

# **REPORT**

**THE HOUSE INTERIM STUDY COMMITTEE  
On The  
REORGANIZATION AND MODERNIZATION OF PUBLIC EDUCATION**



**The Honorable R. B. McAlister  
Chairman**

**The Honorable Sarah Weddington  
Vice Chairwoman**

**The House of Representatives  
The State of Texas  
1974**

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P. O. BOX 2808  
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*The State of Texas*  
*House of Representatives*  
*Box 2910*  
*Austin, Texas 78767*

COMMITTEES:  
VICE-CHAIRMAN:  
EDUCATION  
MEMBER:  
HOUSE ADMINISTRATION  
INTERGOVERNMENTAL  
AFFAIRS

December 7, 1974

The Honorable Members of the  
64th Texas Legislature  
The State Capitol  
Austin, Texas

Dear Fellow Members:

Herewith, we, the House Interim Study Committee on the Reorganization and Modernization of Public Education (Committee of 24), respectfully submit our report, including findings and recommendations, pursuant to the provisions of House Simple Resolution No. 97, Acts of the 63rd Legislature.

The Committee of 24 held hearings throughout the State of Texas in 1974, and heard testimony from educators, businessmen, administrators of local and state education, policy planners and other concerned citizens. During the course of these hearings the Committee developed a comprehensive set of proposals which are designed to update and make more effective not only the administration of public education, but also the quality of education that we offer to the future generations of Texans.

From the outset, the Committee felt that the **Goals for Public School Education** which have been established by the State Board of Education are ones which can and should be met. Each and every child in Texas deserves nothing less than the vigorous and sensitive effort of policy makers to do everything possible to effectively achieve these goals within our system of public education.

The recommendations contained in this report address themselves in several ways as to how these goals might be more adequately realized. We do not presume by any means however, that the recommendations contained in this report will solve all our problems or fully achieve our desired goals for public education. We sincerely believe that these recommendations, if positively acted upon, will provide some meaningful steps in the right direction.

Respectfully submitted,

*R. B. McAlister*

R.B. (Mac) McAlister  
Chairman,  
Committee of 24

RBM/db  
Enclosure

## **Preface to the Signatures of the Members of the Committee of 24**

The Committee of 24 held its final hearing in Austin, Texas on December 3, 1974 for the purpose of reviewing and discussing the draft report. During the course of that meeting the report was amended and otherwise changed in several ways so that the conclusions and recommendations within it would more accurately represent the position of most members of the Committee.

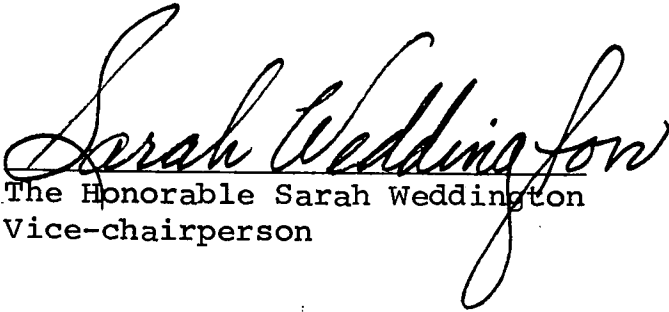
The signatures of Committee members which follow are intended to show their general approval of this report. However, **each individual member, by affixing his or her name to this report, does so with the understanding that he or she may disagree with any specific conclusion contained herein.**

Section F of the Appendix of this report has been set aside to include the comments, observations, dissents and recommendations of individual members of the Committee.

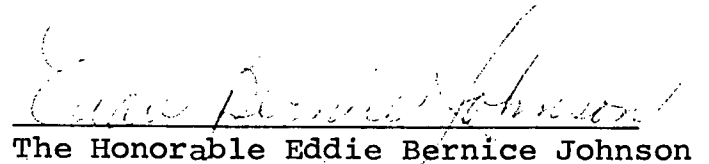
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LEGISLATOR MEMBERS OF THE  
COMMITTEE OF 24

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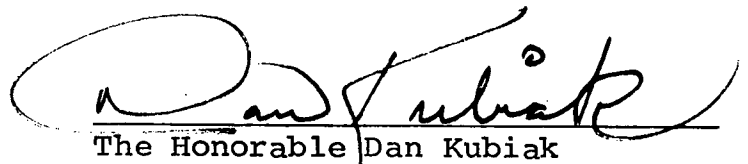
The Honorable Sarah Weddington  
Vice-chairperson



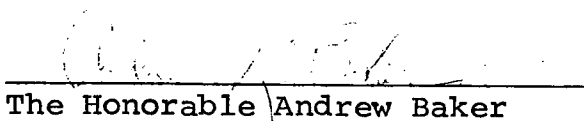
The Honorable Eddie Bernice Johnson



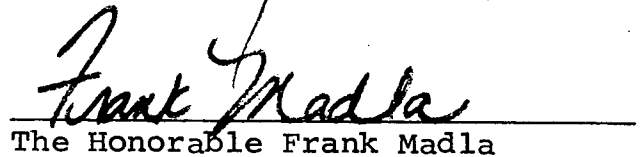
The Honorable Herman Adams, Jr.



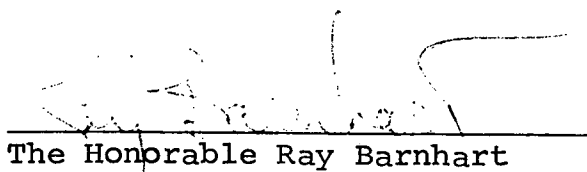
The Honorable Dan Kubiak



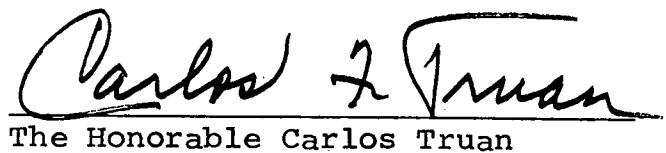
The Honorable Andrew Baker



The Honorable Frank Madla



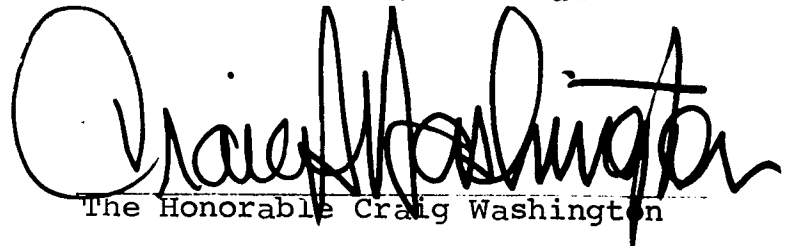
The Honorable Ray Barnhart




The Honorable Carlos Truan



The Honorable Neil Caldwell



The Honorable Craig Washington



The Honorable Joe Hanna

CITIZEN MEMBERS OF THE  
COMMITTEE OF 24

\*\*\*\*\*

Charles Bounds DB  
Dr. Charles Bounds

Ivan A. Kraft, M.D.  
Dr. Irvin A. Kraft, M.D.

Oliver H. Bown  
Dr. Oliver H. Bown

Mamie McKnight  
Dr. Mamie McKnight

Will Davis DB  
Mr. Will Davis

Albert S. Moser  
Father Al Moser

Joan Y. Ervin  
Ms. Joan Ervin

Luci Johnson Nugent  
Mrs. Luci Johnson Nugent

L. Harlan Ford  
Dr. L. Harlan Ford

Alberto C. Serrano MS  
Dr. Alberto C. Serrano, M.D.

Laurence D. Haskew  
Dr. Laurence D. Haskew

Teresa Peña  
Ms. Teresa Peña

## **The HONORABLE R. B. (MAC) McALISTER, Chairman**

Rep. McAlister will enter his fourth term as a State Representative from Lubbock County in 1975, and has established a long and distinguished record of service on behalf of education in Texas. During the 63rd Legislature he served as Vice Chairman of the House Education Committee and he chaired subcommittee studies on Vocational Technical Education and Taxable Wealth Base. He also served on the House Administration and Intergovernmental Affairs Committees.

During the 63rd Interim, McAlister continued his service in education and in addition to chairing the Committee of 24, he also chaired the Interim Study Committee on the Educational Needs of Gifted Children.

As well as attending to his legislative duties, Mr. McAlister is Chairman of the Board of KSEL Radio-TV, the American Broadcasting Company affiliate in Lubbock, Texas. He has been an ordained Deacon of the Baptist Church since 1953 and teaches a weekly Sunday School class at the Second Baptist Church in Lubbock.

The genial McAlister, who characterizes himself as an "incurable optimist," accounts for this attitude because of his reliance on the "sixth sense," the SENSE OF HUMOR.



## **THE HONORABLE SARAH WEDDINGTON, Vice-Chairwoman**

Ms. Weddington was elected to the Texas Legislature in 1972, and became the first woman ever to be elected Representative from Travis County. She received her B.S. Degree Magna Cum Laude from McMurray College, Abilene, Texas, in 1965, and received her J.D. Degree from The University of Texas School of Law in 1967.

Upon graduation from law school, Ms. Weddington worked as Assistant Reporter to the Committee of the American Bar Association which wrote the Code of Professional Responsibility for lawyers. She served as Assistant City Attorney for the City of Fort Worth until 1971 when she moved to Austin to establish a private law practice.

In January, 1973, Ms. Weddington argued a case before the United States Supreme Court which made Texas' abortion law unconstitutional. She is active in numerous women's organizations, including the National Organization of Women (NOW), Women's Equity Action League, and the American Association of University Women. In February, 1973, Rep. Weddington was awarded the first annual Susan B. Anthony Award by the Austin Chapter of NOW.

During the 63rd Session of the Texas Legislature, Rep. Weddington sponsored and co-sponsored a variety of legislation on behalf of the environment, women and education. She sponsored H.B. 950 which made it unlawful to deny credit or loans on the basis of sex; H.B. 1326 to include submerged lands under environmental safeguard guidelines; and, co-sponsored H.B. 787 which made it possible for all children five years of age to attend public kindergarten.

## **THE HONORABLE HERMAN ADAMS**

State Representative Herman Adams was elected to the 63rd Texas Legislature in November of 1972. He represents the 5th Legislative District which includes Hardin, Jasper, and western Jefferson counties. During the 63rd Legislature, he served as a member of the Reapportionment Committee, the Education Committee, and the Agriculture and Livestock Committee.

Adams chaired the Subcommittee of the Committee of 24 which looked into the matter of public school finance.

Representative Adams resides in Silsbee and is a former educator. He was born in Jasper County and attended public schools in Kirbyville and Silsbee. He is a graduate of the University of Texas in Austin, with a B.A. in history and education.

Rep. Adams previously served as the Hardin County Democratic Chairman, and was on the staff of the United States Senate Post Office and Civil Service Committee in Washington, D.C. He is a member of the First United Methodist Church in Silsbee, the Silsbee Chamber of Commerce, Kiwanis Club, Jaycees, and various professional organizations.



## **THE HONORABLE ANDREW Z. BAKER**

Rep. Baker was elected to the Texas House of Representatives in 1972 from Galveston County. He received his law degree from South Texas College of Law and has practiced law for 19 years. He served as Assistant District Attorney for Galveston County for two years, and from 1956 to 1965, served on the Galveston School Board of Trustees.

During World War II, Rep. Baker was awarded the Silver Star and 13 other medals and decorations for valor and bravery. He is a member and past President of the Toastmasters Club and Yeager Children's Home, and is a Board Member of the Boys' Club of America.

During the 63rd Legislature, Mr. Baker was a member of the Criminal Jurisprudence, Judiciary and Education Committees.



### THE HONORABLE RAY BARNHART

Rep. Barnhart was elected to the Texas Legislature in 1972, from Pasadena, Texas. Mr. Barnhart served on the Committee of 24's Subcommittee on Public School Finance and during the 63rd Legislature served on the House Education, Elections and Insurance Committees.

