and instructional strategies as part of the requirements for a degree in education.
2. Encourage universities to include an on-site internship year for all degrees in the education of exceptional students.
3. Assist the universities in developing a plan for providing coursework and consultancies to meet LEA staff and program development needs.

C. Recommendations Involving the Legislature

Consider the following for inclusion in the recommendations for legislative action for the next session:

1. Require school districts to serve preschool handicapped children (ages 3-5) and continue developmental screening and testing for special needs and gifted service at the preschool and third grade levels. Some of this is currently in place, but needs to be augmented.
2. Develop a funding formula that provides the needed resources to provide service to all students, including those who cannot be appropriately served in the regular education program, and take into account the actual rise in educational expenses to the district, number of students requiring service, remoteness, etc.
3. Establish definitive baseline criteria for placement and exit from LD and EH programs and other programs as necessary.
4. Encourage a legislative study of the feasibility of implementation of intermediate service agencies (consortia or BOCES) to meet the needs of gifted and other exceptional students in the State of Arizona.
5. Promote legislation to require in-service training in the needs of all exceptional students for all school district governing board members.
6. Provide funding for transition activities of handicapped students from school to the world of work.

Dropout Prevention Subcommittee

- A. Enjoin the legislature to require the appropriate agencies to enforce the compulsory attendance laws.
- B. Encourage the legislature to provide school districts with the option of using either the 40th day student count, or the 100th day student count in the development of budget limits for the subsequent budget year.
- C. Encourage the Arizona State Board of Education to establish *the* definition for a school dropout.
- D. Urge the legislature to fully fund the chemical abuse program.
- E. Urge the legislature to provide funding for staff development training, focusing on prevention, to all school district personnel.
- F. Recommend to the Arizona State Board of Education to request in the 1987-88 priorities funding for dropout prevention programs from the legislature.
- G. Establish a system for the dissemination of successful dropout prevention activities in the state, southwest, and country.

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**THE COMMISSION TO STUDY THE QUALITY OF
EDUCATION IN ARIZONA**

REPORT

I. INTRODUCTION

The Commission to Study the Quality of Education in Arizona was formed in the late spring of 1986 in response to concerns regarding Arizona education. These concerns surfaced from the High School Graduation Requirements Committee to the State Board. That Committee recommended that the State Board adopt a definition of quality education in Arizona and appoint a State Commission to (1) examine the current quality of education in Arizona and (2) make recommendations for needed changes and their probable impact. Consequently, the State Board of Education, acting on the recommendation at the May 27, 1986 meeting, established the Commission and approved the list of names for membership. Additional names were approved at subsequent meetings for a total of 18 members; C. Diane Bishop, State Board member and currently State Superintendent of Public Instruction, was named chairperson. The following people served as Commission members:

Chairperson:

C. Diane Bishop, Superintendent
Arizona Department of Education

Lay Members:

Bud Bowden
McDonnell Douglas

Paul Brinkmann
Honeywell, Incorporated

Jose Carbajal
Sunnyside School Board

Ken Carpenter
IBM Corporation

Gary L. Cruze
Sperry Corporation

JoAnne Hilde
Prescott School Board

Anita Louise Lichter
Nogales School Board

Jerry A. Oliver
Phoenix Police Department

Adele Verkamp
Flagstaff School Board

Educators:

Dr. Tim Dyer
Phoenix Union High School District

Dr. Jon M. Engelhardt
Arizona State University

Dr. Lola P. Gross
Arizona Department of Education

Dr. Myrtle Gutierrez
Littleton Elementary School District

Dr. Virginia McElyea
Paradise Valley Unified School District

Nina Arias Nelson
Peoria Unified School District

Dr. Stan Paz
Tucson Unified School District

Joan Timeche
Hopi Tribe

Dr. Richard B. Wilson
Amphitheater Unified School District

Dr. Veronica Zepeda
Roosevelt Elementary School District

During the organizational meetings, the Commission defined quality education and discussed the profile of an educated person who has gone through the public educational system. Based on that definition and the profile, a quality education model was developed. (See Figure I.)

During its initial effort, the Commission reviewed the national reports and summaries, statistical information from the Arizona Department of Education, the Department of Economic Security, the Department of Public Safety, and the various financial institutions that publish statistical and demographic data for the state. A staff person from the Arizona Department of Education was asked to contact the colleges and universities in the State to ascertain what efforts they were making toward quality that might impact on public schools; to ask superintendents of school districts in the State for statements of local board philosophies and policies that address the quality issue, as well as to identify outstanding, quality programs that are in place already; to conduct a search through ERIC for definitions of quality and what constitutes a quality education; to contact state and national professional organizations for the efforts they are making toward excellence and to collect materials and maintain a file on relevant literature/research studies on effective schools. All of this information and these materials were collected and made available to the Commission members. Several publications from other states that are involved in quality education studies, the reports from U. S. Secretary of Education William Bennett, and the Arizona Department of Education's Effective Schools Publication were made available as well.

Study teams/subcommittees, composed of Commission members and other individuals throughout the State invited by them to join the groups, were formed to address different areas of concern. Ultimately, six subcommittees reported: Kindergarten through Grade Five, Middle Level Education, High School, Language Minority, Exceptional Students, and Dropout Prevention.

Each subcommittee approached the task a little differently; however, in essence, the charge was to describe the current status of education in Arizona, to develop a framework for a quality education, and to list the recommendations necessary to achieve a quality education for Arizona students. These groups met periodically throughout the year to review information, to conduct interviews, and to discuss and assess the information and issues. Individual group reports were submitted to the total Commission, but essentially represent the findings of the specific group. Group reports are included in the Appendices.

Efforts of the Commission meetings were then directed to reviewing the study team reports, compiling the list of general recommendations to submit to the State Board of Education, and approving this report.

II. DEFINITION OF A QUALITY EDUCATION

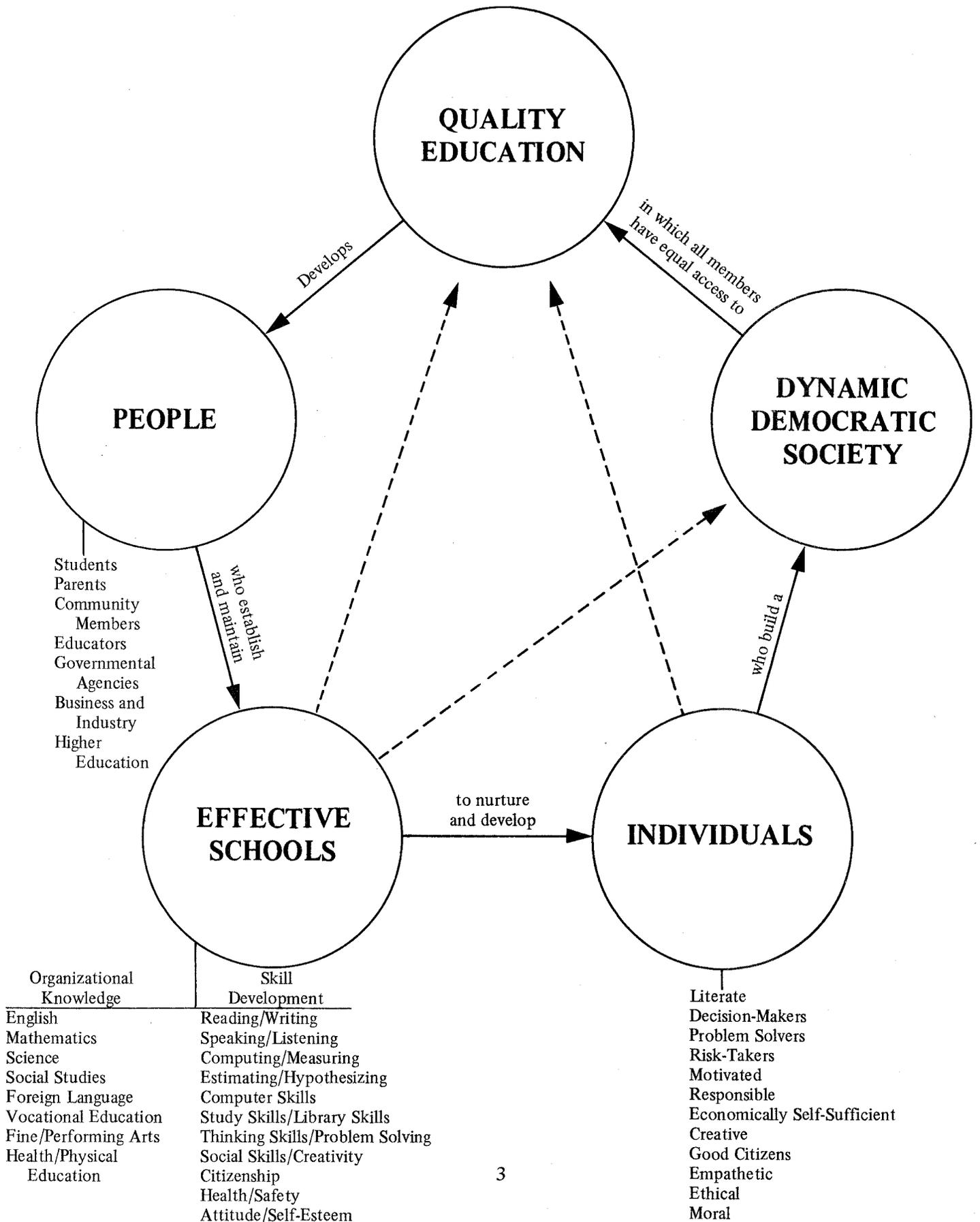
The following statement of quality education was adopted by the Commission.

The mission of education in Arizona is to educate all the children so that each one can realize his/her potential and can become an optimally contributing member in a changing, democratic society.

A quality education is an education that provides maximal opportunities for all students to realize that potential.

FIGURE I. A QUALITY EDUCATION MODEL

PARTNERSHIPS FOR EDUCATIONAL EXCELLENCE



III. STATUS OF CURRENT EDUCATIONAL SYSTEM IN ARIZONA

To comprehensively assess the current status of education in Arizona would require considerable time and the involvement of many different organizations/agencies and techniques. In-depth surveys and research projects, site visits and extensive interviewing, comparative studies and evaluations, and complete analyses of data would need to be included. For this report, an introductory description of the current status of education in Arizona was predicated on the collected information available to the Commission members, the expertise and knowledge of the Commission members, and the findings of the individual study teams.

Currently, school district personnel are meeting minimum requirements in most areas. Some are making giant progress toward excellence. Others are providing an inadequate education to students. Efforts are not consistent across the state. In spite of this, many quality programs and practices exist. Efforts are being made in some districts that are a vanguard for quality education. Dedicated and competent teachers and administrators are making concerted and ongoing efforts to effect excellence in our schools. These efforts are documented by the School Recognition Programs and the Quality Programs and Practices Review as well as by reports from conference presentations, the Principals' Academy, and monitoring and other on-site visits. The impact of national reports on what comprises a quality education is being addressed by taking a realistic look at current practices, by raising standards, and by developing both long-range and short-range plans for achieving excellence. School district personnel who are involved in these efforts need to be recognized and supported for their commitment to public education and to Arizona students.

Although only one indicator of achievement, test scores of Arizona students reflect both positive and negative results of schooling. Evaluation, either through standardized testing or as part of the essential skills program is required of all Arizona schools. Achievement testing in reading, grammar, and mathematics for grades 1-12 is mandated by the State Legislature to compare the scores of Arizona pupils with the scores of pupils across the nation. The Iowa Tests of Basic Skills (ITBS) in grades 1-8, the Stanford Achievement Test (SAT-7) in grade 9, and the Stanford Test of Academic Skills (TASK) in grades 10-12 were administered in 1987 to a total of 498,231 pupils. These pupils were enrolled in 918 schools in 210 districts. Certain categories of special education pupils were exempt by law from taking the tests. There were 6,470 limited English proficient pupils exempt from the testing as well. Of this group of pupils, 1,107 were exempted for a second year by 17 districts and 563 were exempted for a third year by 15 districts. (State law allows pupils who are non-English monolingual or predominantly speakers of a language other than English to be exempted from the testing requirement for up to three years.) The total of exempted pupils was less than 1½ percent of the total pupils tested.

Arizona pupils achieved at or above the national average in reading in nine of twelve grade levels. Arizona performance in language (grammar) was at or above the national average in all grades. Mathematics performance for Arizona pupils was also at or above the national average in all grades. However, the results are not as favorable when viewed for students considered language minority. (See report from language minority subcommittee.)