Rep. Barnhart received his B.A. Degree from Marietta College in Ohio and his M.A. from the University of Houston. He is a member of the Pasadena Chamber of Commerce, Pasadena Music Society and Pasadena Rotary Club.

He has been active in community and political affairs, and before coming to the Texas House was a member of the Pasadena City Council. Mr. Barnhart has been active in the Harris County Republican Party organization and has served as Precinct, District and Convention Chairman.



### THE HONORABLE NEIL CALDWELL

Rep. Caldwell served as chairman of the House Appropriations Committee during the 63rd Legislature. He is a member of the American Legion, Texas Bar Association and the Board of Directors of the Brazoria County Bar Association.

Rep. Caldwell received his B.A. Degree in 1954, and his L.L.B. Degree in 1975, both from The University of Texas at Austin.

From 1958 to 1959, he was a Professor of Law at South Texas College of Law. He was elected to the Texas House of Representatives in 1960.

### THE HONORABLE JOE HANNA

Rep. Hanna was elected to the Texas House of Representatives from Breckenridge, Texas, in 1970, and re-elected in 1972. During the 63rd Legislature, he served on the House Education, Transportation and Natural Resources Committees and chaired the Education Subcommittee on Vocational-Technical Education.

During the interim, Rep. Hanna chaired a special task force committee to look further into the matter of vocational-technical education.

Mr. Hanna attended public high school in Wichita Falls, Texas, and attended John Tarleton College at Stephenville, and The University of Texas at Austin from which he received a B.B.A. Degree.

He is in the ranching and investment business and was a member of the Breckenridge School Board for 13 years during which time he served as President.



### THE HONORABLE EDDIE BERNICE JOHNSON

Ms. Johnson was elected to the Texas House of Representatives in 1972 from Dallas, Texas. She has served as Vice Chairwoman of the State Democratic Convention, was a member of the Credentials Committee of the National Democratic Party and was State Democratic Executive Committeewoman from the 23rd Senatorial District. Ms. Johnson served on the Committee of 24 Subcommittee on Public School Finance.

She received her B.S. Degree from Texas Christian University, Fort Worth, Texas, and graduated from Holy Cross Central School of Nursing at St. Mary's College of the University of Notre Dame, South Bend, Indiana. Ms. Johnson has an extensive background in the field of psychiatric nursing. She was the Chief Psychiatric Nurse Psychotherapist in Day Hospital, VA Hospital, and has done consultant work with Drs. Carl Rodgers, Eric Berne, and Haim G. Ginott.

During the 63rd Legislature, Rep. Johnson served on the House Calendars, Human Resources and State Affairs Committees.



### THE HONORABLE DANIEL KUBIAK

Rep. Kubiak was elected to the House of Representatives in 1968, and during the 63rd Session of the Legislature, served as the Chairman of the House Education Committee. He also served on the House State Affairs Committee.

His extensive background in education includes an A.A. Degree from Blinn College, B.B.A. Degree from the University of Texas at Austin, M.Ed. Degree from Midwestern University, and graduate work at Georgetown University, Washington, D.C. Rep. Kubiak has written two books; **Monument To A Black Man**, and, **Ten Tall Texans**, and has published several articles, including; "Youth and Their Vote: A New Day is Coming" **Theory Into Practice**, and "Political Power and the Schools—At the State Level", **Education Leadership**.

He has taught school and coached in Texas public schools, and has been awarded honors in teaching excellence and political leadership, including "Legislator of the Year Award" from the Houston Teachers Association.

### THE HONORABLE FRANK MADLA

Rep. Madla, a freshman legislator in the 63rd Session of the Legislature, served as Vice-Chairman of the Interim Study Committee on the Educational Needs of Gifted Children, as well as serving as a member of the Committee of 24. Before entering the Legislature, Mr. Madla had established himself as an educator and decision-maker.

He has taught in public schools and junior colleges, and is a former member of the South San Antonio Independent School District Board of Trustees. He received his M.A. Degree from St. Mary's University in San Antonio after completing a thesis on the Latin American and Negro in politics.

Rep. Madla is a member of the American Political Science Association and the American Association of University Professors. He is currently involved in community service and social work with the Inman Christian Center in San Antonio.

During the 63rd Session of the Texas Legislature, Rep. Madla served on the House Education, Environmental Affairs and Intergovernmental Affairs Committees.



### THE HONORABLE CARLOS F. TRUAN

During the 63rd Legislature, Rep. Truan served as Chairman of the House Committee on Human Resources and presided over the massive Interim Study on Child Caring in Texas.

Rep. Truan served on the Committee of 24 subcommittee on Public School Finance. Rep. Truan was elected to the House of Representatives in 1968 and has authored among others, the "Texas Bilingual Education Act"; "Texas Adult Education Act"; and, "Texas Human Relations Commission Act."

A life insurance agent for New York Life, Mr. Truan has received many awards, including "Consistent Million Dollar Producer," and "South Texas Man of the Year" of the New York Life Insurance Company (1967).

Rep. Truan has been an outspoken advocate on behalf of Latin American citizens; has served as Coordinator of the U.S. Senate Hearing on Bilingual Education; is a member of local, state and national LULAC (League of United Latin American Citizens); member of the Texas Education Agency's Advisory Committee on Bilingual Education; and, is a member of the Texas State Advisory Committee of the U.S. Commission on Civil Rights.

### THE HONORABLE CRAIG A. WASHINGTON

Rep. Washington was elected to the Texas House of Representatives in 1968, and served on the House Judiciary, Criminal Jurisprudence and Rules Committees.

He is a practicing attorney in Houston, Texas, and during the Constitutional Convention of 1974, was Chairman of the Local Government Committee. He received his law degree from Texas Southern University in 1969, and holds memberships in many legal organizations, including the National Bar Association; American Bar Association; Texas Bar Association; Harris County Criminal Lawyers Association; and, the American Civil Liberties Union.

Rep. Washington is a Board Member of the Houston Bill of Rights Foundation, and is a former Board Member of the 1812 Democratic Forum.



### **CHARLES E. BOUNDS, Ph.D.**

Dr. Bounds, who currently serves as Director of Psychology Services with the Austin-Travis County Mental Health-Mental Retardation center, has been Chief Psychologist with the Austin Child Guidance Center; Lecturer in the Department of Psychology, University of Texas, and Staff Clinical Psychologist at the VA Hospital in Dallas, Texas.

Before obtaining his Doctorate in Psychology from the University of Texas in 1964, Dr. Bounds taught in Texas public schools from 1949.

He has a particular interest in the role of education in developing healthy attitudes in young people. "Schools teach children two kinds of things. One is academic ... the language skills, mathematics, concept formation and so forth. The other thing which they are teaching children which hasn't been focused on ... is teaching children who and what they are. We are going to have to insist that they take more responsibility for the latter," he says.



### **OLIVER H. BOWN, Ph.D.**

Dr. Bown is the Co-Director of the Research and Development Center for Teacher Education, The University of Texas-Austin; Associate Director, Personality Research Center, College of Education, University of Texas-Austin; and, Professor of Educational Psychology, University of Texas-Austin.

He earned his Masters and Doctorate Degrees in Clinical Psychology from the University of Chicago in 1948 and 1954, respectfully, and holds memberships and offices in several learned and honorary societies. Among them; the American Men of Science; American Psychological Association; Phi Beta Kappa; Omicron Delta Kappa, and the Texas Psychological Association in which he served as President-elect and President from 1963 to 1965.

His many publications concerning the psychological aspects of teaching and teachers include: "Creating Climates of Growth," 1966; "Mental Health in Teacher Education," **Journal of Teacher Education**, 1964; and, "Teachers' Emotional Development," **International Journal of Religious Education**, 1966.

### **MR. WILL D. DAVIS**

The newly elected President of the Texas School Board Association, Mr. Davis has a long record of service on behalf of education in Texas. He has served on the Board of Trustees of the Austin Independent School District since 1966, and is the Board's immediate past President.

Mr. Davis graduated from Baylor University in 1954 where he earned BBA and LLB-JD degrees. From 1954-1957 he served as Assistant Attorney General of Texas and from 1957-59, he was General Counsel for the Texas State Board of Insurance.

Mr. Davis is Chairman of the Board of Trustees of the Austin Community College, and was one of its founders. He was a member of the Coordinating Board of the Texas College and University System until 1971, and is a member of the Council of Major School Districts, and is a member of the Board of Directors of the National School Boards Association.

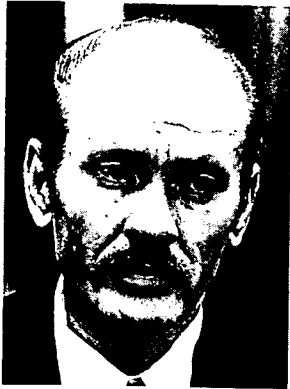


### **MRS. JOAN Y. ERVIN**

Mrs. Ervin is a member of the Board of Trustees of the Lubbock Independent School District and is the first woman, and the first black, to be elected to the Board in 23 years.

Mrs. Ervin is an employee of the I.B.M. Corporation, and is very active in church work and other activities in Lubbock. She is a member of the Greater New Hope Baptist Church and has been a member of the Lubbock YWCA Board of Directors; President of the Dunbar High School P.T.A.; and is a member of the Lubbock Chapter of the N.A.A.C.P.

Her most coveted honor is "to have been chosen by the Downtown Optimist Club as their candidate for 'Woman of the Year.'"



### **L. HARLAN FORD, Ph.D.**

An educator and administrator, Dr. Ford was recently appointed Texas' Deputy Commissioner of Education for Programs and Personnel Development. From 1968 to 1974, he served as Assistant Commissioner for Teacher Education and Instructional Services, Texas Education Agency (TEA).

Prior to joining the TEA, Dr. Ford was the Executive Director of Region XIX, Education Service Center, El Paso, Texas (1967-68); and Academic Dean and Interim President of Sul Ross State University (1961-67).

Dr. Ford attended Southwest Texas State University in San Marcos, Texas, where he received his B.S. Degree in English and Social Studies in 1950, and M.A. Degree in Administrative Education and English in 1955. In 1960, he received an Ed.D. Degree in Administration and Instruction from Colorado State University. He has held lectureships in Canada, Colorado, Japan and Mexico, and in 1973, was one of three U.S. citizens to participate in a 17-country seminar in Norway, Sweden, Finland, and Denmark concerning participatory decision making, educational finance, and decentralization of education.

### **LAURENCE D. HASKEW, Ph.D.**

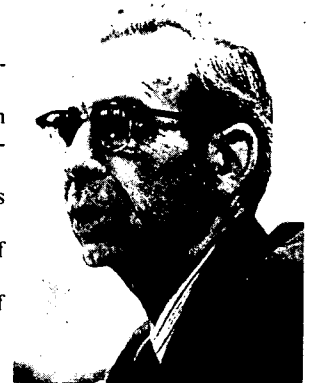
Dr. Haskew, a recognized expert in public school finance and Professor of Educational Administration, University of Texas-Austin, has been a participant and consultant in educational policy-making in Texas for many years.

In 1946, he was a member of the President's Commission on Higher Education and a member of the American Council on Education's Committee on Teacher Education, 1945-46, and a member of Texas' landmark Gilmer-Aikin Committee on Education, 1947-49.

With the University of Texas at Austin, he served as Dean of the College of Education, 1947-1962, and from 1954-1967, was Vice-Chancellor of the University of Texas System.

Dr. Haskew received a Bachelor of Philosophy Degree from Emory University in 1926, M.A. Degree from the University of Chicago in 1934, and Doctorate from the University of Georgia in 1941.

Dr. Haskew's publications include more than 100 periodical articles and chapters, seven monographs, and three books, of which the best known are, **This is Teaching**, and **Renewal of the Administration for American Schools**.



### **IRVIN A. KRAFT, M.D.**

Dr. Kraft's interest in the role of education in the maintenance of positive mental health in children is borne out by his many achievements and activities on behalf of children.