Compliance with minimum requirements and state statutes as well as with State Board rules and regulations is a consistent pattern. Some districts are concerned primarily with meeting the minimum requirements while others are attempting and succeeding in

TABLE I
 ARIZONA PUPIL ACHIEVEMENT TESTING
 IOWA TESTS OF BASIC SKILLS—GRADES 1-8
 STANFORD ACHIEVEMENT TEST—GRADE 9
 STANFORD TEST OF ACADEMIC SKILLS—GRADES 10-12
 MEAN GRADE EQUIVALENT
 APRIL 1986, 1987

TOTAL READING												
	GRADES											
	ONE	TWO	THREE	FOUR	FIVE	SIX	SEVEN	EIGHT	NINE	TEN	ELEVEN	TWELVE
National Averages	1.9	2.9	3.9	4.8	5.8	6.8	7.8	8.7	9.2	10.1	11.6	12.3
Arizona Averages '86	1.8	3.0	3.9	4.7	5.7	6.6	7.3	8.3	10.5	10.9	12.0	12.9
Arizona Averages '87	1.8	3.0	3.8	4.9	6.0	6.8	7.8	8.6	10.2	10.7	12.1	PHS

TOTAL LANGUAGE (GRAMMAR)												
	GRADES											
	ONE	TWO	THREE	FOUR	FIVE	SIX	SEVEN	EIGHT	NINE	TEN	ELEVEN	TWELVE
National Averages	2.0	3.0	4.0	5.0	5.9	6.8	7.8	8.6	9.2	10.1	11.2	11.7
Arizona Averages '86	2.1	3.4	4.1	5.0	5.9	6.9	7.6	8.5	9.6	10.5	11.9	12.0
Arizona Averages '87	2.2	3.5	4.4	5.3	6.2	7.1	7.9	8.9	9.5	10.5	12.0	12.4

TOTAL MATHEMATICS												
	GRADES											
	ONE	TWO	THREE	FOUR	FIVE	SIX	SEVEN	EIGHT	NINE	TEN	ELEVEN	TWELVE
National Averages	1.9	2.9	3.8	4.8	5.8	6.8	7.8	8.6	9.9	10.7	12.0	12.4
Arizona Averages '86	1.9	3.0	3.7	4.6	5.8	6.6	7.6	8.6	10.1	11.5	12.6	PHS
Arizona Averages '87	2.0	3.1	3.8	4.8	5.9	6.9	7.8	8.7	10.2	11.6	12.9	PHS

establishing greater accountability for designing programs to meet the needs of their school populations and communities.

Grade configurations in secondary schools generally conform to traditional patterns of junior high schools, comprising grades 7-8, and high schools, comprising grades 9-12. In addition, the single subject departmentalized curriculum design is the norm for both junior high schools and high schools. Few local school districts have established middle schools or middle school policies and no related State Board policy exists for middle schools.

Most secondary teaching personnel are trained in a discipline in their undergraduate preparation programs and complete a number of education courses and a student teaching field experience. For teachers in elementary schools, a minor of at least 18 semester hours in a content area and 45 semester hours in elementary professional preparation, including student teaching or teaching experience are required. Also, Arizona honors approved teacher-education programs from regionally accredited colleges and universities. All teachers in Arizona must have a course in Arizona Constitution, U. S. Constitution, Reading Decoding, and Reading Practicum, and must pass the Arizona Teacher Proficiency Examination.

Several discrepancies among local districts in length of school day, requirements for graduation, compulsory attendance, and dropout prevention programs were noted. Control of educational policies and procedures at the local level is an Arizona tradition. Thus, there are discrepancies in the quality of the programs provided. Resources and the allocation of available funds for specific programs vary. Priorities do not always guarantee equitable attention to effective practices and programs and can result in some programs, such as those in the area of gifted and learning disabilities, receiving less than adequate attention in some districts. A lack of standardized criteria for placement in special programs is partially responsible.

Another area where large discrepancies exist is in that of technology. Although computers exist in nearly every school in Arizona, the uses of them and the contribution they make to the total instructional program vary widely. In addition, more sophisticated technological tools, e.g., interactive video, are being utilized in only a small number of school districts. An assessment of how to integrate technology into the educational process needs to be part of every school's curriculum planning.

Arizona schools and districts need to address these deficiencies by devising action plans to correct them. Resources to meet the needs of all children must be a priority across all segments of the population. Partnerships that assure local district autonomy within a State of Arizona framework that encourages and supports instructional improvement must have the attention and support of all Arizonans to ensure that quality educational practices, programs, and curriculum designs continue and expand.

IV. CHARACTERISTICS OF CHILDREN IN ARIZONA SCHOOLS

Demographics:

Tables II, III, IV,

**STATE SUMMARY OF NUMBER AND TYPE OF SCHOOLS
1985-86**

Total No. of Districts 218 (Does Not Include Accom. Districts, Non-operating or Special Programs)
 Total No. of Elem. Schools 759
 Total No. of High Schools 148

* Teaching High Schools
 ** Transporting Districts
 *** Non-operating Districts

	Elem. Dist.	Elem. Sch.	High Sch. Dist.	High Sch.	Unif. Dist.	Elem. Sch. Unif.	High Sch. Unif.	Total Sch. Unif.	Accom.		Spec. Prog.
									Dist.	Sch.	
Apache	3	3	0	0	7	22	7	29	0	0	0
Cochise	13(**2)	12	2	2	8	24	8	32	1	3	1
Coconino	2	2	0	0	6	23	7	30	0	0	0
Gila	4(*1)	4	0	1	4	13	4	17	0	0	1
Graham	3(**1)	3	0	0	4	8	4	12	0	0	1
Greenlee	2	2	0	0	3	5	3	8	0	0	1
La Paz	4	4	1	1	1	3	1	4	0	0	0
Maricopa	37	195	6	28	12	135	26	161	2	3	1
Mohave	(*1) (**1) 13(***1)	21	1	2	1	6	1	7	0	0	0
Navajo	0	0	0	0	9	30	8	38	0	0	1
Pima	6(**2)	4	0	0	10	140	22	162	1	1	1
Pinal	9	20	2	2	7	18	7	25	1	1	1
Santa Cruz	4(**1)	3	1	1	2	8	1	9	0	0	0
Yavapai	(*1) 14(**5)	15	1	1	7	15	8	23	0	0	0
Yuma	7	23	2	3	0	0	0	0	0	0	1
State Total	121	309	16	41	81	450	107	557	5	8	9

SCHOOL DISTRICTS EXISTING/NON-OPERATING

MOHAVE Mt. Trumbull Elementary No. 24

ELEMENTARY DISTRICTS TEACHING
HIGH SCHOOL SUBJECTS

GILA Young Elementary No. 5

ACCOMMODATION DISTRICTS

COCHISE Ft. Huachuca Accommodation No. 00
 MARICOPA Horse Mesa Accommodation No. 509
 Williams Air Force Base Accommodation No. 510
 PIMA Zimmerman Accommodation No. 00
 PINAL Mary C. O'Brien Accommodation No. 90

TRANSPORTING SCHOOL DISTRICTS

COCHISE Forrest Elementary No. 81
 Rucker Elementary No. 66
 GRAHAM Klondyke Elementary No. 9
 MOHAVE Topock Elementary No. 12
 PIMA Empire Elementary No. 37
 Redington Elementary No. 44
 SANTA CRUZ Lochiel Elementary No. 9
 YAVAPAI Champie Elementary No. 14
 Congress Elementary No. 17
 Rincon Elementary No. 47
 Walnut Grove Elementary No. 7
 Williamson Valley Elementary No. 2

TABLE III
STATE SUMMARY BY GRADE OF PUPIL ENROLLMENT
1985-86

	RACIAL ETHNIC					Total State Enrollment	Dropouts
	White (Non- Hispanic)	Black (Non- Hispanic)	Hispanic	American Indian or Alaskan Native	Pacific Islander or Asian		
Kindergarten	31,989	2,205	12,651	3,089	600	50,534	211
Grade One	33,549	2,350	12,763	3,502	613	52,777	33
Grade Two	30,417	1,889	10,955	2,915	578	46,754	22
Grade Three	29,783	1,816	10,772	2,841	609	45,821	24
Grade Four	27,909	1,682	9,967	2,639	583	42,780	25
Grade Five	27,797	1,658	9,842	2,574	564	42,435	20
Grade Six	27,725	1,686	9,548	2,634	598	42,191	32
Grade Seven	29,229	1,820	9,866	2,853	627	44,395	126
Grade Eight	29,990	1,648	9,718	2,694	591	44,641	174
Ungraded Elementary	3,069	457	1,534	481	28	5,569	27
<hr/>							
TOTAL ELEMENTARY	271,457	17,211	97,616	26,222	5,391	417,897	694
Special Education (Included in above Total)							
Grade Nine	33,866	1,770	10,282	3,949	757	50,624	2,750
Grade Ten	32,692	1,719	8,494	3,171	651	46,727	3,462
Grade Eleven	29,633	1,460	6,809	2,681	512	41,095	3,420
Grade Twelve	28,501	1,248	6,078	2,452	505	38,784	2,909
Ungraded Secondary	471	18	113	52	2	656	121
<hr/>							
TOTAL SECONDARY	125,163	6,215	31,776	12,305	2,427	177,886	12,662
Special Education (Included in above Total)							
GRAND TOTAL	396,620	23,426	129,392	38,527	7,818	595,783	13,356

Total High School Graduates: 27,533

TABLE VI

NUMBER OF STUDENTS BY CATEGORY/ETHNIC/SEX

CATEGORY	TOTAL		WHITE		BLACK		HISPANIC		AMER. INDIAN		ASIAN		CATEGORY
	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE	
VH	145	150	99	114	7	6	28	22	9	4	2	4	VH
PH	280	216	202	143	8	10	51	46	13	14	6	3	PH
MH	699	487	410	299	39	32	160	117	82	34	8	5	MH
HH	309	269	183	187	10	6	89	65	19	9	8	2	HH
TMH	762	677	457	362	37	41	198	195	61	72	9	7	TMH
EHP	330	52	249	39	39	5	32	7	10	1			EHP
HBD	156	231	125	165	3	17	19	40	7	8	2	1	HBD
EMH	2,089	1,829	1,069	931	251	195	594	530	166	163	9	10	EMH
EH	2,526	690	1,956	527	115	30	318	91	120	39	17	3	EH
LD	20,212	8,782	12,786	5,349	1,002	440	4,852	2,263	1,489	686	83	44	LD
SPH	12,165	7,373	7,970	4,905	504	271	2,886	1,696	659	412	146	89	SPH
TOT. HAND.	39,673	20,756	25,506	13,021	2,015	1,053	9,227	5,072	2,635	1,442	290	168	TOT. HAND.

Taken from Arizona Department of Education Special Education Census, School Year 1986-87.

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V. FRAMEWORK FOR A QUALITY EDUCATIONAL SYSTEM IN ARIZONA

Beginning with the premise that all children are entitled to maximal opportunities to realize their potential, the Commission members developed the following framework:

A Quality Education

- provides for both excellence and equity for all students.
- produces graduates with high literacy who are capable of either going on to higher education or of assuming roles in society as productive, tax-paying, law-abiding citizens.
- meets each student's intellectual, social, personal, and vocational needs.
- incorporates a developmentally appropriate curriculum which is relevant to the lives of students both today and in the future, including the most advanced research and use of technology.
- provides for a curriculum taught by interdisciplinary teams with the focus on students rather than subjects.
- takes its direction from district-specific long- and short-range plans that include philosophy and objectives, programs of study and course content, instructional methodologies, evaluation strategies, staff development, and community involvement.
- utilizes instructional methodologies consistent with the developmental characteristics of all students served.
- provides all students access to proper programs through an unbiased, sound evaluation system which specifies criteria for entry to and exit from a continuum of services.
- uses an ongoing process of evaluation, review, and revision.
- recognizes the differences in language and cultural backgrounds of students and utilizes these to enhance the opportunities for quality learning.
- provides programs for all students based on a philosophy congruent with the district philosophy and correlated with the district's total program.
- provides prevention programs at all levels to deal effectively with retention and reduce the ever-growing dropout rate.
- goes beyond the school and includes support teams consisting of parents, community leaders, and business and industry representatives.
- acknowledges and finds solutions for emerging problems.
- provides resources and funding for implementation.
- provides an environment which develops and achieves accountability for quality from all groups involved.

VI. COMMISSION RECOMMENDATIONS

THE MAJOR RECOMMENDATION IS TO MAKE QUALITY EDUCATION THE TOP PRIORITY OF THE STATE OF ARIZONA.

Toward this end, the following recommendations are submitted to the State Board of Education for implementation:

1. Develop an ongoing, five-year, long-range plan for education in Arizona, consistent with the definition of quality education AND OTHER RECOMMENDATIONS IN THIS REPORT.
2. Make all policy decisions affecting education in the State of Arizona based on, and in direct support of, the stated framework for a quality educational system and ensure adequate resources and funding for implementation.
3. Empower the Arizona Department of Education, in concert with other education organizations, to provide staff-development programs for teachers, administrators, and school board members.
4. Serve as facilitator to unify various teacher-development efforts in the universities, school districts, the Arizona Department of Education, professional associations, and other organizations.
5. Charge and provide support for the Arizona Department of Education to implement detailed and systematic data collection on factors consistent with the definition of quality education in this report.
6. Establish the priority role for the Arizona Department of Education as that of vision and leadership and grant support for attaining these.
7. Ensure that teachers are provided technological tools and expertise that will empower them to be more effective and productive.
8. Develop a plan, to raise educators' salaries to a level that is nationally competitive. The plan should require performance accountability standards for educators.
9. Direct the Arizona Department of Education to evaluate, recognize, and disseminate information about verifiably excellent programs.
10. Set aside rules (where necessary) to establish incentive systems to encourage optimal educational practices and responsiveness to present and emerging needs, especially:
 - a. Voluntary school district consolidation; and
 - b. School district programs for the professionalization of teaching and improving working conditions of teachers, e.g., establishing a structure to involve teachers in decision making at the building level.
11. Direct the Arizona Department of Education to undertake a study of the Arts in the K-12 curriculum.
12. Provide a forum for feedback on these recommendations from representative groups and individuals throughout the State.
13. Actively lobby the State Legislature to develop a funding formula that provides funds equitably according to needs. THE URGENCY OF THIS RECOMMENDATION IS CRUCIAL TO IMPLEMENTING THE OTHER RECOMMENDATIONS IN THIS REPORT.

KINDERGARTEN THROUGH GRADE FIVE SUBCOMMITTEE REPORT

I. The Subcommittee

Background

During the 1986-87 school year, the Kindergarten Through Grade Five (K-5) Subcommittee met on a very regular basis approximately once a month and in some cases more frequently. The group specifically concentrated on the quality of education in kindergarten through fifth grade in elementary schools in the public arena. As the review and discussions evolved, it became more apparent that the quality issues were of a wider scope than just kindergarten through fifth grade. In fact, the issues are high level policy related and pertinent to all public education in the kindergarten through twelfth grade public school system in Arizona. It is widely accepted and was extensively discussed in this group, however, that the formative years of education, specifically kindergarten through third grade, were perhaps the most important in setting the skill base foundation for future growth of the student. It is commonly believed that high school dropouts actually began the dropout process in the first or second grade when their skill levels began to lag behind their peer group. Our bottom line overall goal for all education in Arizona was to graduate at the twelfth grade level a literate individual who had the capability of either going on to college or filling a position in the work force as a law-abiding, tax-paying American citizen capable of continuing to learn and change in this dynamic democratic society in which we live.

Membership

Mr. K. M. Carpenter
IBM Corporation

Dr. Lupe Romero
University of Arizona

Dr. Myrtle Gutierrez
Littleton Elementary School District

Ms. Marilyn Ross
Mesa Public Schools

Ms. Barbara Guyton
Sunnyside Unified District

Charge and Procedure

The specific charge of this subcommittee was to study the current status of quality education in the K-5 arena to analyze available data, to review and discuss major issues confronting the achievement of higher quality education, and to make recommendations for improvement in quality.

II. Definition of Population

The population of students in kindergarten through grade five is composed generally of students between the ages of five and eleven. Of the approximately 418,000 elementary-age children in Arizona (grades K-8) during the 1985-86 school year, 281,100 were enrolled in grades kindergarten through grade five. This represents slightly over two-thirds of all those students attending Arizona public elementary schools.

III. Current Status of K-5 Education in Arizona

Personnel

Teachers in elementary schools are either graduated from an approved teacher-preparation program or are trained with a minor of at least 18 semester hours in a content area and 45 semester hours in elementary professional preparation, including student teaching or teaching experience. All Arizona teachers must have courses in Arizona Constitution, U. S. Constitution, Reading Decoding, and Reading Practicum. In addition, they must pass the Arizona Teacher Proficiency Examination.

Organizational Structures

The most common grade configuration for elementary students is kindergarten through grade eight, especially in the less populated areas. Of the 760 elementary schools in Arizona, nearly 300 use a kindergarten through grade six organization, most prominent in Maricopa and Pima counties. Other grade configurations include kindergarten through grade five, kindergarten through grade three, kindergarten through grade four, grade one through grade six, etc.

Program Content

Recognizing the importance of the critical foundation years in a student's education, the Arizona Legislature passed special legislation to provide academic assistance in kindergarten through grade three. School districts were required to develop kindergarten through grade three improvement plans to supplement the regular education program by providing special assistance to help students meet the minimum skills necessary for entering the fourth grade by the end of grade three. In addition, the State Board of Education adopted a list of essential/exit skills for kindergarten through grade three as a result of the legislation.

No specific skills for grades four and five have been identified; however, essential/exit skills for grade eight have been determined. By legislation, each district must decide which skills are appropriate for each grade level promotion.

All children are at different developmental stages and require educational programs designed to meet their specific needs. Also, issues of experience, culture and language background need to be considered in designing programs.

Evaluation

Evaluation, either through standardized testing or as part of the essential skills program, is required of all Arizona schools. Achievement testing in reading, grammar, and mathematics is mandated by the State Legislature. The Iowa Test of Basic Skills is currently administered to all students, except those who are exempted by law from taking the test, in grades one through eight.

IV. Framework for Quality K-5 Education

The overall mission of education in Arizona is to educate all children so that each one can relate to his/her individual potential and become an optimally contributing member

of a changing democratic society. A quality educational system will provide maximal opportunities for all students to attain excellence. Goals and visions of the K-5 Study Group for a quality educational process are as follows:

- A. The process will produce graduates with high literacy who are capable of either going on to higher education or assuming roles in society as productive tax-paying, law-abiding American citizens.
- B. The process will provide a quality educational environment which is stimulating, success oriented, accepting and expecting. Self-directed learning is an interactive ongoing process.
- C. The process will incorporate developmentally appropriate curriculum which is relevant to the lives of students both today and in the future. It will include on an ongoing basis the most advanced research and use of technology.
- D. The process will develop skills of:
 - 1. Problem solving.
 - 2. Communications.
 - 3. Decision making.
 - 4. Accountability.
 - 5. Group process.
- E. The process will provide an environment which develops and achieves accountability for quality education from all parties, i.e.,
 - 1. The State.
 - 2. School district.
 - 3. Teachers.
 - 4. Students.
 - 5. Parents.
 - 6. Communities.

V. Recommendations

The achievement of the above goals will require the commitment of teachers, administration, local governing boards, State Board of Education, and the Legislature. Education decision makers will:

- A. Make all policy decisions affecting education in the State of Arizona based on and in direct support of the stated quality education goals.
- B. Develop curricular activities consistent with the stated goals.
- C. Provide technologically advanced productivity aids and teacher assistance to improve engaged learning time and overall teacher productivity.
- D. Aggressively pursue a course of action that provides advanced learning techniques and tools at classroom level.

- E. Produce staff development programs for teachers and administrators to maintain and refine professional and personal skills to enhance self-esteem and positive perception of education as a high-quality profession.
- F. Provide opportunities for sharing expertise with colleagues throughout the State.
- G. Develop a sense of partnership between home, school, community, and Legislature.
- H. Work cooperatively with the State colleges of education to provide quality guidance in the implementation of their curriculum which is consistent with the implementation of the education goals.
- I. Provide programs for parent education and involvement which encourages parents to assume an active role and ownership of their child's education.
- J. Educate and encourage all decision-making bodies, i.e., Legislature and School Boards, to elevate quality education to a position of the highest priority throughout the State of Arizona.
- K. Provide compensation to professional educators with accountability which is comparable to business and industry and would be ranked among the top ten of the States in the nation. This is essential to attract and retain quality professionals.
- L. Move immediately to establish a positive incentive program to encourage voluntary school district consolidation throughout the State.
- M. Disburse tax money collection in an equitable manner and specifically according to need across the State.

MIDDLE LEVEL EDUCATION SUBCOMMITTEE REPORT

I. The Subcommittee

The initial membership of the subcommittee consisted of four members of the Commission who demonstrated interest in middle schools. As the work of the subcommittee proceeded, six additional members were added, each with interest and expertise about middle level schools generally and middle level schools in Arizona specifically. The final membership was as follows:

Bob Green, Assistant Principal
Shea Middle School
Paradise Valley Unified School
District

*Dr. Jon M. Engelhardt, Faculty/Admin.
College of Education
Arizona State University
(Subcommittee Chair)

*Joanne Hilde, Local Board
Member
Prescott Unified School District

Dave Kennon, Assistant Superintendent
for Middle Schools
Tucson Unified School District

Dick Orson, Principal
Pima Middle School
Scottsdale Unified School District
Executive Director, Arizona
Consortium for Middle
School Education

*Dr. Stan Paz, Deputy Superintendent
Tucson Unified School District

Carroll A. Rinehart, Retired
Coordinator for Music Education
Tucson Unified School District

Phil Swartzbaugh, Assistant
Director for Curriculum
Deer Valley Unified School District

*Adele Verkamp, Local Board Member
Flagstaff Unified School District

To provide direction for its efforts, the subcommittee devised its own specific charge:

Based upon an investigation of educational practice with pre- and early adolescents, to identify the characteristics of schools and schooling that lead to quality education (as defined by the Commission) for these students.

Having agreed to this charge, the subcommittee outlined the areas of needed data and the format for a report to the Commission. Members were added to the subcommittee, and the overall task was subdivided and assigned to various committee members. Committee member contributions were woven together by the chair, and the full committee debated final form and recommendations.

II. Definition of Middle School Population

Middle level education refers to that education provided for children during that period of human development referred to as transescence. These children have a number of characteristics which have implications for an appropriate education; these are discussed in Section IV.

*Commission members

III. Current Status of Middle School Education in Arizona

Personnel

Currently, personnel in middle level schools are trained initially as either elementary or secondary educators; as such then, they have little preparation for middle level teaching (with the exception of some in-service education by districts and professional organizations). Some inroads have been made in University preparation and certification, but these are currently having minimal impact. Universities have given some attention to the middle school concept and related human development characteristics, but have done very little with curriculum or instructional strategies. The State Board has adopted a middle level endorsement for elementary and secondary certificates, but this is not required of middle level educators and appears to be having little impact on current middle school personnel. Although a set of teaching competencies is associated with the middle level endorsements, few schools seem to be making use of these for hiring or performance review of middle level educators.

Organizational Structures

Grade Configurations. Nationally, 72 percent of those schools calling themselves middle schools incorporate grades six, seven, and eight. Most of these are not philosophically middle schools; rather, they are configurations of organizational convenience or necessity, based in only minor ways on the learning/development characteristics of the students.

Figure 1 presents the number of Arizona schools (by county) that could be construed to be middle schools. These data were based upon statewide achievement test reports and therefore may exclude schools or misrepresent some schools that had no pupils of a particular age during the 1985-86 school year; nevertheless, these should be fairly representative of the current configurations and their distribution in Arizona.

Not surprisingly the greatest number of middle schools are in the most populous counties—Maricopa and Pima; these account for 62 percent of possible Arizona middle schools and 21 percent of all schools in Arizona. The most common configurations are the grades seven and eight configuration; seven, eight, and nine configuration; and six, seven, and eight configuration; predominated by the first of these (which accounts for 85 percent of the Arizona middle schools). If there are any noticeable trends to mention, they are the absence of six, seven, and eight configurations in Maricopa County and the relative absence of seven, eight, and nine, and presence of six, seven, and eight configurations in Pima County.

Curricular Structures. With some exceptions, curricula in Arizona middle level schools is organized similar to that of the high schools, single subjects (departmentalization).

Program Content and Methodologies

No systematic data were available on program content or methodologies in Arizona middle level schools. However, it is presumed that minimum requirements by the State are met.

FIGURE 1. Arizona Schools Potentially Configured as Middle Schools (By County)

Configurations

County	4-5-6	5-6-7-8	6-7	6-7-8	7-8	7-8-9	(7-12)	TOTAL
Apache		1		1	2			4
Cochise		1		2	1			4
Coconino	1	1				2	(1)	5
Gila					3		(1)	4
Graham					1	1	(1)	3
Greenlee								0
La Paz								0
Maricopa		2			30	14	(2)	48
Mohave					3			3
Navajo				2	4	1	(1)	8
Pima	1		1	7	20	2		31
Pinal	2	1		1	5		(1)	10
Santa Cruz					1		(1)	2
Yavapai		1		1	1	2		5
Yuma				1	3			4
TOTAL	4	7	1	15	74	22	(8)	131

Based upon *Arizona Pupil Achievement Testing: Statewide Report Appendix*. Report of the Arizona Department of Education, Phoenix, AZ, June 1986. (Results reported for a total of 375 Arizona schools).