Dr. Kraft is the Medical Director of the Texas Institute of Child Psychiatry (since 1964); is a member of the Active Psychiatric Staff of the Texas Children's Hospital (since 1958); is Director of the Child-Family Clinic, Texas Children's Hospital (from 1959 to 1964, and since 1972), and is Chairman of the Drug Information Committee, Houston Pediatric Society.

In 1949, Dr. Kraft received his M.D. Degree from New York University College of Medicine, and from 1954 to 1956 was a Research Fellow in Child Psychiatry, Tulane University Medical School.

From 1958 to 1972, he was Chief of Psychiatry, Texas Children's Hospital, Houston, Texas, and from 1957 to 1959, served with the Houston Independent School District as Medical Director of the Child Study Clinic and as School Psychiatrist.

Dr. Kraft was appointed to the White House Conference on Children and Youth in 1970, by former Texas Governor Preston Smith.

He is listed in several biographical journals, among them: **American Men and Women of Science**, **Outstanding Professionals in Human Services**, and **Dictionary of International Biography**.

### **FATHER ALBERT D. MOSER, C.S.P.**

Father Moser has been Director of the Catholic Student Center at The University of Texas at Austin since 1972. Before coming to Austin he was instructor of English, Art and Communications at St. Paul's College in Washington, D.C., from 1961-1968, and from 1968 to 1971, he was Director of Formation, Paulist Fathers, also in Washington, D.C. Father Moser was ordained in 1960, and from 1960 to 1961, served as Pastoral Counselor for the Addiction Research Foundation of Toronto, Canada.

He received B.A. Degrees in English and Philosophy from Xavier University, Cincinnati, Ohio, and St. Paul's College in Washington, D.C., respectively, and an M.F.A. Degree in Drama from Fordham University, New York, New York.

In addition to being Director of the Catholic Student Center in Austin, Father Moser teaches a course in "Marriage and Morals" in the Department of Religious Education at the Student Center.



### **MS. MAMIE L. McNIGHT, Ph.D.**

Dr. McNight, President of the North Central Texas Personnel and Guidance Association, has an extensive background in education, counseling and community activities.

As an undergraduate, she attended Wiley College and Prairie View A&M and from the latter institution received B.S. and M.S. Degrees in Mathematics and Chemistry. She performed her Graduate work at The University of Texas at Austin; University of Wisconsin at Madison, and North Texas State University, from which she received a Doctorate in Counseling and Personnel Administration.

Dr. McNight is an Instructor/Counselor at El Centro College and is an Assistant Professor of Education at Southern Methodist University. She has taught in the Dallas Public Schools and has conducted workshops and presented papers concerning teaching and counseling.

Among the activities Dr. McNight has been involved in recently include serving as group leader for the Women's Symposium, SMU; Chairperson of Education Committee for Conference on Racism; and, Vice President and charter member of the Urban League Guild of Dallas.



### **MRS. LUCI JOHNSON NUGENT**

Mrs. Nugent is the daughter of the 36th President of the United States. She campaigned vigorously in 26 states for her father and was later chosen Delegate at Large to the State Democratic Convention.

She is now involved in many civic organizations; including National Vice President of Volunteers for Vision, and is past President of the local Volunteers for Vision Chapter. For her service in this field she was presented the Apollo Award, Optometry's highest award. She is past Chairman of the American Heart Association and was honored with the Eisenhower Lay Volunteer of the Year Award. She is Vice-Chairman of the Development Board of The University of Texas System School of Nursing, Chairman of the School's Financial Planning Committee and served on the Board of Lay Advisors to Seton Hospital. Mrs. Nugent is a member of Town Lake Beautification Committee, Austin Junior League and Austin Junior Woman's Club. She was recently selected as one of Austin's Outstanding Women.

Mrs. Nugent is a graduate of the National Cathedral School for Girls in Washington, D.C., and has attended Georgetown University and The University of Texas.

### **MS. TERESA D. PEÑA**

Ms. Peña, educator, artist and writer, received a degree in Education from Western New Mexico University, and an M.A. from New Mexico State University. She was selected to represent the El Paso Public Schools in a program to further the understanding in our educational system of cultures of Latin America and completed the program at Texas A&M University where she prepared material for use throughout Texas schools. She was selected to train for a one-year program at New Mexico University for an advanced degree in educational administration which would qualify her as Principal in an elementary school with a large enrollment of Mexican-American or Indian students.

Ms. Peña was a talent scout for the Freedom Foundation. From 1968-70, she served as New Mexico State University's Teacher Corps team leader in El Paso Public Schools. After joining the El Paso Public Schools in 1958, she served as administrator of the Head Start Program for one year before becoming Principal of the Vilas Elementary School. She is a member of the T.S.T.A., E.P.E.A., Texas Elementary Principal's Association and N.E.A.



### **ALBERTO C. SERRANO, M.D.**

Dr. Serrano, who is currently the Director and Chief Psychiatrist with the Community Guidance Center of Bexar County, is a psychiatrist, educator and administrator. He is Director of Child Services, Northwest San Antonio Mental Health Center (since 1968); Director of Child and Adolescent Psychiatry, University of Texas Medical School at San Antonio (since 1969), and is Clinical Professor of Psychiatry and Pediatrics, University of Texas Medical School at San Antonio (since 1973).

Born in Buenos Aires, Argentina, Dr. Serrano received his B.A. Degree in 1948 from Colegio Nacional Mariano Moreno, Buenos Aires, and his M.D. Degree in 1956 from the University of Buenos Aires, School of Medicine. He served residencies in the Department of Neurology and Psychiatry (1957-60), and in Child Psychiatry (1962-64), at the University of Texas Medical Branch, Galveston, Texas.

Dr. Serrano is a Psychiatric Consultant for several hospitals and foundations, including the Brooke Army General Hospital; Wilford Hall Medical Center, Lackland Air Force Base; the San Antonio State Hospital and The Hogg Foundation for Mental Health. He holds memberships in several professional societies including, the Society for Adolescent Psychiatry; Society of Professors of Child Psychiatry; Texas Society of Child Psychiatry; American Association of Psychiatric Services for Children (Council Member, 1971); San Antonio Group Psychotherapy and Group Process Society (Past President); TMA; AMA.

Dr. Serrano's many publications include; "Adolescent Maladjustment and Family Dynamics," **Am. J. Psychiatry**; "Crisis Intervention for Troubled Families," **Hospital and Community Psychiatry**; "Adolescent Drug Abuse: A Model for Intervention in Schools," **American Orthopsychiatric Association Newsletter**; and, "Implementation of Community Programs to Meet the Mental Health Needs of Children" in **Proceedings of the 23rd Annual Conference of Social Workers**.



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on The  
Reorganization and Modernization of Public Education**

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Ms. Teresa Peña**

Members of the Committee of 24 for their assistance and contributions in the preparation of this Report

## Introduction and Historical Background of the Committee of 24

During the regular session of the 63rd Legislature in 1973, education and the problems confronting it, was a topic of daily concern. In the midst of trying to develop a system of public school finance which would adequately and equitably provide a quality education for Texas' school children, it became obvious to many that basic and fundamental improvements needed to be made in the system of public education before increased expenditures would yield any significant returns in terms of improved educational quality.

Realizing that this was the case, the Vice Chairman and Chairman of the House Education Committee, Representatives McAlister and Kubiak, sponsored a resolution calling for the establishment of a blue-ribbon study committee to look into ways Texas' system of public education might be reorganized, modernized and made more effective in its delivery of educational services. The Committee was to consist of twelve legislators to be appointed by the Speaker of the House and twelve citizen members with expert knowledge of the problems facing public education, to be appointed by the Governor.

The resolution recognized that **"the quality of public education deeply affects the lives of all citizens of Texas"**; that it **"determines to a large extent the potential for cultural, economic and social progress in this state"** and that regardless of **"the rising expenditures of state money for its support"** bureaucratic inefficiency and other obstacles were seriously hampering its effectiveness. The proposal concluded its observations with the statement:

**"The Legislature has an obligation to the people of Texas to make state agencies more effective in the administration of public education."**

House Simple Resolution No. 97, which proposed the creation of this study committee, was introduced and charged the Committee with the review of educational problems and to make recommendations concerning ways that the system could be modernized and made more effective in meeting the educational needs of Texas' school children. On May 26, 1973, H.S.R. No. 97 was adopted by the House of Representatives.

The Committee appointments were made in November and December of 1973, and following the Constitutional Convention of 1974, the Committee formally began its study. **Speaker Daniel** asked State Rep. **R. B. McAlister** of Lubbock to chair the study committee and State Rep. **Sarah Weddington** of Austin was asked to serve as Vice Chairperson.

The report which follows contains the conclusions and recommendations which the Committee adopted during the course of its study. Thirty one recommendations are included in this report which address problems related to the programmatic as well as the administrative aspects of public education.

**Among the issues spoken to by the recommendations included in Chapters I through IV of this report are:**

- 1. The role of, and the relationship between, the structures of state and local education in the development of programs designed to meet educational needs;**
- 2. The procedures and guidelines for teacher and teacher education program certification;**
- 3. The needs related to the further professionalization of the teacher education process;**
- 4. The role of the public school in promoting the positive emotional and social growth of students as mandated by the GOALS FOR PUBLIC SCHOOL EDUCATION IN TEXAS: and,**
- 5. The issue of revising the system of public school finance in Texas.**

Chapter V of this report recognized that this Committee has by no means provided answers to all of the problems facing public education today. It further recognizes the essential need for constant updating and futures planning with regard to the policies regulating the administration and provision of educational services.

Citing a need for further study into these issues, the Committee offers a resolution which calls for the creation of a blue-ribbon study committee to continue the quest for better education in Texas.

It is the hope of this Committee that it has provided some needed perspectives on the direction in which educational revision and improvement should proceed.



## CHAPTER I

### Personalizing Education: Taking A Statewide View

In the first two organizational hearings of the Committee of 24, which were held in Austin, discussion centered on the awareness of the need for modernizing Texas' educational system in such a way as to make it more effective in meeting the needs of students. Needs, as discussed at these hearings, were described not only as the fundamental cognitive skills which a student must obtain in order to competently perform job tasks upon his entry into society, but also the affective skills which are necessary for the individual to cope on a personal level with himself and others with whom he or she comes into contact.

It was generally agreed that some fundamental changes in the approach to education were needed if students were to successfully come to an understanding of themselves and their experiences in the world of human interactions within the context of an educational process of basic cognitive learning.

To be sure, innovations are being successfully implemented in many schools which are aimed at "personalizing" the educational experience by bringing these two learning processes together as one. In some cases entire schools have adopted basically new approaches which are successfully providing an atmosphere where cognitive and affective learning is taking place simultaneously. Approaches vary, of course, from school to school.

The Committee expressed an interest in studying some of the specific ways that schools can provide for a cognitive-affective learning environment and Chairman McAlister concluded that the Committee should visit and view an example of such an alternative school.

Knowing that there are some 82 public schools in Texas which have been identified by the Texas Education Agency as currently utilizing the "personalized approach" to instruction, he chose the Vilas Elementary School in El Paso, Texas, where Committee of 24 member **Ms. Teresa Peña** is Principal, as the site for the Committee's visitation.

The program of personalized education was instituted at Vilas School in September, 1973. Prior to that, the school operated under the traditional approach to elementary education where students were grouped according to grade level and age, and most remained in one classroom with one teacher who offered instruction in the basic cognitive areas of reading, spelling and math. All students within one classroom, regardless of their true learning levels, were assumed to be at one level and instruction was not applied individually, but rather to the class as a whole.

Upon reviewing the results of these existing programs, the staff of Vilas, under the direction of Ms. Peña, discovered that most children were functioning below grade level in the basic educational areas. Discipline was a major problem area that consumed a great deal of time and distracted others.