Policies

Although some individual schools point out special policies on discipline, substance abuse and dress code, the committee could find few local school district policy statements related to middle level education and no State Board policy.

Statement of Need

Middle level education, while present through middle and junior high schools, appears to have received little conscious attention in Arizona, at least until recently. Since transescent youngsters have a number of characteristics which have implications for special schooling, greater attention is needed on middle level education.

IV. Framework for Quality Middle Level Education

Middle School Defined

According to the National Middle School Association,

The middle school is an educational response to the needs and characteristics of youngsters during transescence and, as such, deals with the full range of intellectual and developmental needs.

Thus, the middle school is not best defined by the grade levels it deals with, but by the children it deals with—i.e., those in transition from childhood to adolescence, from elementary school to high school.

The middle school, irrespective of its title or grade configuration, is one which provides an educational setting that specifically addresses the social, emotional, physical, and cognitive characteristics of the transescent (approximately ages 10-14), i.e., through its environment (schedules, organizational structures, etc.), content and strategies.

The Transescent

The word “transescent” is used to describe the child who developmentally is in transition from childhood to adolescence (NMSA). Although physical development seems to be the basis for the other areas of development, the transescent designation is based upon the many physical, social, emotional, and intellectual changes beginning to appear prior to the puberty cycle and extending to the time the body gains a practical degree of stability over these complex pubescent changes. A number of specific characteristics of these individuals, along with their implications for schooling, are presented in the Appendix.

Quality Middle Level Education

A quality middle level education is an education that meets the goals of a quality education and responds to the needs and characteristics of transescent youngsters. The information which follows is based upon the empirical and theoretical literature on middle schools, as well as the collective experience and observations of subcommittee members.

In quality middle schools, curricula are taught by interdisciplinary teams, where the focus is on students rather than subjects, and is characterized by common planning of interest-based thematic activities. Educational decision-making is collaborative in nature. Curricula are organized into multi-subject blocks at entry level, with a gradual shift to single-subject courses by exit level. Activities like clubs and intramurals, which are designed to meet the physical, social, and emotional needs of these students, are a significant aspect of the curricular structure of these schools.

The effective middle school program includes individual and group guidance services as well as advisor-advisee periods. In advisor-advisee periods, each teacher (as a mentor) provides directed activities which focus on personal development skills. These schools may also be characterized by multi-age grouping based upon interests or development, rather than by single-age grouping.

Program content should include emphasis on the acquisition of basic skills in language arts, mathematics, social science and science, as well as learning skills like problem solving, critical thinking, and study skills. Quality middle school programs also make provision for remediation, enrichment, exploration, and electives. Electives/exploration include subjects like the arts, home economics, industrial education, and media. Program content is appropriately organized into a continuous progress sequence, rather than an age-graded sequence.

Although teaching styles differ from one teacher to another, middle school teachers necessarily need to utilize instructional methodologies consistent with the developmental characteristics of transescent youngsters. These include:

- (a) strategies which address the concrete/formal cognitive learning stage and introduce learners to abstract vocabulary and abstract thinking;
- (b) strategies which actively involve learners (e.g., student planning, hands-on lessons, cooperative learning activities) and only gradually stress learner independence;
- (c) strategies which address these learners' attention spans, allow for physical involvement and provide for personalized, positive evaluations;
- (d) variation in strategies and materials according to subject, task, and developmental level of learner;
- (e) strategies which are diagnostic and prescriptive;
- (f) strategies which organize curricula around real-life experiences;
- (g) strategies which minimize lecture-recitation and emphasize the teacher as personal guide/facilitator; and
- (h) thematic or integrated approaches to subject matter content.

V. Recommendations

- A. It is recommended that the educational system in Arizona be conceptualized as elementary, middle, and secondary education.

- B. It is recommended that the State Board of Education and local governing boards establish a rationale, philosophy, and policies for middle level schools.
- C. It is recommended that the State Board of Education establish guidelines for middle level education in Arizona that are based upon the characteristics of the transescent youngster.
- D. It is recommended that the Arizona Department of Education establish a facilitator of middle level education and that the State Board work with the Board of Regents to ensure at least one Arizona university establish a strong middle level education teacher preparation program.
- E. It is recommended that the State Board of Education join with the National Association of Secondary School Principals in declaring 1987-1988 as the year of Middle School Education (in Arizona).
- F. It is recommended that the State Board of Education set aside funds for staff development in Arizona middle level schools.

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APPENDIX

Characteristics of Transescents and Implications for Schooling

I. COGNITIVE CHARACTERISTICS OF TRANSESCENTS	IMPLICATIONS
Function at the concrete operations stage.	Experiences, especially in the beginning, should place major emphasis on the concrete, with provision for inferential thinking rooted in the concrete.
Become more autonomous as thinkers.	Although the focus should not be on the abstract, abstract vocabulary should be taught.
Can manipulate ideas only in the presence of actual things and immediate experiences.	Learning experiences should relate to immediate rather than remote academic goals.
Undertake concrete operations based on concrete objects such as ordering, classification, seriation and mathematical processes.	The development, refinement, maturation and consolidation of the thinking skills initiated prior to entering the middle should continue to be emphasized.
Display variable cognitive maturation from one student to another.	Individualized instruction should be provided so that the student can proceed at his/her own pace and level of ability without undue competitive pressures. Instruction should be structured towards cooperation rather than competition.
Display a very wide range of skills, interests and abilities unique to their development pattern.	Learning activities which embrace a broad range of modes—reading, writing, listening, making and doing should be available.
Prefer active involvement rather than passive reciprocity.	Methods of instruction should involve open and individually directed learning experiences.
Enjoy intellectual activity when related to their immediate goals or purposes.	The role of the teacher should be more that of a personal guide and facilitator than a purveyor of knowledge. Traditional lecture-recitation methods should be minimized.
Tend to be intellectually uninhibited.	

Based upon a completion of selected published articles and books of the Middle School Planning Team, Tucson (AZ) Unified School District, 1982.

COGNITIVE CHARACTERISTICS
OF TRANSESCENTS

IMPLICATIONS

Like to discuss some of their experiences with adults.

Imaginative talent and need for self-expression should be fulfilled in compositions and projects.

Have a tremendous potential range of creative expression and appreciation in the arts and humanities.

Physical movement should be encouraged with small group discussions, learning centers and creative dramatics suggested as good activity projects.

Can evaluate rather critically.

Prefer interaction with peers during the learning activities.

They should participate in determining that the purpose of school is learning.

Have difficulty controlling impulses.

Self-responsibility should be taught and emphasized.

Possess a strong desire for approval.

To assist students in their quest for personal identity and self-expression, exploratory and enrichment programs built around students' hobbies and interests should be a part of the formal curriculum program.

Are easily discouraged if they do not achieve.

Are capable of exploring and selecting materials and experiences on their own.

The curriculum should provide opportunities for further study. It should also help students learn how to study and appraise their own interests and talents.

To an increasing degree, can be trusted to assume personal responsibility for their own learning, independent of external means of teacher control.

Have a relatively short attention span.

Cognitive activities should be structured with frequent transitions and variations. Provisions should be made for varied activity-oriented and short-term learning experiences.

Exhibit curiosity.

Curricula should be organized around real-life concepts such as conflict and peer group influence.

Exhibit a strong willingness to learn things they consider to be useful.

Enjoy using skills to solve "real life" problems.

Activities should be provided both formally and informally that will help them improve their reasoning powers. Studies of the community and environment should be emphasized.

Often display heightened egocentrism and will argue to convince others or to clarify their own thinking.

Exhibit independent and critical thinking.

Organized discussions of ideas and feelings in peer groups should be conducted. Experiences should be provided for them to express themselves by writing and participating in dramatic productions.

II. PHYSICAL CHARACTERISTICS OF TRANSESCENTS

IMPLICATIONS

Accelerated physical development begins in transescence marked by increase in weight, height, heart size, lung capacity and muscular strength. Boys and girls are growing at varying rates of speed. Girls tend to be taller for the first two years and tend to be more physically advanced. Bone growth is faster than muscle development and the uneven muscle/bone development results in lack of coordination and awkwardness. Bones may lack protection of covering muscles and supporting tendons.

Provide a curriculum that emphasizes self-understanding about body changes. Health and science classes should provide experiences that will develop an understanding about body growth.

Guidance counselors and community resource persons, such as pediatricians, can help students understand what is happening to their bodies.

Modified physical education classes should be scheduled for students lacking physical coordination. Equipment should be designed for students in transescence to help them develop small and large muscles.

In the pubescent stage for girls, secondary sex characteristics continue to develop with breasts enlarging and menstruation beginning.

Intense sports competition should be downplayed; contact sports should be avoided.

Schedule sex education classes; health and hygiene seminars for students.

A wide range of individual differences among students begins to appear in prepubertal and pubertal stages of development.

Provide opportunities for interaction among students of multi-ages, but avoid situations where one's physical development can be compared with others. (e.g., gang showers)

Although the sequential order of development is relatively consistent in each sex, boys tend to lag a year or two behind girls. There are marked individual differences in physical development for boys and girls. The age of greatest variability in physiological development and physical size is about age 13.

Intramural programs rather than interscholastic athletics should be emphasized so that each student may participate regardless of physical development. Where interscholastic sports programs exist, number of games should be limited with games played in afternoon rather than evening.

Glandular imbalances occur resulting in acne, allergies, dental and eye defects. Some health disturbances are real and some are imaginary.

Regular physical examinations should be provided all middle school students.

Display changes in body contour—large nose, protruding ears, long arms. Have posture problems and are self-conscious about their bodies.

Health classes should emphasize exercises for good posture. Students should understand through self-analysis, that growth is an individual process and occurs unevenly.

PHYSICAL CHARACTERISTICS
OF TRANSESCENTS

IMPLICATIONS

A girdle of fat often appears around the hips and thighs of boys in early puberty.

Films, talks by doctors, and counselors can help students understand the changes the body goes through in the period from childhood to adolescence.

A slight development of tissue under the skin around the nipples occurs for a short period of time and boys may fear that they are developing "the wrong way." Considerable anxiety arises during this natural phase of development which quickly passes.

A carefully planned program of sex education developed in collaboration with parents, medical doctors and community agencies should be developed.

Students are likely to be disturbed by body changes. Girls especially are likely to be disturbed about the physical changes that accompany sexual maturation.

Receding chins, cowlicks, dimples and changes in voice result in possible embarrassment to boys.

Teacher and parental reassurance and understanding are necessary to help students understand that many body changes are temporary in nature.

Boys and girls tend to tire easily but won't admit to it.

Parents should be advised to insist that students get proper rest; over-exertion by students should be discouraged.

Fluctuations in basal metabolism may cause students to be extremely restless at times and listless at others.

The school should provide an opportunity for daily exercise by students and a place where students can be children by playing and being noisy for short periods.

Activities such as special interest classes and "hands-on" exercises should be encouraged. Students should be allowed to physically move around in their classes and avoid long periods of passive work.

Students show ravenous appetites and peculiar tastes; they may overtax digestive system with large quantities of improper foods.

Snacks should be provided to satisfy between meal hunger. Nutritional guidance as applied to emerging adolescents should be provided.

III. SOCIAL/EMOTIONAL CHARACTERISTICS OF TRANSESCENTS

IMPLICATIONS

Chemical and hormone imbalances during tranescence often trigger emotions that are little understood by the tranescent. Students sometimes regress to childlike behavior.

Adults in the middle school should not pressure students to explain their emotions, e.g., crying for no reason. Occasional childlike behavior should not be ridiculed by adults. The school program should provide numerous possibilities for releasing emotional stress.

Too rapid or too slow physical development is often a source of irritation and concern. Development of secondary sex characteristics may create additional tensions about rate of development.

Appropriate sex education should be provided. Utilizing parents and community agencies should be encouraged in the middle school.

Pediatricians, psychologists and counselors should be called on to assist students in understanding development changes.

Students are easily offended and sensitive to criticism of personal shortcomings.

Sarcasm by adults should be avoided. Students should be helped to develop values in the solution of their problems.

Students tend to exaggerate simple occurrences and believe their problems are unique.

Socio-drama can be utilized to enable students to see themselves as others see them. Readings dealing with problems similar to their own can help students see that many problems are not unique.

Affiliation base broadens from family to peer group. Conflict sometimes results due to splitting of allegiance between peer group and family.

Teachers should work closely with the family to help adults realize that peer pressure is a normal part of the maturation process. Parents should be encouraged to continue to provide love and comfort to their children even though they feel their children are rejecting them.

Peers become sources for standards and models of behavior. Occasional rebellion on the part of child does not diminish importance of parents for development of values.

The school can sponsor activities that permit the student to interact socially with many school personnel.

Emerging adolescents want to make their own choices, but authority still remains primarily with the family.

Family studies can help ease parents' conflicts, involvement of parents in the school should be encouraged. Students should know their parents are involved in the school program but parents should not be too conspicuous by their presence.

SOCIAL/EMOTIONAL CHARACTER-
ISTICS OF TRANSESCENTS

IMPLICATIONS

Mobility of society has broken ties to peer groups and created anxieties in emerging adolescent youth.

“Family” grouping of students and teachers can be encouraged to provide stability for students moving to a new school.

Interdisciplinary units can be structured to provide interaction among various groups of students. Clubs and special interest classes should be an integral part of the school day.

Students are confused and frightened by new school settings.

Orientation programs and “buddy systems” can reduce the trauma of moving from an elementary school to a middle school. Family teams can encourage a sense of belonging.

Students show unusual or drastic behavior at times, e.g., aggressive, daring, boisterous, argumentative.

Debates, plays, playdays and other activities should be scheduled at the middle school to allow students to “show off” in a productive way.

“Puppy love years” show extreme devotion to a particular boy or girl friend but may transfer allegiance to a new friend overnight.

Role playing and guidance exercises can provide students the opportunity to act out feelings. Opportunities should be provided for social interaction between the sexes. Social activities should be appropriate to their level of maturity.

Students feel the will of the group must prevail. They are sometimes almost cruel to those not in their group. They copy and display fads of extremes in clothes, speech, mannerisms, handwriting, and are very susceptible to advertising.

Set up an active student government so students can develop their own guidelines for dress and behavior. Adults should be encouraged not to react in an outraged manner when extreme dress or mannerisms are displayed by young adolescents.

Students express a strong concern for what is “right,” and social justice. They show concern for less fortunate.

Activities should be planned to allow students to engage in service activities. Peer teaching can be encouraged to allow students to help other students. Community projects such as assisting in a senior citizens’ club or helping in a child care center can be planned by students and teachers.

Students are influenced by adults. They attempt to identify with adults other than their parents.

Flexible teaching patterns should prevail so students can interact with a variety of adults with whom they can identify.

HIGH SCHOOL SUBCOMMITTEE REPORT

I. The Subcommittee

Background

During the 1986-87 school year the High School Subcommittee met frequently to review, discuss, and analyze the quality of high school education in Arizona. This report reflects the beliefs of the Subcommittee about quality education for Arizona's high school students.

What is a quality education for high school students? Answering this question required considerable thought and discussion by subcommittee members. We believe a quality education allows each student to become an optimally contributing member of a democratic, ever-changing society. An Arizona high school graduate should demonstrate mastery of important skills including, but not limited to, reading, writing, speaking, listening, computing, measuring, estimating, hypothesizing, and creative problem-solving. He/she should also demonstrate personal and social skills such as responsibility, good citizenship, motivation, a code of ethics, the ability to make decisions, to solve problems, to assume risks, and the willingness to become economically self-sufficient. In addition, the students should possess a common core of knowledge so that he/she can function effectively in our culture.

Students can develop these intellectual, social, personal, and vocational skills and understandings through a well-balanced, adequately supported educational system.

Membership

Mr. Paul Brinkmann
Director, Human Resources
Honeywell Corporation

Dr. Virginia B. McElyea
Assistant Superintendent
Paradise Valley Unified School District
(subcommittee chair)

Dr. Tim Dyer, Superintendent
Phoenix Union High School
District

Dr. Don Irving, Dean
College of Fine Arts
University of Arizona

Ms. Joan Timeche, Director
Hopi Department of Education
Hopi Tribe

Charge and Procedure

The Subcommittee's charge was to develop a framework and recommendations for quality high school education. The procedures followed included a review of available data on the current status of Arizona high schools, a review and discussion of numerous recent reform reports, and a list of recommendations.

II. Definition of Population

Demographic

Arizona's population was reported to be approximately 3.3 million in July 1985. This population is quickly increasing with a projected population of 5.1 million by the year 2000. High school students, typically between 14 and 18 years of age, numbered approximately 176,000 in 1985-86. Ethnically, the state serves a diverse student population of Anglos, Indians, Blacks, Orientals, Hispanics, and others.

Determining the dropout rate in Arizona is difficult as there is no uniform definition of the term and data collection is inadequate. Based on the available information, the state-wide annual dropout average in 1985-86 was 10.9 percent (19,249). National reporting, however, reports the Arizona average between 35 and 40 percent. The National average is between 25 and 30 percent. National data is based on a four-year comparison.

III. Current Status of High School Education in Arizona

Personnel

Of the approximately 9,040 high school teachers, most are trained in a discipline in their undergraduate preparation program and complete a number of education courses and a student teaching field experience. Until recently, administrators were also certified as secondary teachers; they also complete coursework in graduate programs in administration and supervision. There are 136 high school principals and 203 assistant principals.

Organizational Structures

Grade Configuration: Most Arizona high schools consist of four grades, 9-12.

Length of School Day and Year: School day length varies according to local Governing Board policy but the average day is six to seven hours. The school year has 175 days.

Program Content

Curricular Structure: The single subject curriculum design is the norm in Arizona high schools. Required courses include English, mathematics, science, and social studies. In addition, students enroll in various elective courses in vocational education, foreign language, fine and performing arts, and physical education.

High School Graduation Requirements: State law requires the following courses and units for graduation.

English	4 units	Electives	9.5 units
Mathematics	2 units	Free Enterprise	.5 units
Science	2 units		
Social Studies	2 units		
			20 units total

Local Governing Board policy frequently exceeds this state minimum with some districts requiring as many as 24 units for graduation.

Evaluation: All high schools are administered standardized achievement tests annually. (TASK – 9th grade, Stanford Achievement Test). In addition, the ADE has developed Essential Skills in language arts, mathematics, science, and social studies. By the 1988-89 school year, local districts will have plans to certify student mastery of these Essential Skills. Students planning to attend college complete either the Scholastic Aptitude Test or the American College Tests depending upon the admission requirements of the college/university they select.

IV. Framework for Quality High School Education

The high school program should provide for both excellence and equity for all its students. The program should meet each student's intellectual, social, personal, and vocational needs so that he/she can enroll in postsecondary educational institutions or enter the labor force.

In order to provide quality educational programs for all students, each local district and individual high school should develop long-range and short-range plans with the following components: philosophy and objectives; an outline of the program of studies and course content; instructional methodologies employed by teachers; student and program evaluation strategies; staff development for all personnel; adequate funding, facilities, and resources (support services); and partnerships with the community, business, and industry.

V. Recommendations

- A. Develop a long-range statewide plan for K-12 education.
- B. Adopt a policy statement on the components of a quality high school education and communicate it to all districts.
- C. Establish and maintain a computerized information collection, storage, retrieval, and dissemination system with relevant educational data and research. Provide a leadership role in technical assistance and support services.
- D. Sponsor a Principal's Academy for professional growth and development. Funding should be shared by the state, the local district, and the university system.
- E. Develop and fund a statewide instructional assessment system that focuses on program effectiveness and student achievement and outcomes. The system should provide technical assistance and support services to local school districts.
- F. Develop and fund an incentive program for all districts who wish to submit a three-to-five-year educational plan for the high school program. The plan should contain philosophy and objectives, program of studies including specified student outcomes, staff development activities, a comprehensive evaluation and assessment system employing multiple measures of student achievement and program effectiveness, funding and budgetary needs, strategies to build partnerships with the community possibly through a service requirement for all students, a partnership proposal for collaboration with business and industry, and an alternative instructional program for "high risk" students.
- G. Establish statewide Career Ladder Plan for teachers.

- H. Maintain the current number of Carnegie units required for high school graduation.
- I. Actively communicate the need for excellence and equity in high school programs.
- J. Provide a forum for feedback on these recommendations from representative groups throughout the state.

CONCLUSION

The members of the High School Subcommittee think that Arizona high schools must immediately address educational needs of their students; must devise an action plan to correct the deficiencies; must collaborate with the community, business and industry, appropriate governmental agencies, and with higher education in providing resources to implement the plan; and develop an ongoing comprehensive evaluation plan to measure student achievement and instructional program effectiveness. The above recommendations require partnerships that assure the local district's autonomy within a state framework that encourages and supports instructional improvement. Today's high school students are tomorrow's architects. We must provide them with the basic knowledge, skills, and attitudes to build the future.

VI. Appendices

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LANGUAGE MINORITY STUDENTS SUBCOMMITTEE REPORT

I. The Subcommittee

The initial membership of the subcommittee consisted of two members of the Commission demonstrating interest in the special needs of language minority students. As the work of the subcommittee progressed, additional members were added, each with interest and expertise but also representing various regions of the state. The final membership was as follows:

Julia Abalos
Director of Bilingual Education
Sunnyside Unified School District

Armida Bittner
ESL Coordinator
Globe School District

*Jose Carbajal
School Board President
Sunnyside Unified School District

Moira Carney
Director/Bilingual Education
Avondale School District

Martha Daniel
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Tempe Elementary School District

Kathy Escamilla
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Vera Finley
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William James Fisher
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Tucson Unified School District

Renee Fenn
Coordinator/Bilingual Education
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Martha Floyd
Curriculum Coordinator
Santa Cruz School District

Maureen Irr
Director of Bilingual Education
Yuma School District

Candido Mercado
Coordinator/Bilingual Education
Pima Community College

Nancy Mendoza
Director of Bilingual Education
Arizona Department of Education

Margarita Pagan
Coordinator/Career Opportunities
Arizona State University

Lupe Romero
Assistant Professor
University of Arizona

Macario Saldate
Director/Mexican-American Studies
University of Arizona

Cynthia Salisbury
Program Specialist
Kyrene School District

*Veronica Zepeda
Director/Language Development
Roosevelt School District

*Commission Members

II. Definition of Population

Language minority students are those for whom the primary language is other than English if it meets at least one of the following descriptions:

- The language most often spoken in the pupil's home is other than English, regardless of the language spoken by the pupil.
- The language most often spoken by the pupil is other than English.
- The pupil's first acquired language is other than English.

As a result of the ARS 15-751 and ARS 15-756, the state has an improved ability to assess the need for bilingual education and ESL programs in the state, to monitor the progress of students in established programs, to require that programs meet minimum quality standards, and that they are staffed by qualified personnel. It is crucial that the important work begun under this mandate be continued and expanded.

However, there are language minority students who are not limited English proficient. Of the 90,228 total language minority students in the state, there are 58,665 students who are not limited English proficient. These students receive no special instructional services, and may be in schools where the personnel have received no special training in dealing with linguistic and cultural differences.

III. Status of Language Minority Students in Arizona

The causes of school failure for language minority students are complex—not just linguistic and cultural differences—but also minority status, the power of the peer group, and questions about the relevance of what the school is providing.

Often their minority status and their linguistic needs define the kind of educational treatment they receive—ESL and below grade level basic skills.

The social experience for many of these children is alienation, a sense of not belonging. All too often, their response is to seek social support outside of the institution—in the peer group, for instance.

What these students need is an educational experience that provides the social support needed to keep them in school, and opportunities to learn the things that anyone growing up in this society is going to need in order to handle the adult responsibilities associated with living in the society. They also need the experiences that a quality education will provide—an enthusiasm for learning, for knowledge, and for work.

The State of Arizona has made many positive strides in the area of bilingual and ESL education. Notable achievements include the passage of ARS 15-751 and ARS 15-756 in 1984, the establishment of many bilingual and ESL programs throughout the state, the establishment of undergraduate and graduate teacher education programs in order to meet the needs for qualified bilingual education and ESL teachers, and the establishment of many fine state and local organizations to promote quality education for language minority students.

These accomplishments reflect the hard work and commitment of many persons in the state who have dedicated themselves to improving the quality of education for language minority students. However, much work remains to be done.

A large percent of language minority students have not succeeded in Arizona public schools as evidenced by low academic achievement described in the following chart:

**Arizona Pupil Achievement Testing Results
June 1986**

**Percentile Rank in Reading Comprehension
of
White, Hispanic, and American Indian Students**

Grade	Percentile Rank of National Norm	Percentile Rank Arizona			Arizona Relation to National Norm		
		White	Hispanic	American Indian	White	Hispanic	American Indian
First	49	55	34	29	+ 6	--15	--21
Second	46	65	39	31	+19	-- 7	--15
Third	46	62	40	31	+16	-- 6	--15
Fourth	45	57	35	29	+12	--10	--16
Fifth	45	56	36	31	+11	-- 9	--14
Sixth	43	54	33	26	+11	--10	--17
Seventh	43	49	29	23	+ 6	--14	--20
Eighth	42	50	31	24	+ 8	--11	--18
Ninth	51	69	44	32	+18	-- 7	--19
Tenth	48	62	38	26	+14	--10	--22
Eleventh	48	62	34	22	+14	--14	--26
Twelfth	45	61	34	23	+16	--11	--22

In addition, there are some 51 percent fewer Hispanic students taking the twelfth grade achievement test as compared to the first grade. Such a difference does not exist for the American Indian population. In fact, there are more American Indian students at the ninth grade than at the eighth grade. But because of the influx of students from the Bureau of Indian Affairs schools to the public schools at ninth grade, this number is misleading. There is a steady decrease of students from ninth through twelfth grades.