The staff of Vilas determined that it would be profitable to incorporate basic innovations into the structure and approach to instruction and proceeded to implement them.

Instead of grouping students into traditional grade levels on the basis of age, the personalized approach groups students into units. In an elementary school, for example, students would be grouped into approximately four units which would include:

Kindergarten and first graders;

First and second graders;

Third and fourth graders; and,

5th, 6th and 7th graders.

Within each unit students are grouped according to their instructional level (i.e., achievement ability) rather than their chronological age level. Sufficient flexibility exists so that students can be moved from one unit to another.

Within such units, students are exposed to different modes of learning. Small groups consisting of as few as 2 or as many as 10 or 12 are formed around particular student interests. In other words, instruction within the unit is broken up to support the development of a variety of student interests in a cognitive way, rather than applied to the group as a whole, which is the case in the traditional classroom.

Instruction is individualized through the utilization of teacher aides and volunteers in addition to the certified teachers which are allocated to schools under the present Average Daily Attendance-Certified Teacher Unit formula.

\* \* \*

**The Committee of 24 believes that educational approaches which utilize a variety of alternatives should be encouraged throughout the state.** The "personalized approach" such as the one studied at the Vilas Elementary School in El Paso is one example of how alternatives can be used to more efficiently achieve the basic **GOALS FOR PUBLIC SCHOOL EDUCATION IN TEXAS** which have been adopted by the State Board of Education.

While the Committee was favorably impressed with the El Paso program, it does not wish to be interpreted as advocating that this specific program approach be duplicated and implemented statewide. What the Committee does recognize, however, is that certain conditions which currently exist at the state level with regard to regulations and statutes can be revised and made more compatible with the need for more flexibility in the implementation of programs which better serve local needs.

The recommendations which are contained in this chapter are largely based on the Committee's experience in El Paso. The recommendations are not designed, however, to specifically promote the implementation of the Vilas program, but rather to create a situation in which a variety of educational alternatives throughout the state can be allowed to flourish more easily.

\* \* \*

**The Committee believes that educational needs can best be identified at the local level.** Local schools and/or districts who wish to design educational programs aimed at the particular needs of their students often find that certain statewide guidelines with regard to the use of instructional materials are too restrictive. The use of externally mandated instruction materials require local schools to adjust their needs around instructional materials, rather than arranging the materials around their needs. The Committee feels that local level curriculum designers should be allowed more flexibility in determining what materials and textbooks are best suited to their needs; therefore the following recommendation is offered:

#### **Recommendation #1**

**State participation in providing for the utilization of a full range of instructional materials necessary to meet locally determined needs, should be expanded and made more flexible in order to encourage the development of educational programs designed to meet local educational needs.**

\* \* \*

It is generally agreed that the smaller the adult/student ratio in the classroom, the greater opportunity there is for helping students develop the needed cognitive skills. Currently, there exists a wide range of

remedial type programs which have had to come about in order to serve students whose cognitive development has fallen behind. These remedial programs are expensive and can be a source of embarrassment for students who must participate in them.

If the regular classroom was better suited to prevent such lags in cognitive development, great sums of revenue could be saved by cutting down the need for remedial programs.

Adult/student ratios, especially on the elementary level, need to be reduced. As the Vilas program demonstrated so well, a variety of qualified personnel, if properly prepared and utilized, can be extremely helpful in providing more "individualized" instruction. Given the fact that revenue is limited, our economy will have a hard time supporting larger numbers of professional teachers at the kind of salaries they deserve to be paid. Funds should be made available, therefore, for support staffs for teachers made up of other educational technologists.

## **Recommendation #2**

**The State School Finance Program should recognize and make provision for flexible, expanded staffing of local school programs.**

\* \* \*

The effectiveness of a system of public school education ultimately depends upon how well the products of that system are able to cope with and positively contribute to society. Under the heading of "Student Development" in the **GOALS FOR PUBLIC SCHOOL EDUCATION IN TEXAS** as adopted by the State Board of Education the following are some of the goals that are mandated:

"In terms of their individual ability, all students should achieve:

Knowledge of the fundamental economic structure and processes of the American system and of the opportunities for individual participation and success in the system.

Occupational skills prerequisite to enter and advance in the economic system...

Competence in the application of economic knowledge to practical economic functions such as planning and budgeting for the investment of personal income, calculating tax obligations, financing major purchases, and obtaining desirable employment.

\*Knowledge of the art, music, literature, drama and other culturally related forms of various culture groups and their contributions.

\*Skill for participating in the processes of public and private political organizations and for influencing decisions made by such organizations.”

Currently, most curricula designed to meet these goals for public education are limited to in-class activities.

The Committee feels that students could better come to an understanding of the realities mentioned above if they were exposed to them more directly. Many of the realities for which schools are expected to prepare students can only become real to the student when he or she comes into contact with them.

### **Recommendation #3**

**Provisions for para-curriculum (out of class educational activities) need to be made. Such provisions should include additional transportation funding, added facilities and flexible scheduling.**

\* \* \*

## **CHAPTER II**

### **Innovations and Issues in Professional Teacher Preparation**

#### **Note:**

The information and recommendations presented in this chapter came primarily from input which the Committee of 24 received at its October 30, 1974, hearing at the College of Education, University of Houston, Houston, Texas. **Dean Robert B. Howsam** and members of the faculty at the College especially prepared for the Committee a number of papers and exhibits which are included in the Appendix of this report.

The materials offered Committee members a springboard and an elaboration of the many specific issues which were discussed during the session. In turn, this discussion became important input to subsequent Committee deliberation and the development of recommendations in this area.

The Committee is highly indebted to the University of Houston faculty for its careful preparation of materials and coherent presentation which brought critical issues into focus and perspective.

\* \* \*

#### **Introduction**

The Committee of 24 conducted a full day hearing on October 30, 1974, at the College of Education, The University of Houston. Testimony was received, and Committee members had an opportunity to observe many of the campus-based teacher education program components in action.

In most of the Committee's previous deliberations, attention was frequently focused on the critical role of the professional teacher in facilitating the long-term, complex processes of learning and development, in orchestrating the resources, methodologies and interactions which support those processes and for achieving an array of objectives for which society holds the school responsible. The Committee became increasingly interested in how young people are currently being prepared to enter the teaching profession, how the professional teacher continues his/her training, updating and renewal and how the State can best support those

efforts most likely to create and sustain an increasingly knowledgeable, perceptive, responsible, competent and responsive teaching profession. It was recognized that verbal presentations in hearings could only go so far in exposing Committee members to the structure, functioning and problems of teacher education. Accordingly, the visit was planned to one site where it would be possible for Committee members to observe and to some extent participate at one of the "firing lines" of a teacher education delivery system.

The Committee was well aware that no single teacher education program could fully represent the gamut of practices, innovations and collaborative relationships taking place throughout the State of Texas. An effort was made to broaden statewide representation at the hearing through an invitation to **Dr. Frank Hubert**, Chairman of the Texas Council of Deans of Colleges of Education, to address the Committee on statewide concerns. Unfortunately, a previous commitment made it impossible for Dr. Hubert to attend. The University of Houston was selected as a visitation site for the following reasons:

1. Several faculty members are providing national leadership in the development of competency-based teacher education.
2. The College of Education has integrated into its competency-based program a number of the components of the Personalized Teacher Education Program developed by the Research and Development Center for Teacher Education at The University of Texas at Austin. The resulting program was developed through a high degree of collaboration between two teacher education programs and institutions and represents a harmonious blending of program components which are sometimes viewed as conflicting.
3. The new education building at The University of Houston is particularly well suited to visitors who wish to view the ongoing program.
4. The Dean of the College, **Dr. Robert B. Howsam**, is recognized as a national expert in the area of the Governance of Teacher Education. His concerns are closely related to past and potential legislative responsibilities and prerogatives. Dean Howsam was also recently appointed Chairman of a commission on the nature of the education profession created by the American Association of Colleges for Teacher Education and was therefore able to bring to the Committee national perspective on the appropriate role of teacher education within the total education profession and in the total society.
5. The geographical location was convenient for most members of the Committee.

\* \* \*

As was stated in the introduction of this report, the Interim Study Committee on the Reorganization and Modernization of Public Education (Committee of 24) was created by House Simple Resolution No. 97, Acts of the 63rd Legislature. In this resolution the Committee was charged, among other things, to look into ways public education in Texas might be made more effective in its delivery of educational services to the children of this state.

Furthermore, the Committee was charged with making recommendations on how public education might be modernized so that it would more adequately meet the needs of the consumers of public education today.

During the organizational meetings of the Committee, much discussion focused on the question of what criteria should be used to measure the effectiveness of public education and on the meaning of "modern" as it related to public education.

It was generally agreed that "effectiveness" could best be measured by the yardstick of student achievement with regard to the development of cognitive and human skills and the extent to which these skills could be used by the student-person to lead a productive and satisfying life in society.

The Committee further recognized that, given the present structure of public school education, the single most important individual upon whom the effectiveness of the system depends is the classroom teacher. This is not to minimize the critical role played by administrators and a variety of other professional and support personnel.

Determining the role of the teacher and the methods by which the teacher is prepared, therefore, are matters of fundamental importance in any study whose purpose is to recommend ways of making education more effective and more modern.

**The Committee of 24 takes the position that the quality of teaching service in schools is directly and closely related to the extent to which teaching is developed as a profession and to which teachers become highly prepared and effective professionals.**

To become a viable and accountable professional, the teacher must meet three basic criteria:

1. Like other professionals, teachers must possess a **body of knowledge** essential to the practice of their profession. This body of knowledge must be obtained through scientifically prepared training processes derived directly from the science of the teaching profession itself;



2. The teaching professional must possess a **repertoire of behavioral and skills** in order to effectively carry out the responsibilities of the professional role. These skills must be acquired through a process of carefully designed activities, including the acquisition of basic knowledge and principles and teaching strategies and skills developed in laboratory, classroom and real world field settings. **Anything less cannot be considered acceptable to the professions since the consequence of incompetent practice is tragedy for the client; and,**
3. Finally, the teaching professional, like other professionals, must undergo a process of **official induction** into the profession. This should include agreement on the part of the teaching professional to meet and maintain established ethical and professional standards.

\* \* \*

While the Committee does not believe that the above conditions are currently being adequately met, it does believe, based upon the information which it has gathered\*, that the potential exists for the State of Texas to begin to provide for the development of adequate professional teacher preparation programs **today**.

In the following portion of this chapter specific recommendations and rationale statements are offered concerning ways which this Committee believes professional teacher preparation can begin to be brought about in Texas.

Having described the desired goal with regard to providing professional teacher preparation as a reality in Texas, a discussion concerning some of the problem areas including those created by statutory constraint and resource limitations which currently prevent us from reaching this goal will now be presented and recommendations and proposals for further study can be carried out.

\*See **Appendix C: Teacher Education—A Conceptualization**, in this report.

## **Teacher and Program Certification**

Teacher preparation requirements as outlined by the State Board of Education upon the advice of the State Board of Examiners for Teacher Education, pursuant to the constraints of the statutes, place a maximum limit upon the number of hours of professional teacher preparation\* an institution may require in order to make it possible for a teacher to be certified (**Texas Education Code 13.041**). A significant portion of the preparatory time which is allowed, is of necessity spent in lecture-based instruction where the teacher trainee learns **about** teaching and, as a consequence, has too little opportunity to learn **how** to teach. In most cases, only six semester hours are provided for field base experiences (student teaching), and this is the portion of the teacher preparation which comes at the very end of the process. As a result, many students may find upon entering the reality of the classroom as a student teacher, that they are not suited for the job either by temperament or other reasons. Because it is too late to change directions, some students choose to go ahead and become classroom teachers with less than the enthusiasm and dedication it takes to be a truly good teacher.