IV. Framework for Quality Education for Language Minority Students

The literature suggests that ultimately there are no easy answers in the planning and conduct of programs for language minority students from diverse language and cultural backgrounds; educators must take cultural facts into account in their consideration of

various methods for educating language minority students. All children, including language minority children, bring a wealth of social, cultural, intellectual, and linguistic knowledge that they have acquired through prior experiences in the home and in their communities—no matter what their socioeconomic status.

Their parents have given them a language and a point of view of the world. They have presented them with information on a variety of matters that are of importance to the family and group. The ways in which parents and other members of the cultural group have made this information and knowledge available are tied up with the group's communicative and teaching style. Children's early learning and communicative experiences greatly influence their expectations about how things are going to be done in other settings. We must be cognizant of these experiences in order to enhance the opportunity for quality learning of language minority students.

V. Recommendations

The following recommendations are based on a framework for ensuring quality education for language minority students:

- A. That minority cultural and linguistic differences be incorporated into the school programming.
 1. State Board Level:
 - (a) Recommend policies that accommodate diverse needs of students.
 - (b) Encourage policies at state and local levels that will enhance the recruitment and certification of language minority teachers and school/district administrators.
 - (c) Review existing vocational education curriculum for meeting the needs of language minority students.
 - (d) Recommend strengthening of multicultural competencies on the teacher skills list.
 - (e) Develop a multicultural strand for the social studies scope and sequence which focuses not only on Arizona but reaches to a more comprehensive point of view.
 - (f) Recommend to Board of Regents that a policy be adopted to help language minority students get into and through the teacher-preparation system.
 - (g) Develop methods to better profile and distinguish among different student characteristics.
 - (h) Define programmatic characteristics in a consistent and uniform way.
 - (i) Define terms and use in a systematic way, e.g., monolingual, bilingual, limited English proficient. These terms are often used interchangeably in an incorrect way.

- (j) Expand the bilingual education unit at the ADE in order to monitor, review, and recommend improvement to the local school district.

2. District Level:

- (a) Develop support systems for students such as parent groups, summer programs, homework.
- (b) Provide preservice and in-service training for regular classroom teachers and support the value and/or teaching of the language and culture of language minority students to meet varying learning styles.

B. That the minority community be valued and empowered to participate in the education of language minority students.

1. State Board Level:

Establish a service to coordinate existing resources for language minority students and their parents (some examples are shown on the following chart).

GOAL	EXISTING SERVICES/AGENCIES
Increase employment of language minority adults.	Department of Economic Security
Provide individual and group counseling to students and adults related to vocational planning.	Colleges, secondary schools, universities
Coordinate programs with the public schools.	Each institution
Provide focus for recreational sports and academic experiences.	City parks and recreation
Provide adult classes and activities.	Community college
Provide programs for prospective ESL/Bilingual teachers.	Universities, colleges, junior colleges
Develop and provide multicultural education training programs for public school districts.	Multifunctional centers
Provide in-service and technical assistance in methods of teaching language minority students.	State Department School Improvement Unit

2. District Level:

- (a) Develop support systems for parents (examples are provided above).
- (b) Promote involvement of home in educational programming (e.g., reading).
- (c) Establish community liaisons.

C. That pedagogy promote intrinsic motivation on the part of students.

1. State Board Level:

- (a) Support existing instructional models which empower language minority students to become active learners.
- (b) Recommend that the Legislature adequately fund preservice and in-service training of teachers/paraprofessionals to receive ESL or Bilingual Endorsement to meet the needs of language minority students.
- (c) Recommend that the Legislature fund excess cost of educating language minority students. This includes monies for planning alternate structures for delivering instruction and incentives for bilingual/ESL endorsed teachers.
- (d) Provide guidelines to districts for language minority students who transfer from one district to another.
- (e) Establish a system and provide funds for assessing languages, especially native American languages represented in the state.
- (f) Provide resources to the ADE to expand the current system for provision of appropriate translators and interpreters.

2. District Level:

- (a) Ensure that language minority students participate in specific academic programs (science, mathematics, and technology) that will empower them to take their place in the social and economic future of this nation.
- (b) Develop alternate ways to deliver instruction (time, space, resources, and staff).
- (c) Apply the principles of learning and the concept of good practices to all children.
- (d) Avoid labels which diminish the status of a unique group, e.g., language deficient.
- (e) Implement impact studies resulting in policy statements which forces a level of awareness and assists in the process of providing quality education for all students.

- (f) Develop programming which enhances self-esteem of language minority students through successful achievement.
- (g) Provide ongoing staff development which assists teachers in acquiring a repertoire of instructional skills designed to encourage differentiated delivery systems of instruction.
- (h) Use the results of evaluation as a way to adapt the instructional environment of language minority students rather than to classify these students.
- (i) Provide appropriate assessment to avoid overrepresentation of language minority students in special education programs and underrepresentation of language minority students in gifted programs.

APPENDIX I

DATA ON SOCIETAL TRENDS AFFECTING LANGUAGE MINORITIES

The present decade and the next will see the United States population increase by 40 million—mostly in the South and the West. Arizona's population will be 3,733,000 (37 percent gain over 1980).

Human Settlements

Population will continue to shift to the Southeast and Southwest (*Social Indicators III: Selected Data on Social Conditions and Trends in the United States*, Department of Commerce, Bureau of the Census, 1979). Of all minority groups, Hispanics are the most "urban type."

Population Age

The average age of the white population is increasing and that of the Hispanic population is decreasing. The sector of the population composed of individuals 65 years of age and over now outnumber teenagers (this general condition is most prevalent among non-Hispanic whites).

Education

Hispanic participation in education diminishes drastically at higher levels. National studies indicate that the dropout rate for Hispanics is 45 percent or more. This proportion implies that one of four American-born Hispanics is classified as functionally illiterate (*Unlocking the Future: Adult Literacy in Arizona*, Arizona Department of Education, 1986). During the 1984-85 school year, over 24 percent (6,054) of all high school dropouts in Arizona (24,750) were Hispanic youth. On the other hand, Hispanics constituted only 18 percent (30,713) of all high school students (170,872)—(*Hispanics in Transition*, ADES, 1986).

Economy

Nationally, underemployment will stay around six to eight percent during the next decade. Most unemployed persons will be people who cannot participate in a service-oriented economy due to lack of education (*Societal Indicators III*, 1979). American-born Hispanics constitute the largest fraction (30 percent or 3,285) of the total number (11,136) of the unemployed members of the civilian labor force. The total unemployment rate for Hispanics in the civilian labor force is 7.2 percent. Contrasting this fact, the unemployment rate for all persons included in the civilian labor force is 5.2 percent (ADES).

APPENDIX II

SUMMARY OF PROGRESS AT MEETING ARIZONA STATUTE

Although bilingual education has been a recognized method of instruction for meeting the need of students whose language and culture are not the same as the dominant culture, it was not until 1984 that an Arizona Statute mandated that "school districts shall provide programs of bilingual instruction or English as a Second Language instruction."

The intent of the law was to provide programs which "allow the pupils to become proficient enough in English to succeed in classes taught in English."

PROGRAM REQUIREMENTS

The law specified that the following programs would meet the requirements:

- (a) Transitional Bilingual Programs -- K-6
- (b) Secondary Bilingual Programs -- 7-12
- (c) Bilingual/Bicultural Programs
- (d) English as a Second Language Programs
- (e) Individual Education Programs (IEP)

In 1985-86 Arizona Department of Education statistics indicated that the law is being met in the following manner:

- (a) 26 districts have K-6 Transitional Bilingual Programs
- (b) 26 districts have 7-12 Secondary Bilingual Programs
- (c) 6 districts have Bilingual/Bicultural Programs
- (d) 93 districts have ESL Programs
- (e) 54 districts have Individual Education Programs (IEP)

The Arizona Department of Education statistics also indicate that:

- (a) 22 districts do not have LEP students
- (b) 43 other districts may not have LEP students or are not implementing the law
- (c) 3,000 LEP students are not being served

ASSESSMENT AND REASSESSMENT

According to the law, each school district shall identify, assess and reassess students who have a primary home language other than English. According to the Arizona Department of Education report for June 1986:

- 42,992 oral language students were assessed
- 15,382 reading students were assessed
- 13,091 writing students were assessed
- 8 438 students were reassessed (528 met criteria for reclassification)
- 38,747 students were identified as LEP

CERTIFICATION REQUIREMENTS

Beginning in 1987-88, classes of bilingual or ESL instruction shall be taught by teachers who possess a basic or standard certificate to teach with a bilingual or ESL education endorsement.

The Arizona Department of Education reports at the end of the 1985-86 school year:

- 459 teachers with Bilingual Endorsement
- 24 teachers with Provisional Bilingual Endorsement
- 49 teachers with ESL Endorsement
- 14 teachers with ESL Provisional Endorsement

The Arizona Department of Education survey also indicated that 1,445 teachers who are providing services to limited English proficient children did not have any endorsement in 1985-86.

REPORTING PROCEDURES

Each school district shall submit a report to the Arizona Department of Education which includes the following information:

- (a) Identification and assessment procedures
- (b) Number of students whose home language is other than English
- (c) Number of Limited English proficient students
- (d) Description of services
- (e) Student language proficiency and achievement data
- (f) Staff and financial resources

The impact of this requirement is significant. This is the first attempt made in Arizona to collect such specific data on this student population. The information obtained through these reports will obviously assist law makers and educators in making future decisions about educational programs.

EXCEPTIONAL STUDENT STUDY TEAM (HANDICAPPED AND GIFTED) SUBCOMMITTEE REPORT

I. The Subcommittee

Background

Beginning in October 1986, the Exceptional Student Program Study Team began meeting as a subcommittee of the Commission to Study the Quality of Education in Arizona. The study team began its work by adopting the following mission statement based on its charge from the Commission:

- A. to investigate and review the current status and quality of education for exceptional students in Arizona (the gifted and handicapped, ARS 15-761.3);
- B. to use available sources of information to identify standards of quality;
- C. and to recommend quality practices for desired exceptional student outcomes.

To investigate the current status of education for exceptional students in Arizona, the study team called on staff members from the Arizona Department of Education (specialists in evaluation, special education, and gifted) and a representative group of Arizona school district directors of special education. Standards of quality and recommendations for quality practices were developed through the testimony of specialists and various documents produced by universities and government entities.

Membership

Ray Haugen
Assistant Superintendent
Flagstaff School District

Steve Lapan, Ph.D.
Center for Excellence
Northern Arizona University

Mari Helen High
High School Teacher
Tucson Unified School District
(Chair)

*Anita Louise Lichter
Nogales School District Board Member

Shirley Hilts-Scott
Tanque Verde School District
Board Member

*Nina Arias Nelson
Director of Exceptional Student Programs
Peoria Unified School District

(*Commission members)

II. Definition of the Population and Statement of Need

Exceptional students are those whose abilities measure significantly below or significantly above average or those whose ability and performance are discrepant. If such students are to have the opportunity to achieve their full potential, they must be provided with an educational program different from that of the majority of students.

III. Current Status of Education for Exceptional Students in Arizona

It is recognized that there are exemplary special education and gifted programs in the State of Arizona; however, the quality of services to exceptional students varies widely. Many factors influence the quality of service that a district is able to provide: size of district, declining or growing, rural or urban, advantaged or disadvantaged area, teacher and administrator availability, inflation, educator salaries, etc. Procedures also vary.

Districts that implement the child-study team approach to identification of students for evaluation for special services tend to be more successful. The involvement of the principal, teachers, psychologist, and other personnel assures that the students' handicaps and/or abilities are taken into consideration before a decision is made to evaluate for special services.

Leading Arizona educators, including special education directors, teachers, and others, have stated that the limited amount of resources provided by local, state, and federal entities makes it difficult for them to sustain efforts to meet special needs. As resource allocations change, and the current two percent funding level increases for special education fail to keep up with district expenses that are rising at four or five times that level, the quality of special education continues to diminish. An example would be a large urban district that is reducing support specialist service time from full-time at each school to .2 for the 1987-88 school year. The two percent funding increase will not offset teacher salary increases of 12 percent and the higher overall costs of education. Rural and small districts find it difficult to attract and retain qualified teachers, therapists, specialists, and administrators.