With the constraint of the above cited statute, the State Board of Education is limited in its ability to establish teacher education guidelines which would provide for more extensive and flexible professional teacher education standards. This is due largely to the existence of a phrase in **Section 13.032(a)** of the **Texas Education Code** which limits the State Board from establishing rules and regulations inconsistent with certain limitations which exist in other sections of Chapter 13.

**The amount of time spent in teacher education programs should have minimum, not maximum, standards and the State Board of Education should be given enough flexibility so that it can respond to the needs of the profession with regard to establishing guidelines for teacher certification.** To rectify this situation, the following recommendations are offered:

### **Recommendation #1**

**Amend the Texas education Code, Chapter 13, by deleting Section 13.041, subsection (f), which places a limitation on the total hours an institution may require in order to make it possible for a teacher to be certified.**

\*Professional teacher preparation refers to that part of the total collegiate preparation which focuses upon teaching theory, method and practice. It does not include academic foundations and subject matter concentrations which are, of course, critically important in the total preparation of the teacher."

## **Recommendation #2**

**Amend the Texas Education Code, Chapter 13, by amending Section 13.032, subsection (a) to read as follows:**

**“(a) The State Board of Education, with the advice and assistance of the State Commissioner of Education, is authorized to establish such rules and regulations[~~as are not inconsistent with the provisions of this chapter and~~] which may be necessary to administer the responsibilities vested under the terms of this chapter concerning the issuance of certificates and the standards and procedures for the approval of colleges and universities offering programs for teacher education.”**

## **Recommendation #3**

**The standards for teacher education program certification should be redeveloped to include much more emphasis on developing the behavior and skills of teaching through greater use of laboratory and field experience and should allow for these experiences to be obtained throughout the undergraduate process.**

**\* \* \***

In addition to the Committee's deliberations which led to the recommendations stated above, further discussion with regard to teacher education program certification focused more specifically on the need for teachers to be better prepared to recognize, understand, and work with the problems and potentials of all children.

More specifically, certification standards need to address themselves to the fact that approximately 10 to 20 percent\* of all children in the regular classroom have specific learning and language disabilities. Children with such disabilities are very often defined as children with average or above average intelligence; however, they cannot learn by conventional means due to these disabilities.

Mainstreaming will bring into the regular classroom as well, children with more recognizable handicapping conditions which for the most part have been treated previously in separate settings.

\*Statistic provided to the Committee by Mrs. Luci Johnson Nugent.

**So that teachers might be better prepared to deal with this situation, the Committee offers the following recommendation:**

#### **RECOMMENDATION #4**

**Standards for teacher education program certification should be provided so that all classroom teacher candidates shall participate in suitable programs designed to help them recognize the problems and potentials of all children with language and learning disabilities and other handicapping conditions which affect learning and provide them with the skills necessary to develop the full potential of such children.**

Texas statute requires that, upon completion of a teacher preparation program of the baccalaureate degree level, all public school personnel be certified for life (**Texas Education Code 13.038**). Under this current situation any individual who acquires a teaching certificate at age 20, can throughout the next 50 years be employed on the basis of that certificate and not be required to update his or her knowledge or teaching skills.

Even though changes continue to occur in all fields of knowledge and new teaching methods are discovered, current Texas statutes provide that no teacher can be required to update his or her skills or competencies for a position he or she holds even though new qualifications for that position have been established (**Texas Education Code 11.26(c)**).

While it is specifically provided that updating knowledge and skills cannot be required, there is some encouragement for the updating of skills or information on a voluntary basis. Few local school districts expend as much as one percent of their instructional budgets on in-service and continuing education of teachers.

In order to keep up with the latest developments and new information, teachers must continue their education after certification at their own expense. Given present low salaries and increased costs of living, this voluntary approach to in-service education is hit-and-miss at best.

#### **Recommendation #5**

**The Texas Education Code, Chapter 13, should be amended by deleting Section 13.038 which provides for the lifetime certification of teachers. A provision should be enacted in its place which would require the establishment of an ongoing procedure of teacher certification reevaluation to take place at regular intervals as provided for by law. The responsibility for developing these procedures should be dele-**

**gated to the State Board of Education who shall seek the advice of the Commissioner of Education and the State Board of Examiners for Teacher Education. Sections 13.035, 13.036 and 13.037 also need further examination.**

#### **Recommendation #6**

**The Committee of 24 recommends that Section 11.26(c) of the Texas Education Code which prevents the state or local district from requiring a teacher to update his or her skills for a position for which new qualifications have been set be deleted.**

#### **Recommendation #7**

**The state system of funding should make generous provisions for the in-service and continuing education of teachers and flexibility should be allowed to include a variety of in-service and continuing education approaches.**

**\* \* \***

Several other problems with regard to teacher and program certification were brought to the Committee's attention and they are outlined below.

**\* \* \***

Texas statutes require that upon application, an individual holding a valid certificate from another state be issued certification for life whether or not the criteria for certification in that state are compatible with Texas' standards (Texas Education Code 13.042).

#### **Recommendation #8**

**SECTION 13.042 of the Texas Education Code needs to be studied to see what amendments might be made in order to insure that out-of-state teachers meet Texas' standards before entering the public school system in Texas.**

**\* \* \***

Current Texas statutes specify grade levels for which a certificate may be issued. (Texas Education Code 13.039). This does not allow a teacher with a certificate to teach grades 7 - 12, for example, to teach in grade 6 even though he or she may be competent to do so.

### **Recommendation #9**

**Section 13.039, Texas Education Code, needs to be studied to see what amendments might allow more flexibility in the utilization of teaching personnel at the local level.**

\* \* \*

Accountability for the type of preparation provided for the public school teachers of Texas in institutions of higher learning is severely limited due to the fact that no state agency with explicit power to approve or disapprove of teacher preparation programs exists (**Attorney General Opinion H-197, January 4, 1974**).

### **Recommendation #10**

**Since taxpayer dollars are spent in support of teacher preparation programs, such programs need to be accountable to the state. A specific agency may need to be identified with the power to set standards and have the power to approve and disapprove teacher preparation programs.**

\* \* \*

In addition to the problems related to the certification of teachers and programs, other areas related to the preparation of teachers continue to hamper the process of providing for teaching professionals of the highest quality.

Recent regulations—very desirably—have mandated that each teacher education institution have a Teacher Center through which it is collaboratively involved with the school districts with which it cooperates in teacher preparation and the organized teaching profession (professional organizations). However, **no funds have been provided for the establishment and operation of these centers.**

As a result, existing resources at the local level must be tapped if the centers are to become anything more than “on paper committees.” The Committee of 24 recognizes that institutional and local resources are severely limited and that the close day to day functional collaboration which teacher centers are designed in theory to promote is not being achieved because of resource limitations.

### **Recommendation #11**

**The Committee of 24 fully supports the concept of the Teacher Center and respectfully urges the 64th Legislature to appropriate adequate funding to carry out the intent of legislation already enacted.**

\* \* \*

Teacher education programs and teacher certification are assigned to the Texas Education Agency while funds are allocated to these programs by the Coordinating Board for Higher Education. There appears to be limited coordination between these two agencies in this regard which has resulted in what many educators and local administrators involved in teacher education programs feel is inadequate funding.

#### **Recommendation #12**

**The Committee of 24 believes that there is an urgent need for an in-depth Study of teacher education funding and of the process through which it can be achieved. In the Study, attention should also be given to the relationship between the Texas Education Agency and the Coordinating Board for Higher Education. More coordination appears to be needed.**

\* \* \*

## **CHAPTER III**

### **“Promoting Positive Mental Health in the Public Schools”**

The recommendations and rationale statements which are included in this chapter were based upon the **Report of the Joint Commission on the Mental Health of Children: “Crisis in Mental Health—Challenge for the 1970’s.”**

\* \* \*

The Committee of 24 placed great emphasis throughout its study on the role of the school in the emotional development of our citizenry. Too often the phrase, “mental health” brings to mind the condition of “mental disease.” In making recommendations concerning the role of the public school in maintaining and promoting the positive mental and emotional growth of the children of this state, it is of utmost importance to recognize that **this Committee is not recommending that the public schools get into the business of treating the mentally or emotionally disturbed.**

Instead, the Committee is concerned with how the public schools might organize and deliver their services in such a way as to encourage the positive and healthy growth of children. This role for the public school is consistent with the mandated **GOALS FOR PUBLIC SCHOOL EDUCATION IN TEXAS** as adopted by the State Board of Education in October 1970.

As stated in those **GOALS FOR PUBLIC SCHOOL EDUCATION IN TEXAS**, the public schools are mandated to provide students with the following:

1. **“...help to develop personal knowledge, skills and competence to a maximum capacity and to learn behavior patterns which will make a responsible member of society.”**
2. **“Knowledge about basic psychological, sociological, and cultural factors affecting human behavior.”**
3. **“Skill in interpersonal and group relations, and in formation of ethical and moral standards of behavior.”**
4. **“Competence for adjusting to changes in personal status and social patterns.”**
5. **“Competence in recognizing and preventing environmental, ecological and health problems.”**



The Committee of 24 wholeheartedly endorses these goals as worthy ones which our public schools should strive to the best of their ability to achieve. In an effort to further provide the schools with the capability to successfully achieve these goals which were designed to promote the positive mental health of children, the Committee of 24 respectfully submits the following recommendations:

**Recommendation #1**

**The Committee of 24 recognizes and supports the concept of mental health maintenance in public school education by means of services, training and research.**

**\* \* \***

**Recommendation #2**

**In order to implement the concept of mental health maintenance public school education should support the maximization of children's potential through early individualized recognition of and attention to possible emotional difficulties of children.**

**\* \* \***

**Recommendation #3**

**In order that public school education will play a significant role in the promotion and maintenance of positive mental health of children the State should encourage through proper state funding the support of pertinent community services.**

**\* \* \***

**Recommendation #4**

**That initial and continued education of public school personnel is essential to the effective and economical promotion of positive mental health of children.**

**\* \* \***

**Recommendation #5**

**In order to maintain the education of personnel and the delivery of services for mental health maintenance, research appropriate to these areas should be encouraged by funding from the State.**

**\* \* \***

### **Recommendation #6**

**In order to maximize the use of existing resources and to develop new programs in support of Recommendations 1 through 5 above, it will be essential to formalize a liaison between the Texas Mental Health-Mental Retardation Department and the Texas Education Agency.**

**\* \* \***

### **Rationale**

“There is a close association between the child’s mental health and his education. Schools have a tremendous potential for enhancing the mental health of all the children who attend them, preventing the development of serious emotional disorders and improving the condition of those children who are already suffering from such difficulties.

This function is in line with the ... philosophy that the mental health of all children is of concern to the community, and that the promotion of positive mental health through education, etc., is just as important as the treatment of specific emotional and mental disorders.

The school is one of many institutions in the community that has the responsibility and opportunity, which it shares with families, physical and mental health services, religious organizations, social service agencies, and youth organizations.”<sup>1</sup>

“A psychological-social environment which promotes mental health depends upon many factors. These include a school system administered in a democratic way, rather than in an authoritarian or loosely permissive one. Such factors also include a school system which provides teachers with a sense of economic and psychological security, a sense of significance and participation, a sense of challenge and opportunity, and a sense of competence and success. All of these conditions are important in establishing an environment in which teachers can teach and children can learn. The same factors are important ingredients of the kind of teaching which stimulates and promotes the child’s mental health and his success as a learner. Teachers cannot employ approaches of this kind, establish a positive mental health climate in the schoolroom, and promote the healthy growth and development of each individual child unless they work in a climate that both promotes the mental health of teachers and allows for sound teaching practices. Moreover, children and youth are not likely to respond to the efforts of a single teacher unless the whole school environment supports the child’s sense of significance and individual worth.

The schools cannot establish a democratic environment which promotes [the growth potential of the child] unless they are given community support to operate in this way ... It is quite obvious that the schools have been under almost impossible and frequently unrealistic pressures in the past twenty years or so.”<sup>2</sup>

“It is important that greater recognition be given to the fact that teachers are human beings with their own stages of development, their own life situation, their own orders of interests, feelings, and attitudes. Thus, in both teacher training and the supervision of teachers on the job, more attention should be paid to their need for social and psychological support for the difficult tasks they are undertaking. This is not to imply that schools of education or supervisory personnel in schools should engage in providing therapy for teachers. Personal counseling and therapy are another matter; however, such personal counseling should be made readily available to teachers if they should wish it, at little or no cost, since the mental health of teachers is so importantly related to the mental health of the children with whom they work.

Teachers should be regarded as full-fledged professionals working in partnership with other professionals, such as the mental health specialists. There is a tendency to downgrade teachers as being less competent and knowledgeable than specialized mental health personnel. It should be recognized that teachers have their own particular specialization. Potentially, they have a great deal to offer in terms of their own observations and experiences with children in joint consultation with such specialists as psychiatrists, psychologists, social workers, guidance counselors, school nurses, and the like. Each of these professionals plays a particular role. The child’s needs will be best met through joint consultation and joint planning based on mutual respect between the different members of the professional team.”<sup>3</sup>

### **Supporting Evidence**

“...the school is (not) a therapeutic institution. The function of the school is not to treat emotional and mental problems any more than it is to treat physical ones, but it does have a role in understanding these problems, taking them into account in methods of teaching, styles of relating to the child, ways of discipline, and expectancies for the youngsters, and in the development of a curriculum tailored to the student’s interests and abilities. Although the school is not a therapeutic institution, its ways of working with individual children may well have either positive or negative therapeutic effects depending on the skill and sensitivity of teachers and depending on the availability of needed helping resources.”<sup>4</sup>

“There is the unfulfilled dream of an equal education for all—one fitted to the unique nature, needs, and aspirations of each child, one which develops the competence and skill necessary for an individual sense of mastery and accomplishment. For many children, we have made little or no advance toward these goals.

- Only 13 percent of the 800,000 emotionally disturbed children identified as needing special education currently receive such assistance.
- Of the estimated 5,500,000 handicapped children who need special education because of their disabilities, only one-third receive any educational assistance.
- An estimated 50,000 migrant children must travel each year when they should be in school; many of these children are excluded from attending local schools on the basis of their transient status.

... Our schools must impart not only the capacity for learning but also a love of learning and the motivation for continual life-long learning. Education, more than ever before, will need to concern itself with human development. It will need to become a primary force in shaping the whole person, his emotional as well as his intellectual development, his power to create as well as to adjust, his inner equilibrium as well as his effectiveness in dealing with the outer world.”<sup>5</sup>

\* \* \*

## References

1. “Crisis in Child Mental Health—Challenge for the 1970’s,” Report of the Joint Commission of Mental Health of Children. Harper and Row, New York, New York, p. 383.
2. *Ibid.*, p. 386.
3. *Ibid.*, p. 391.
4. *Ibid.*, pp. 394-395.
5. *Ibid.*, pp. 72-73.

## **CHAPTER IV**

### **“A Time for Decision”**

#### **Report of the Interim Subcommittee on Public School Finance**

**The Honorable Herman Adams, Jr.  
Chairman**



**The State of Texas**  
**House of Representatives**  
**Austin**

HERMAN ADAMS  
STATE REPRESENTATIVE

DISTRICT 5  
HARDIN, JASPER, JEFFERSON  
COUNTIES

November 18, 1974

The Honorable R.B. McAlister  
Chairman, Committee of 24  
House of Representatives  
Austin, Texas  
Dear Sir:

Pursuant to your instructions, the Subcommittee on Public School Finance of the Committee of 24, has prepared a report on the status of recommendations concerning public school finance in Texas. Also in response to your instructions, we have looked into the matter of emergency funding of the public schools in Texas for the 1974-1975 school year and have made some recommendations on this and several other key issues which we believe are in the best interest of school finance revision in Texas.

The subcommittee held four public hearings during the months of October and November, discussed the key issues facing us in the upcoming session of the Legislature, and have made recommendations based on broad policy considerations.

We did not feel that recommendations concerning the technicalities of implementing these policy questions were appropriate at this time, due to the short span of time within which we worked, but we do believe, as the title of our report suggests, that the upcoming session of the Legislature is "A Time for Decision".

Sincerely,

Herman Adams, Jr.  
Chairman, House Interim  
Subcommittee on Public School  
Finance

The Honorable Ray Barnhart

Dr. Lawrence Haskew

The Honorable Eddie Bernice Johnson

The Honorable Carlos Truan

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### **Introductory Remarks**

Because of the dedication of the members of this Subcommittee, we were able to produce a report in the short time the Subcommittee has been in existence. I commend Representatives **Barnhart, Johnson, Truan,** and **Dr. Haskew** for the time they have devoted to the subject of school finance.

I extend special thanks to **Don Buford** and **Camilla Bordie**, whose extensive researching and expert counseling were of invaluable service. Also to **Margaret Wilson** and **Grover Campbell** for their assistance to the Subcommittee.

It is my hope that the efforts of this Subcommittee will be beneficial to the members of the 64th Legislature.

**Herman Adams, Jr.**



**STAFF**

**The Interim Subcommittee on Public School Finance  
in Texas**

**Mr. Donald Buford**

Staff Administrator

**Mrs. Margaret Wilson**

Administrative Assistant

**Mr. Grover Campbell**

Administrative Assistant

Legal Research and Assistance to the  
Committee

**Mrs. Camilla Bordie, Attorney**  
Texas Legislative Council

## **CHAPTER I**

### **Introduction**

#### **Report of**

#### **The Interim Subcommittee on Public School Finance**

On September 25, 1974, at the El Paso hearing of the "Committee of 24," **Chairman McAlister** appointed a subcommittee to look into the issue of public school finance. Representative **Herman Adams, Jr.**, of Silsbee, was appointed to Chair the subcommittee and the following members of the "Committee of 24" were asked to serve on the subcommittee:

**Dr. Laurence D. Haskew**, Professor of Educational Administration, The University of Texas at Austin

**Rep. Eddie Bernice Johnson**, Dallas

**Rep. Ray A. Barnhart**, Pasadena

**Rep. Carlos Truan**, Corpus Christi

The House Interim Subcommittee on Public School Finance was charged with two principal assignments. First, to compile an overall picture of the status of the various school finance recommendations currently available; and second, to look into the issue of emergency funding for the 1974-75 school year for the public schools in Texas and to make recommendations of its own on these two issues.

After reviewing the testimony presented before the subcommittee in its first three public hearings, Chairman Adams chose seven key areas related to school finance and instructed the staff to compile a summary of the recommendations of the various study groups as they related to these seven areas. The summary which follows in Chapter II was compiled to serve two principal functions:

1. **In response to the charge of the Committee, to provide the full Committee of 24, and anyone else who may be interested, with a concise summary of what the various groups are recommending with regard to these seven areas and where further explanations can be readily found; and,**
2. **To serve as a discussion outline at the fourth and final hearing for the subcommittee's consideration of its final recommendations.**

The seven areas are as follows:

- I. The Fund Allocation Formula**
- II. The Taxation Component of the School Finance Equation**
- III. An Accountability System**

- IV. Teacher Salaries**
- V. An Enrichment Program**
- VI. Transportation Funding**
- VII. Emergency Funding for the 1974-75 School Year**

Recommendations on these seven areas were compiled from the following sources:

**The Governor's Office of Educational Research and Planning, THE RESTRUCTURING OF PUBLIC ELEMENTARY AND SCHOOL FINANCE, November 15, 1974.**

**House Education Committee, A TIME FOR CHANGE, September 20, 1973.**

**The State Board of Education, A PUBLIC SCHOOL FINANCE PLAN, November 9, 1974.**

**The Texas Advisory Commission on Intergovernmental Relations, A PUBLIC SCHOOL REVENUE SYSTEM, November 8, 1974.**

**The Texas Association of School Boards, LEGISLATIVE PROGRAM, October 5, 1974.**

**The Texas State Teachers' Association, LEGISLATIVE PROPOSAL, September 30, 1974. (Updated January, 1975)**

**CHAPTER II**  
**A Summary of the Recommendations of Various Groups**  
**Involved in the Matter of Public School Finance**  
**in Texas**

**I. The Fund Allocation Formula:**

**A. Recommendation of the State Board of Education (SBE), (as of November 9, 1974).**

Note: The SBE makes an overall recommendation that any revision in the present school finance formula should be phased in over a 4-year period beginning in 1975-76.

1. Calculation of the amount to be allocated to the local district to meet the costs of the Foundation School Program (FSP), should be based on average daily attendance (ADA).
2. ADA should be calculated on the basis of the best four six weeks, best three nine weeks, or best two twelve week reporting periods.
3. Under the change recommended in Part (2), the total costs would be increased by approximately one percent in 1975-76; fifteen million dollars.

(See publication: **A PUBLIC SCHOOL FINANCE PLAN**, p. 3 and 7-8)

**B. Recommendation of the Governor's Office of Educational Research and Planning (GOERP), (as of November 15, 1974).**

1. To determine the dollars needed to meet the needs of individual students within a school district it is recommended that the **weighted pupil approach** is utilized.
2. The formula would utilize a system of weights applied to various student need categories (see page 8, GOERP Recommendations) which would be multiplied by a **Full Time Equivalent (FTE)** factor. The FTE System would prorate a student's time among the various programs in which he participates.
3. The weight includes provisions for central office staff, secretaries, custodians, etc., as well as all non-salary current operations costs.

(For further explanation of the Weighted Pupil-FTE fund allocation approach see GOERP Recommendations, pp. 4-10)

**C. Recommendation of the Texas Association of School Boards (TASB) (as of October 5, 1974).**

1. The present utilization of formulas for staffing and operation should be dispensed with, and the State should adopt finance proposals that utilize **weighted pupil averages.**"

2. The TASB recommends a **dual system of weights**; one for personnel and one for operation and maintenance.

(See pages 10-11, **TASB Legislative Program** for explanation)

D. **Recommendation of the Texas State Teachers Association (TSTA) (As of November 12, 1974.)**

1. **Average Daily Attendance (ADA)** should continue to be used for allocating **Certified Teacher Units (CTU)**. Separate allocations for K-3 and grades 4-12. (See TSTA Legislative Proposal—Section 16.106).
2. The sum of State money appropriated to the local school district shall be computed and determined in accordance with the provisions of the TSTA legislative proposal, subchapters C, D, E, F, G and H.

E. **Recommendation of the Texas Advisory Commission on Intergovernmental Relations (TACIR) (As of November 8, 1974).**

The TACIR makes no recommendation with regard to the fund allocation formula.

F. **Recommendation of the House Education Committee (HEC) (as of September 8, 1973).**

Students in **Average Daily Membership (ADM)** should be used in the allocation of State funds for teachers, central staff, operating costs and local leeway funds.

(See **House Education Committee Report**, p. 17)

II. **The Taxation Component of the School Finance Equation:**

Note: All of the **current** school finance studies recommend that State funds should be distributed to local school districts on the basis of a single factor index: **Market Value of Taxable Property**.

A. **Recommendation of the SBE.**

1. The FSP should be financed from a combination of State and local funds. The local share of the cost of the Program should be determined by the application of the equivalent of a \$.25 tax rate per \$100 of market value of taxable property for the State as a whole. Thus, the **local fund assignment of each district should be determined by the application of the same rate to the index estimate of the full market value of taxable property in each district**. The State share of the Foundation School Program should continue to be guaranteed.
2. The Legislature should adopt a system for the determination of estimates of the market value of taxable property in each school district in the State, and for the establishment of

**an index of such values**, for the 75-76, 76-77 school years, to be utilized for distribution of State funds.

(See p. 13. **A PUBLIC SCHOOL FINANCE PLAN FOR TEXAS** for further explanation.)