Nonhandicapped students experiencing difficulty in the regular education classroom are frequently referred for evaluation. Lack of alternatives for these students in regular education programs, compounded by nonspecific eligibility criteria, may result in inappropriate placement in special education programs. In any case, scarce resources are used ineffectively. In the *Journal of Learning Disabilities*, June 1987, the Council for Learning Disabilities states that students with appropriately diagnosed learning disabilities may be denied needed services in programs with incidence rates that have been previously inflated due to the inclusion of nonhandicapped low achievers and underachievers and that placement of nonhandicapped students is a violation of the law. Many of these referrals to and sometimes placements in special education may be the result of regular education teachers being inadequately trained in strategies for coping with student differences.

The study team finds that placement procedures and criteria are inconsistent and sometimes discordant within and among school districts, particularly in EH, EMH, LD, and gifted. Though the federal guidelines are not—and should not be—specific, the state guidelines should be uniform and consistent across the state, providing a baseline that districts could use to suit their constituencies. This is the province of the legislature. Currently, the ADE has to implement vague laws relating to EH, EMH, and LD. Information from educators and specialists in the gifted area indicates that there is confusion around the state about identification and what services to provide for gifted students. Some school districts limit service in all areas of exceptionality by not testing those who might qualify, or through a more limiting criteria for eligibility.

In addition to the concerns delineated, secondary special education programs need to be evaluated for effectiveness in curbing the dropout rate of special-needs students,

preschool services to highly gifted children, high school credit for advanced work in grade school, and increased vocational counseling for all students.

In spite of the many constraints, there are excellent programs in the state. There is also a need to examine procedures and the role of the entities involved in the education of exceptional students and current practices of distribution of available resources to assure that services are equitable, appropriate, efficient, and effective.

IV. Framework for Quality Exceptional Student Program

A. Qualities of Effective Programs for Exceptional Students

The needs of exceptional students, including those who are gifted, are not adequately served unless the programs in which they participate function within a philosophy congruent with the school district's philosophy and are correlated with the district's total program. In addition, the programs must provide the opportunity for all students to achieve their potential in the curricular areas of (1) basic academic skills, (2) science and social studies, (3) communication, (4) social/interpersonal skills, (5) living skills, (6) prevocational/vocational skills, (7) health and physical development, and (8) art/music and creative expression. Reasoning and thinking skills must be included in all curricular areas. Academic and vocational counseling should be available at elementary and high school levels.

At the earliest appropriate time, students must have access to proper programs through an unbiased, sound, evaluation system which specifies criteria for entry to and exit from a continuum of services providing for varying student needs. The services and provisions for learning must be individualized, flexible, and student-centered. Program settings will include an adequate number of trained teachers and staff who employ a variety of professionally sound teaching strategies, methods, and materials to convey comprehensive, sequential curricula. The development and training of teachers and staff must be an ongoing and integral part of a complete program.

As a means to assure maximum student benefit, the program must provide for ongoing program evaluation, review, and revision of curricula as well as systematic review and evaluation of pupil progress. Such pupil progress evaluation will allow for timely movement of students vertically or horizontally within the continuum of services.

An effective program for exceptional students must also provide appropriate technology to maximize student time on task and expand the variety of educational offerings available to each. It will make the exploring of new technology a priority as it continually seeks to enhance student learning

So that student transitions are eased at every stage from preschool through community integration or higher education, an effective program also must provide for communication and coordination across various program components and with regular education. In addition, the effective program must cultivate in all exceptional students a positive self-concept as well as positive values so that high levels of student attendance, achievement, and program completion will be manifested.

B. Characteristics of Effective Planning

Quality programs for all exceptional students can only result from a careful and consistent planning process involving sufficient time allocation and a base of current information about student characteristics and needs in addition to effective teaching/learning strategies. Comprehensive planning must occur before programs are established. The process will continue to be an ongoing function to provide maximum benefit to individual students and groups of students as well as to promote progress in the program as a whole.

Whole program planning approaches will include activities to monitor current program operation, establish program direction through a written long-term plan for improving special education and related services, and detail means by which resources will be acquired. The process also must involve completion of formal and informal needs assessments and systematic input into and involvement in the district's long-term and annual planning by many groups. These groups include students, special and regular education teachers, administrators, parents, community representatives, and advocacy groups. Resulting from these activities will be a tangible long-term plan including development/improvement priorities and objectives, program tasks, responsibilities and time lines, and program accountability and evaluation procedures.

In developing group curricula and individualized educational plans, teachers of all exceptional students must be granted adequate time to consult with and involve those individuals who have knowledge of the students and who will be providing services to the students. These individuals must include parents, community agencies, special and regular educators, program and site administrators, and specialists in fields of exceptionality. As they evaluate and restructure individualized plans and curriculum, teachers must be provided resources and time to collect, summarize, and use information about student progress and performance as well as service outcomes. They must also be provided with the results of program evaluation and be encouraged and aided in using those results to modify services for students.

C. The Essential Support Components

Programs which meet the needs of all exceptional students must have the support of the community's parents, advocacy groups, universities, and service agencies; the district's school board and administrative, research, and staff development branches; and governmental entities such as the county, the legislature, the state department and state school board, and federal agencies. Support must be rendered in the form of resource allocation, consideration in planning, leadership, and shared expertise.

State agencies and a cadre of professionals within departments must work together to provide leadership and coordination of all special education programs, facilitating federal aid and promoting, upgrading, and unifying efforts in staff development, research and evaluation, standards, and interdistrict articulation. While they assist in the development of statewide uniform minimum standards and criteria, they must also encourage local educational agencies to go beyond them and help find ways to accomplish that in terms of local needs.

Entities at the federal, state, and local levels need to be informed about and give consideration to the needs of all gifted and other exceptional students when

allocating resources. They must provide sufficient funds and facilities for staffing, equipment, services, and instructional materials needed to implement an effective program.

Universities must work directly with state and local educational agencies to plan and deliver courses which meet needs in staff and program development. They must also be allowed and encouraged by the state to provide expertise and leadership in the form of consulting time and research involvement in local programs.

Individual students must be supported by their local districts and communities as they are provided access to appropriate services related to their special characteristics. These services include speech and language therapy, physical therapy, occupational therapy, counseling and psychological services, in addition to medical, vision and hearing specialists, parent training, and advocacy assistance. Districts and public or private community agencies must form liaisons to provide needed services.

V. Recommendations to the Arizona State Board of Education

A. Recommendations Involving the Arizona Department of Education

1. Initiate in 1987-88, an impartial, comprehensive study and evaluation of representative special education and gifted programs, focusing on program effects and student outcomes, cognitive and affective. Publish results for possible replication of exemplary programs.
2. Mandate that curricula scope and sequence developed for special education programs be demonstrably parallel to and congruent with regular education curricula whenever possible unless there is rationale to depart from that curricula.
3. Assess the function of the special education unit and the gifted specialist to assure that there are enough resources and qualified personnel to provide appropriate services to LEAs and thus to exceptional students.
4. Establish a research base at ADE to develop long-range studies of efficiency and effectiveness of programs and assistance to LEAs that want to do their own studies.
5. Identify a cadre of knowledgeable individuals and establish a process within ADE's special education and school improvement units to assess scope and sequence documents, to verify their reality in practice, and to assist in program writing and implementation.
6. Expand the cadre of professionals within the ADE special education unit to assist in planning for and developing exceptional student programs, similar to the School Improvement Unit.
7. Recognize as quality only those programs whose components are verifiable beyond the written page. When repeated on-site visits validate the reality of what is claimed by the LEAs, disseminate information for possible replication.
8. Continue to include the Special Education Advisory Committee, along with LEA representatives and experts in the fields of exceptionalities, in the

establishment of specific and consistent state guidelines for minimum program standards for all types of exceptional student programs in all state LEAs.

9. Have written and seek a broad acceptance of the recommendations of the Special Education Advisory Committee and the Standing Committee on Gifted Concerns to the State Board for rule adoption regarding the criteria for placement in and exit from exceptional student programs.
10. Emphasize the role of the ADE special education unit and gifted specialist in providing leadership and sharing expertise with LEAs in evaluation and inter-district articulation. Recommend that additional funds be directed toward this effort.
11. During the next rule revision regarding certification, add a requirement to the regular teaching certificate for all teachers at all grade levels of competencies in the characteristics and needs of exceptional children.
12. Continue to focus on the integration of handicapped children and youth into regular education and their communities.

B. Recommendations Involving the Universities

1. Urge the universities to include coursework on the characteristics and needs of exceptional students, curricular modifications, and instructional strategies as part of the requirements for a degree in education.
2. Encourage universities to include an on-site internship year for all degrees in the education of exceptional students.
3. Assist the universities in developing a plan for providing coursework and consultancies to meet LEA staff and program development needs.

C. Recommendations Involving the Legislature

Consider the following for inclusion in the recommendations for legislative action for the next session:

1. Require school districts to serve preschool handicapped children (ages 3-5) and continue developmental screening and testing for special needs and gifted service at the preschool and third grade levels. Some of this is currently in place, but needs to be augmented.
2. Develop a funding formula that provides the needed resources to provide service to all students, including those who cannot be appropriately served in the regular education program, and take into account the actual rise in educational expenses to the district, number of students requiring service, remoteness, etc.
3. Establish definitive baseline criteria for placement and exit from LD and EH programs and other programs as necessary.
4. Encourage a legislative study of the feasibility of implementation of intermediate service agencies (consortia or BOCES) to meet the needs of gifted and other exceptional students in the State of Arizona.

5. Promote legislation to require in-service training in the needs of all exceptional students for all school district governing board members.
6. Provide funding for transition activities of handicapped students from school to the world of work.

VI. Resources/References

Personel Interviewed

Public School System Administrators

Sam Fedell
Tanque Verde District, Tucson

Dave Roels
Glendale School District

Dr. Kay Lund
Flagstaff School District

Dr. Mary Strother
Peoria Unified School District

Dan Manglesdorf
Peoria Unified School District

Joann Martin
Deer Valley Unified School District

Dr. Ralph McBride
Chandler School District

Arizona Department of Education

Arnold Danzig
Director of Evaluation

Tommi Pierce
Special Education Program Specialist

Dianne Renne
Special Education Program Specialist

Jan Gore
Gifted Education Program Specialist

Documents

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DROPOUT PREVENTION SUBCOMMITTEE REPORT

I. The Subcommittee

Background

Dr. Stan Paz and Dr. Richard Wilson were members of the Superintendent's Ad Hoc Advisory Council, Subcommittee on School Dropouts. Fourteen committee members met in August and September of 1986. A report dated October 31, 1986, was submitted to Mr. Eddie Basha. A copy of the report is attached for commission members. The recommendations of the committee are submitted for consideration by the Quality Education Commission.

Membership

Dr. Stan Paz
Deputy Superintendent
Tucson Unified School District

Dr. Richard Wilson
Superintendent
Amphitheater Unified School District

II. Definition of Population

"Every student should earn a high school diploma so that he, or she, has available options to enter, with adequate credentials, the work force, the college of choice, or our country's military forces."

III. Current Status, Statement of Need

The current statutory provisions relative to enforcement of the compulsory attendance laws are inadequate and ineffective.

No one agency in the state of Arizona defines a dropout.

Individual school districts identify the dropout statistics using their own definitions.

No current statutory provision exists which provides state funds for the prevention of dropouts.

IV. Framework for Quality of Dropout Prevention Programs

Success Breeds Success

Review successful dropout prevention programs. Establish pilot programs in schools which focus on at-risk youth. Evaluate the program for continuation or replication.

Provide an Earlier Start

Although dropouts officially can only come from the high school ranks, prevention programs should begin in the middle schools and the elementary schools. A meaningful program with a long-range investment begins with academic success at the K-3 level.

Develop a Collective Will

To create a successful pattern with youngsters, the total community must become involved. The schools do not own the problem. The community, both parent and business, must establish a collaborative effort. Set goals and objectives for parent education and fund-raising.

V. Recommendations

- A. Enjoin the legislature to require the appropriate agencies to enforce the compulsory attendance laws.
- B. Encourage the legislature to provide school districts with the option of using either the 40th day student count, or the 100th day student count in the development of budget limits for the subsequent budget year.
- C. Encourage the Arizona State Board of Education to establish *the* definition for a school dropout.
- D. Urge the legislature to fully fund the chemical abuse program.
- E. Urge the legislature to provide funding for staff development training, focusing on prevention, to all school district personnel.
- F. Recommend to the Arizona State Board of Education to request in the 1987-88 priorities funding for dropout prevention programs from the legislature.
- G. Establish a system for the dissemination of successful dropout prevention activities in the state, southwest, and country.