**B. Recommendations of GOERP**

1. Best estimates of property values in each of the 1100 plus school districts (more than simple self-reports) should be utilized for distribution of State funds for 1975-76 and 1976-77. The tax rate would be approximately 60¢ per \$100 valuation and would have a phase-in provision with a limit on annual increase.
2. A **monitoring agency** should develop guidelines for **appraisal** of property and enforce these guidelines.
3. **Assessment** should remain the responsibility of the **local district**.

(See pp. 18-19. **GOERP Recommendations**)

**C. Recommendation of the TASB**

1. The **State's share of funding** of the FSP shall begin at 55% of the total cost of the comprehensive foundation program and increase to 80% of the cost; and,
2. It shall be financed by broad based State taxes in a manner similar to the automatic financing feature of the present FSP.
3. The **local share of funding** shall be financed by an ad valorem tax on all taxable property with **valuations being established at true market value** except on agricultural land which should be valued as provided for in Article 8, section 1-d, of the Texas Constitution.
4. **Assessment** of taxable property should remain an authority of the **local school districts**.
5. A **uniform appraisal manual** should be developed.
6. A **State agency** should be assigned the authority to **verify school district assessment values**.

(For explanation see: **TASB Legislative Program**, pp. 13-14)

**D. Recommendation of the TSTA.**

1. There should be **no change** in the **local district's authority to assess and collect taxes**.
2. To finance the basic program the local district would be asked to provide as its share of the cost of the program the amount of money that a 35¢ rate per \$100 market value would raise within that district in 1975-76. In 1976-77, this rate would be increased to 40¢. A save harmless clause is provided to prevent any district from having to raise additional taxes in 1975-77.

(See TSTA legislative proposal, Subchapter G, Section 16.503 and 16.504)

**E. Recommendation of the TACIR.**

1. The local fund assignment should be based on a countywide tax at a rate equal to the statewide average effective maintenance tax rate at the time of adoption of a new school finance plan (page 7-8).
2. The authority for appraising property values for public school education should be transferred from the local district to the county level (page 16).
3. State standards and guidelines and a program of state assistance should be established for county tax offices (page 17.)
4. A state agency should be made responsible for estimating the total market value of property in each county and school district (page 11-12).

**Note:** Page numbers following the above recommendation refer to explanations found in the publication: **THE PUBLIC SCHOOL REVENUE SYSTEM: RECOMMENDATIONS OF THE TEXAS ADVISORY COMMISSION ON INTERGOVERNMENTAL RELATIONS.**

**F. Recommendations of the HEC.**

1. **A limit of 75¢ per \$100 valuation** of property should be established for educational purposes other than acquisition of Capitol facilities and equipment on payment of debt service.
2. "Taxable Property" for the purpose of measuring local ability should be "all property subject to local ad valorem taxation under the Constitution and statutes of the State of Texas."

(See pages 27 and 28 of the **Report of the House Education Committee**)

**III. An Accountability System:**

**A. Recommendation of the SBE.**

The SBE School Finance Proposal does not make specific recommendations on the matter of accountability but it does have an information services component to its school finance plan.

**B. Recommendations of the GOERP.**

Accountability should be operationalized at four levels: Legislature/Governor, State education agency, regional service center, and local school district. Accountability at all levels should include the implementation of the processes of assessing needs, prioritizing goals and objectives, selecting and implementing programs, evaluating all programs and personnel, disseminating information, and recycling through the components of the system. It is suggested to the State Board that five-year

plans with annual updates be required, and it is also suggested that the annual update be fused with the preliminary application for all State and federal funds. In addition, the State Board should require that 90 percent of all funds earned by the FTEs be spent within the program that earned the funds. It is further suggested that 70 percent of these funds be traceable through program budgeting to direct expenditures within the program.

**C. Recommendation of TASB.**

A quality comprehensive foundation program should provide that each school district adopt an accountability program that provides for needs assessment, programmed budgeting, management by objective and program and personnel evaluation.

(see page 17: **TASB Legislative Program**)

**D. Recommendation of the TSTA.**

The TSTA legislative proposal does not make any recommendation with regard to an accountability system.

**E. Recommendation of the TACIR.**

The TACIR makes no recommendation with regard to an accountability system.

**F. Recommendation of the HEC.**

The TEA shall be provided with all necessary funds per student, per year, for assessment, accreditation, and follow-up and the method of measurement must be adjusted to the cultural needs of each region of the State.

(See p. 27 **House Education Committee Report**)

**IV. Teacher Salaries:**

**A. Recommendation of the SBE.**

The SBE makes no specific recommendations with regard to teacher salaries, but encourages salary increases to realistic levels.

**B. Recommendation of the GOERP.**

The GOERP makes no specific recommendation with regard to teacher salaries, however **teacher salaries would be computed into the weight formula** for fund allocation.

**C. Recommendation of the TASB.**

1. **Salary schedules** for all educational personnel should **be automatically adjusted based on the cost of living index.**
2. Salary levels presently provided by HB. 240 of the 61st Legislature should be insured.

(See pages 11-12. **TASB Legislative Program**)



**D. Recommendations of the TSTA.**

1. Effective in 1975-76, **\$340 per month is added** to the beginning base salary for teachers holding BA degrees (pay grade 7). Increases for other personnel on an index basis.
2. **Experience increments** are provided at 6% of base salary.
3. For the 1976-77 school year and thereafter **salary schedules should be increased** by the **same percentage as the Consumer Price Index**, increased during the preceding fiscal year.  
(See Subchapter C, TSTA Legislative Proposal)

**E. Recommendation of the TACIR.**

The TACIR makes no recommendations on the issue of teacher salaries.

**F. Recommendation of the HEC.**

Place the teacher salary base under the foundation program and increase the base salary level for teachers.

(See page 27, #10. **House Education Committee Report.**)

**V. An Enrichment Program:**

**A. Recommendation of the SBE.**

1. An enrichment program should be established which would guarantee each district \$300 per ADA in additional revenue for additional revenue for local tax effort of 40¢ per \$100 in market value. The SBE plan is the same as the TSTA proposal except the SBE does not specify details as to implementation.

(See p. 14. SBE publication: **A Public School Finance Plan.**)

**B. Recommendation of the GOERP.**

The State should strive to establish a comprehensive foundation school program "floor" which does not need to be enriched through local tax effort in order to provide quality education. However, **enrichment through local option ad valorem taxation should continue to be permitted.**

(See p. 19. **GOERP Recommendations.**)

**C. Recommendation of the TASB.**

The TASB recommends the development of a system of percentage equalization that:

1. Ensures a similar number of available dollars per weighted pupil for a similar taxpayer effort.
2. Provides a program, inclusive of the base program and local leeway, that **guarantees** the availability of **\$1,300 per student per year.**

(See pp. 15-16. **TASB Legislative Program**)

**D. Recommendations of the TSTA.**

The TSTA recommends a two-step local leeway provision for enrichment.

1. First, a \$100 local leeway in which **the State and district will share on a proportionate basis according to each district's wealth** to provide \$100 per student for enrichment. This is to be phased in over 2 school year periods: \$50 for 1975-76, and \$50 for 1976-77.
2. Second, a \$200 per student local leeway would be phased in over the next 2 years: \$100 for 1977-78 and \$100 for 1978-79.
3. The results of this would be a program which would provide \$300 per student from the leeway funds by 1978-79.

(See TSTA Legislative Proposal, Subchapter H.)

**E. Recommendation of the TACIR.**

The State should ensure with State funds that local district taxes levied for enrichment above the Foundation Program level will produce an equal amount of revenue per student from State and local sources for the same local tax effort. (See p. 9. TACIR Recommendations).

**F. Recommendation of the HEC.**

The House Education Committee recommendation on enrichment is the same as the TSTA recommendation.

**VI. Transportation Funding:**

**A. Recommendation of the SBE.**

The SBE recommends that formulas for the transportation allotment **should be increased by approximately \$800 per bus route**. The present formula for the provision of special education transportation should be maintained at \$150 per eligible student transported.

(See p. 11. **A Public School Finance Plan**)

**B. Recommendations of the GOERP.**

The GOERP recommends that a delivery model needs to be designed that would:

1. Distribute additional funds for school transportation in a manner that most nearly approximates reasonable expenditures.
2. Recognize the diversity of Texas' geography and demography.
3. Allow more flexibility to local school districts in the determination of their transportation systems.

4. Recognize differing costs among school districts.
5. Provide the framework for continual updating of the model.

\*Specific formulas available from GOERP.

(See pp. 13-14. GOERP Recommendations)

**C. Recommendation of the TASB.**

1. A transportation formula that takes into account the various special problems in Texas, including urban factors, court orders, and other local needs.
2. Empowering the State Board of Education to approve, on an individual district application basis, additional funding to meet special local needs.

(See p. 12. TASB Legislative Program)

**D. Recommendation of the TSTA.**

The TSTA recommends a **funding increase of 75%** in support of the transportation provision of the foundation program as it now stands. Pupils living one or more miles from school would be eligible for transportation.

(See Subchapter E, TSTA Legislative Proposal)

**E. Recommendation of the TACIR.**

The TACIR makes no recommendations on the transportation funding issue.

**F. Recommendation of the HEC.**

The House Education Committee recommends a **funding increase of 50%** over the present allocation.

(See House Education Committee Report—p. 27.).

**VII. Emergency Funding For The 1974-75 School Year:**

**A. Recommendation of the SBE.**

The SBE makes no recommendation on emergency funding.

**B. Recommendation of the GOERP.**

The GOERP says that an emergency funding bill for the 1974-75 school year will be proposed by Governor Briscoe which will include the following provisions:

1. A **one-time-only appropriation of \$80 million** for the 1974-75 school year only.
2. This money would be distributed to the local school districts on the basis of \$40 per pupil in ADA and each local school district would receive a percentage of that \$40 based on the current percentage of operational funds conveyed by the State under the Minimum Foundation Program.

**C. Recommendation of the TSTA.**

The TSTA recommends \$40 per pupil in ADA across the board regardless of the State local ratio of expenditures under the FSP.

**D. Recommendation of the TASB.**

No recommendations.

**E. Recommendation of the TACIR.**

No recommendations.

**F. Recommendation of the HEC.**

No recommendations.

**CHAPTER III**  
**Recommendations:**  
**The House Interim Subcommittee**  
**On Public School Finance**

On Monday, November 18, the subcommittee held its final hearing in Austin. At this hearing the subcommittee discussed the seven school finance issues outlined in Chapter II of this report and made recommendations of its own which it urges the Committee of 24 to adopt as part of its final report to the 64th Legislature.

The subcommittee decided at the outset of its discussion that it would not make specific recommendations as to the technicalities of implementing the school finance concepts which it favors. Rather, the members of the subcommittee expressed their belief that the role of this subcommittee, and indeed the role of the Committee of 24, should be to encourage the decision making process with regard to restructuring the public school finance system in Texas.

To do this, the subcommittee made recommendations on basic school finance concepts which it believes should be included in the finance plan adopted by the 64th Legislature. In addition to offering recommendations concerning the seven issues outlined in Chapter II, the subcommittee unanimously adopted the following three recommendations:

**Recommendation #1**

**The subcommittee recommends that no effort be spared in designing and enacting a new school finance plan for Texas in the 64th session of the legislature.**

**Recommendation #2**

**The subcommittee urges the 64th and all future legislatures to provide adequate funding for any new or modified educational program which they may mandate.**

**Recommendation #3**

**The subcommittee urges the 64th and all future legislatures to provide local school districts with adequate planning and preparation time prior to the effective date upon which new or modified educational programs are required to be implemented.**

The subcommittee turned to the specific school finance issues outlined in Chapter II of this report and offered the following recommendations:

## **The Fund Allocation Formula**

### **Recommendation #4**

The weighted pupil concept, which recognizes the financial needs of school districts in terms of the educational needs of individual students, should be utilized in the fund allocation formula of any new school finance proposal designed and enacted for Texas.