VI. Appendices/References

October 31, 1986 Memorandum

Ford Foundation 1987 Grantees

The Arizona Consortium on Education — An alliance to reduce the number of high school dropouts in Arizona (report pending)

APPENDIX



C. DIANE BISHOP
Superintendent

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October 31, 1986

MEMORANDUM

TO: Mr. Eddie Basha

FROM: Dr. Bill Jones

SUBJECT: A Report From the Committee Studying
the Dropout Problem

Your committee met on two occasions, the more recent being September 18, 1986. From that meeting, a number of recommendations were developed, and are respectfully presented to you and the legislative subcommittee for consideration.

The committee agreed to the following "purpose statement" relative to their activities and this report:

"Every student should earn a high school diploma so that he, or she, has available options to enter, with adequate credentials, the work force, the college of choice, or our country's military forces."

You will note that the committee recommendations are responsive to your charge, i.e., suggestions that will require legislative consideration and action.

The committee was advised that funding for new programs would be limited, this per discussions with Senators De Long and Steiner.

nea822

Attachments

RECOMMENDATIONS

- A. Consideration should be given to the following suggestions to modify the statewide testing program:
1. Testing every student is an unnecessary expense in terms of direct testing costs, time of district staff involved in the testing programs, and most significantly, the loss of students' "time on task" that could be more productively spent on instructional activities. A "sampling" of the student population could be developed that would be statistically reliable and would provide a valid portrayal of how Arizona students are progressing.
 2. The State Board should consider including in the "variables" data that are reported as a part of the testing program the following:
 - (a) The number of years the student has been a student in the district.
 - (b) The number of years the student has been enrolled in the public schools of Arizona.
- B. The current statutory provisions relative to enforcement of the compulsory attendance laws are inadequate and ineffective. To extend the age/grade requirements for compulsory education without providing the necessary authority to enforce the law is an invitation to ignore the law. The legislature must empower the appropriate agencies with the necessary authority to enforce the law. Additionally, students, as well as their parents/guardians, should be held accountable for violating the compulsory attendance statutes.
- C. Districts should have the option to use either the 40th day student count, or the 100th day student count in the development of budget limits for the subsequent (budget) year.
- Current law directs the use of an average student count based on membership through the first 100 days in session to be used in developing a budget limit for the subsequent fiscal year. Membership reports are prepared at the end of the first 40 days in session. A report is also prepared at the end of the 100th day in session. This report covers the intervening 60-day period.
- District officials typically develop staff needs on the basis of a "maximum average daily membership". In the majority of urban high schools, this high membership occurs during the first two school months, with most districts experiencing a steady loss of students for the balance of the school term.
- With budget limits being on an average membership through the first 100 days, and with most secondary programs experiencing a loss of students following the first two school months, i.e., 40 days, it is readily apparent that many districts will experience a budget shortfall. One common element identified by the research relative to effective dropout prevention programs is an adequate staff in sufficient numbers to allow every student access to a counselor or teacher (one on one) at all times.
- D. The chemical abuse program should be fully funded. Currently, the only districts receiving full funding are those with a student population of 1000 or less.

- E. Resources to provide staff development training should be provided to all school districts and their personnel. A common factor in most studies looking for reasons why students fail to stay in school is their (the students) perceived belief that no one connected with the school cares about them.
- F. The State Board should request the Legislature to provide \$20 million to Arizona school districts for the primary purpose of enhancing educational programs in grades four through twelve. Seventy-five percent of this money would be "formula assistance", using variables to determine district entitlements that current research shows to be factors that encourage youngsters to drop out of school.

Twenty-five percent of the funds would be provided to districts on a competitive basis. Districts would be encouraged to develop model dropout prevention programs that would be shared with other districts.

This recommendation is made with a "sunset review" provision at the end of eight years.

The tables that follow present some opinions from Arizonans that reflect on the issue of quality. They are taken from

OPINION:

Arizona Public Education 1986

A statewide public opinion poll on public education co-sponsored by Arizona State University's College of Education and the ASU Chapter of Phi Delta Kappa and conducted under the auspices of the ASU Public Opinion Polling Research Program.

Problems Facing Arizona Schools

	Gallup	Arizona	Maricopa	Pima	Rural
1. Use of drugs	28%	28%	29%	27%	21%
2. Lack of discipline	24	15	14	16	16
3. Lack of financial support	11	9	8	4	10
4. Poor curriculum/standards	8	19	18	11	21
5. Parents' lack of interest, support	4	7	7	7	2
6. Difficulty getting good teachers	6	9	8	11	10
7. Teachers' lack of interest	4	5	4	3	3
8. Integration, busing, racial	3	2	1	4	3
9. Pupil's lack of interest/truancy	3	5	5	8	3
10. Low salaries, pay	3	4	5	2	2
11. Overcrowding, lack of schools	5	8	8	6	11
12. Lack of respect for teachers, others	4	*	*	0	*
13. Problems with administration	2	1	*	2	5
14. Drinking, alcoholism	5	1	*	2	2
15. Crime, vandalism	3	*	*	1	0
16. Lack of proper facilities	1	1	*	*	3
17. Mismanagement of funds, programs	1	*	*	0	0
18. One-parent households, kids left alone	*	*	*	*	0
19. Lack of public support	*	*	*	0	0
20. Communication problems	1	2	*	*	*
21. Governmental interference	0	*	1	0	*
22. Problems with school boards, policies	*	*	*	*	*
23. Moral standards	5	1	1	2	*
24. Not enough teachers, lack of teachers	1	*	*	*	*
25. Non-English speaking students	0	1	*	*	*

Question: What do you think are the biggest problems with which schools in this community must deal?

1 Percentages are for total U.S. or Arizona public schools and can add to more than 100 percent because of multiple responses — 1986 Gallup data.

* Less than one percent

Comparing the Quality of Current Education with Past Years

	Arizona	Maricopa	Pima	Rural
Much Better Today	15%	16%	12%	15%
Somewhat Better	39	42	32	35
Worse	32	30	35	38
Much Worse Today	10	8	16	9
No Opinion	4	4	5	3
	<u>100%</u>	<u>100%</u>	<u>100%</u>	<u>100%</u>

Question: How would you rate the quality of the education kids are receiving in the public schools today compared to when you were in school?

Grading the Public Schools Nationally

	Gallup	Arizona	Maricopa	Pima	Rural
A	3%	2%	2%	2%	4%
B	25	29	32	25	27
C	41	46	45	50	43
D	10	8	8	6	9
F	5	2	2	2	3
DK	16	13	11	16	14
	<u>100%</u>	<u>100%</u>	<u>100%</u>	<u>101%</u>	<u>100%</u>
Average	(2.1)	(2.2)	(2.3)	(2.2)	(2.2)

Question: What grade would you give the public schools nationally?

Grading Arizona Schools

	Arizona	Maricopa	Pima	Rural
A	6%	7%	4%	7%
B	37	38	32	42
C	38	39	38	34
D	6	5	8	4
F	1	1	3	2
DK	11	10	16	12
	<u>99%</u>	<u>100%</u>	<u>101%</u>	<u>101%</u>
Average	(2.4)	(2.5)	(2.3)	(2.6)

Question: What grade would you give the public schools in this state?

Perceived Emphasis on School Subjects

(Statewide)

	Too Much	Not Enough	Is About Right	No Opinion	Total
Mathematics	3%	60%	31%	6%	100%
Reading	1	76	18	5	100
Literature	4	49	38	9	100
History/U.S. Government	6	40	48	6	100
Science	4	49	40	7	100
Using Computers	9	47	34	10	100
Writing Skills	2	78	15	5	100
Business	7	39	42	12	100
Art	11	24	55	10	100
Music	8	24	58	9	99
Foreign Language	6	55	30	9	100
Health Education	5	43	45	7	100
Sex Education	11	49	28	12	100
Physical Education	15	27	52	6	100
Vocational Training	22	53	32	12	99
Athletic Competition	38	10	46	6	100
How to participate in politics	9	47	28	16	100

Question: Please tell me which of the subjects being taught in the public schools currently receives about the right amount of emphasis, too much, too little or don't know?

Perceived Emphasis on School Subjects

(Rural)

	Too Much	Not Enough	Is About Right	No Opinion	Total
Mathematics	2%	59%	33%	6%	100%
Reading	*	79	17	4	100
Literature	3	47	37	13	100
History/U.S. Government	5	40	50	6	101
Science	4	45	41	9	99
Using Computers	9	45	32	12	98
Writing Skills	*	82	15	3	100
Business	8	47	38	17	100
Art	16	17	59	8	100
Music	7	24	62	8	101
Foreign Language	3	62	26	8	99
Health Education	7	43	42	8	100
Sex Education	21	45	22	12	100
Physical Education	15	23	58	4	100
Vocational Training	2	55	33	10	100
Athletic Competition	46	8	41	5	100
How to participate in politics	9	45	20	24	98

Question: Please tell me which of the subjects being taught in the public schools currently receives about the right amount of emphasis, too much, too little or don't know?

Perceived Emphasis on School Subjects

(Maricopa)

	Too Much	Not Enough	Is About Right	No Opinion	Total
Mathematics	3%	59%	32%	6%	100%
Reading	1	74	20	5	100
Literature	4	49	39	8	100
History/U.S. Government	6	40	49	6	101
Science	3	49	41	6	99
Using Computers	9	45	36	10	100
Writing Skills	3	77	16	5	101
Business	7	38	44	11	100
Art	10	25	56	10	101
Music	9	23	60	9	101
Foreign Language	6	54	31	9	100
Health Education	5	41	47	7	100
Sex Education	9	50	31	11	101
Physical Education	15	26	53	5	99
Vocational Training	2	52	33	13	100
Athletic Competition	39	10	46	6	101
How to participate in politics	7	47	31	15	100

Question: Please tell me which of the subjects being taught in the public schools currently receives about the right amount of emphasis, too much, too little or don't know?

Grading Public School Teachers

	Gallup	Arizona	Maricopa	Pima
A	12%	14%	13%	13%
B	37	40	42	34
C	26	31	33	30
D	7	3	2	4
F	3	1	1	1
DK	15	21	10	19
	<u>100%</u>	<u>100%</u>	<u>100%</u>	<u>100%</u>
Average	(2.6)	(3.0)	(2.7)	(2.7)

Question: Students are often given the grades A, B, C, D, and F to denote the quality of the work they do. What would you give the job public school teachers are doing in your community?

Grading Principals and Administrators

	Gallup	Arizona	Maricopa	Pima	Rural
A	14%	14%	14%	10%	21%
B	34	35	35	34	38
C	25	28	30	28	20
D	9	7	8	9	4
F	4	2	2	2	5
DK	14	13	12	17	12
	<u>100%</u>	<u>99%</u>	<u>100%</u>	<u>100%</u>	<u>100%</u>
Average	(2.5)	(2.6)	(2.6)	(2.5)	(3.0)

Question: What grade would you give the principals and administrators in the public schools in your community?

Grading Community College Teachers

	Arizona	Maricopa	Pima	Rural
A	11%	12%	9%	11%
B	40	43	38	28
C	18	18	19	22
D	3	3	2	3
F	1	*	1	1
DK	27	24	31	35
	<u>100%</u>	<u>100%</u>	<u>100%</u>	<u>100%</u>
Average	(2.8)	(2.8)	(2.8)	(2.0)

Question: How would you rate the job teachers/professors in local junior colleges are doing?

*Less than one percent

Support for Gifted Programs

Gallup*	Arizona	Maricopa	Pima	Rural
30%	33%	34%	31%	44%
58	64	64	63	52
5	**	**	**	**
7	3	2	6	4
100%	101%	101%	100%	100%

Question: How do you feel about the spending of public school funds for special instruction for gifted and talented students? Do you feel that more school funds should be spent on gifted and talented students than on average students—or the same amount?

Support for Students with Learning Disabilities

Gallup*	Arizona	Maricopa	Pima	Rural
51%	71%	73%	70%	64%
40	26	25	27	32
2	**	**	**	**
7	3	2	3	4
100%	100%	100%	100%	100%

Question: How do you feel about the spending of public school funds for special instruction for students with learning problems? Do you feel that more public school funds should be spent on students with learning problems than on average students—or the same amount?

Extending the School Year

	Gallup*	Arizona	Maricopa	Pima	Rural
Favor	44%	56%	57%	51%	58%
Opposed	50	41	40	43	39
No Opinion	6	3	3	6	3
	100%	100%	100%	100%	100%

Question: In some nations, students attend school as many as 240 days a year as compared to about 180 days in the U.S. How do you feel about extending the public school year by 30 days, making the school year about 210 days or 10 months long?

*1984 data

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