## **II. The Taxation Component of the School Finance Equation**

### **Recommendation #5**

The legislature should adopt a system for the determination of estimates of the market value of taxable property in each school district in the state for the establishment of an index of such values for the 1975-76 and 1976-77 school years to be utilized for distribution of state funds.

### **Recommendation #6**

1. Single, county-wide authorities, should be made responsible for county-wide appraisal of property for local tax purposes and local districts should be required to use these appraisals.
2. State standards and guidelines should be established for county-wide appraisal authorities.
3. The State Comptroller should be made responsible for enforcing the statewide guidelines for estimating the total market value of property in each county and school district.

## **III. An Accountability System**

### **Recommendation #7**

A quality comprehensive foundation program should provide that each school district adopt an accountability program that provides for needs assessment, programmed budgeting, management by objective and program and personnel evaluation. Implementation of an accountability system should be delegated primarily to the Texas Education Agency.

## **IV. Teacher Salaries**

The subcommittee recognized that teacher salaries are a matter of top concern and importance but decided, because of the lack of input received by the committee in regard to the teacher salary question, that it would not make any specific recommendations on this matter.

## **V. An Enrichment Program**

### **Recommendation #8**

The state should ensure with state funds that local district taxes levied for enrichment above the Foundation Program level will produce an equal amount of revenue per student from state and local sources for the same local tax effort. A maximum level of State funds for enrichment would be established.

## **VI. Transportation Funding**

### **Recommendation #9**

The subcommittee recommends that transportation funds be made available in accordance with a delivery model that would:

1. Distribute additional funds for school transportation in a manner that most nearly approximates reasonable expenditures.
2. Recognize the diversity of Texas' geography and demography by developing a formula that takes into account the various special problems in Texas, including urban factors, court orders, and other local needs.
3. Allow more flexibility to local districts in the determination of their transportation systems.
4. Recognize differing costs among the school districts.
5. Empower the State Board of Education to approve, on an individual district application basis, additional funding to meet the special local needs.
6. Provide the framework for continual updating of the model.

## **VII. Emergency Funding**

### **Recommendation #10**

The subcommittee recommends a one-time-only appropriation of \$80 million for the 1974-75 school year. This money is to be distributed to the local districts on the basis of \$40 per pupil in ADA and each local school district is to receive a percentage of that \$40 per pupil equal to the percentage of state funds received under the Minimum Foundation Program.

Upon completion of its discussion and decision-making concerning the above ten recommendations, the subcommittee voted unanimously to approve the entire set of recommendations as well as the other information contained in this report and to urge the Committee of 24 that it include this subcommittee report as a portion of its final recommendations to the 64th Legislature.

## **APPENDIX**

- A. List of witnesses who appeared before the House Interim Subcommittee on Public School Finance
- B. A summary of activities of the House Interim Subcommittee on Public School Finance



## **APPENDIX—A**

List of witnesses and groups who either testified before and/or supplied the House Interim Subcommittee on Public School Finance with written material:

**Dr. Richard Hooker**, The Governor's Office of Educational Research and Planning  
The State Board of Education  
The Senate Education Committee  
The House Education Committee  
**Mr. Lynn Moak**, Texas Education Agency  
**Mr. Alton Bowen**, Texas Education Agency  
**Mr. David Spurgin**, Texas Advisory Commission on Intergovernmental Relations  
**Mr. Brad Duggan**, Texas Association of School Boards  
**Mr. Jim Hooser**, Texas State Teachers Association  
**Dr. Jose Cardenas**, Texans for Educational Excellence  
**Mr. Michael Moeller**, Legislative Property Tax Committee  
**Mr. Craig Foster**, Legislative Property Tax Committee  
**Dr. Robert Watson**, Pasadena Independent School District  
**Dr. C. Lee Meyer**, Pasadena Independent School District  
**Mr. Lonnie Renfro**, Pasadena Independent School District  
**Mr. Thomas L. Priddy**, Pasadena Independent School District  
**Dr. Lloyd Ferguson**, Clear Creek Independent School District  
**Dr. Sebron Williams**, Deer Park Independent School District  
**Mr. Billy Reagan**, Houston Independent School District  
**Mr. Linus Wright**, Houston Independent School District  
**Dr. Carrol Teague**, Harris County Department of Education

## APPENDIX—B

### Summary of Activities of The Interim Study Committee on Public School Finance

The Subcommittee, Chaired by State Rep. **Herman Adams**, was appointed by State Rep. **R.B. McAlister**. Committee members include Rep. **Ray Barnhart**, Rep. **Carlos Truan**, Rep. **Eddie Bernice Johnson** and **Dr. Laurence Haskew**, Professor of Educational Administration, The University of Texas at Austin. Rep. McAlister is Chairman of the parent committee; the House Interim Study Committee on the Reorganization and Modernization of Public Education (Committee of 24).

The Subcommittee was charged with gathering existing information from the various studies and proposals concerning public school finance in Texas and to make recommendations to the parent committee based on its findings.

The following is a Summary of the Subcommittee's hearings:

**MEETING #1:** October 8, 1974.  
Members' Lounge, House of Representatives  
Topic: "An Overview of School Finance in Texas"

At this hearing the Subcommittee heard testimony from the following:

**Dr. Richard Hooker:** Dr. Hooker presented the Subcommittee with a preliminary report on the study being prepared by the Governor's Office of Education in which the weighted pupil formula for funding the public schools is the fundamental aspect. Specific weights to be proposed and a method of taxation, he said, would be included in the proposal but would not be available until November 15, 1974.

**Mr. Lynn Moak and Mr. Alton Bowen:** They discussed the State Board of Education's school finance proposal and pledged the support and cooperation of the Texas Education Agency in the work of the Subcommittee.

**Mr. Jim Hooser:** Mr. Hooser discussed the proposed school finance plan and teacher salary increase proposed by the TSTA.

**Mr. Brad Duggan:** Mr. Duggan discussed the school finance proposal of the Texas Association of School Boards. This proposal also advocates the use of the weighted pupil fund allocation formula.

**Mr. Michael Moeller and Mr. Craig Foster:** They discussed the two studies being undertaken by the Property Tax Committee in the area of establishing true market value and developing a uniform property tax code for Texas.

Mr. Foster said a letter would be sent to the committee in which the market value study would be summarized and Mr. Moeller said the Uniform Property Tax Code would be prepared and completed by December, 1974.

Mr. Foster said that the market value study needed much further study and said that a bill requesting five to ten million dollars would be presented to the next legislature to extend that study.

**MEETING #2:** October 22, 1974.  
Old Supreme Court Room, State Capitol, Austin  
Topic: "The Weighted Pupil vs. Other Fund Allocation Formulas"

At this hearing the Subcommittee discussed the weighted pupil fund allocation formula and heard from the following:

**Dr. Laurence Haskew:** Dr. Haskew is a member of the Committee and is a Professor of Educational Administration at The University of Texas at Austin. He discussed the weighted pupil concept and emphasized that, by itself, the weighted pupil portion of the school finance equation has no bearing on the local tax aspect of the formula. **WP is simply an index of individual student need.**

Compared to our present allocation formula, the WP has the potential for recognizing a far greater variety of student needs. The key to determining whether such a formula would improve education is based on two basic factors:

1. What needs are included in the weight formula, and who determines those weights; and,
2. The extent to which moneys are monitored under this system.

**Dr. Richard Hooker:** Dr. Hooker discussed the weighted pupil fund allocation formula being proposed by his office, and its various aspects insofar as they were available as of the date of this hearing.

1. He said the weights assigned to each category would include teacher salaries, but teacher salaries could be presented as a separate bill if it were necessary to do so in order to achieve finance reform.
2. The WP plan would have an accountability provision which would include:
  - a. Statewide needs assessment;
  - b. Goal setting procedures and guidelines;
  - c. Evaluation of programs and personnel;

- d. A budgeting system program; and,
- e. Student achievement would be a yardstick by which programs would be evaluated.

**Dr. Jose Cardenas:** Dr. Cardenas is the Executive Director of Texans for Educational Excellence, San Antonio, Texas. Dr. Cardenas endorsed the weight pupil approach as a concept but implored the Subcommittee to keep several facts in mind:

1. The formula would only improve education if it managed to do something to alter the present inequities in spending that exist between various school districts. Any formula should address itself to the enrichment abilities of local districts to see to it that equitable enrichment is available for all.
2. The formula is good, he said, because it recognized that it cost different amounts to educate different kids. The present system does not do this, he said.
3. The WP plan can only work, he said, if it contains a strong accountability provision which would guarantee that moneys would be spent on what they are intended for.
4. Finally, Dr. Cardenas recommended that the State should provide moneys to help local school districts—especially poor districts in the area of capital outlay, construction, etc.

**Mr. Lynn Moak:** Mr. Moak, of the Texas Education Agency, said State Board of Education has recommended a school finance plan that uses the Certified Teacher Unit as the fund allocation base.

He said there were several problems with the weighted pupil formula if it were implemented immediately upon adoption. Most of the difficulties would be administrative involving the change-over process. He said this was not a reason to oppose the WP approach however, but one to be considered. He felt that if the WP were adopted, the change-over would be easier if delayed for a year—maybe two. Specific points made were:

1. The definition of weights is perhaps the most difficult aspect to be dealt with. Determining **what** factors and what programs to include, and who has the authority to do so, needs to be accomplished. Local? State? Or, a little of both? Probably the latter is best, he said.
2. Accountability would be a necessary aspect of WP approach.
3. A key administrative question needs to be answered: Would local school districts have the Minimum Foundation Funds as they are presently available while they work out their budget under the WP approach? This is especially important in the

first year of the program since local school districts develop their budgets a year in advance.

**Mr. Jim Hooser:** Mr. Hooser, with the Texas State Teachers Association, said that TSTA recommends that the present fund allocation formula be maintained. The weighted pupil approach is not supported by the TSTA because they have no assurances that it would work.

**Mr. Brad Duggan:** Mr. Duggan, Texas Association of School Boards, said the Board recommends the weighted pupil approach combined with an accountability system. He said he thought the question of local district dishonesty with the expenditures of funds is blown all out of proportion. Local districts are concerned with quality education, and would basically favor any system that improved education. An accountability system however is necessary. The delivery system would determine whether or not present inequities are done away with.

**MEETING #3:** October 29, 1974

Pasadena Independent School District Administration Building, Pasadena, Texas.

Topic: "Practical Application of the Weighted Pupil Formula in Specific School Districts"

At this hearing the Subcommittee heard from the school superintendents and staff members from several specific school districts:

1. **Dr. Forest Watson**, Superintendent, Pasadena ISD, and staff members:

Dr. C. Lee Myer

Mr. Lonnie Renfro

Mr. Thomas L. Priddy

2. **Dr. Lloyd Ferguson**, Superintendent, Clear Creek ISD;

3. **Dr. Sebron Williams**, Superintendent, Deer Park ISD;

4. **Mr. Billy Reagan**, Superintendent, Houston ISD;

5. **Mr. Linus Wright**, staff member, Houston ISD; and,

6. **Dr. Carrol Teague**, Superintendent, Harris County Department of Education.

The Committee also heard testimony from **Dr. Richard Hooker**, Director, Governor's Office of Education.

## TESTIMONY AND RECOMMENDATIONS

### **Dr. C. Lee Myer, Budget Director, Pasadena ISD:**

Dr. Myer recommended that any school finance plan should require that programs newly introduced be given automatic funding and some lead time for planning before implementation.

**REASON:** Budgets are developed in the year preceding the year which the budget is applicable.

### **II. Dr. Richard Hooker, Director, Governor's Office of Education:**

Dr. Hooker said that the Governor's recommendations would include the following:

- A. Method for assessing property value which would include guidelines for appraisal and a system of enforcement for such guidelines. Details of this system will be outlined by Dr. Hooker on November 15 in Austin.
- B. An emergency funding bill for public schools will be proposed which will include the following:
  - 1. A one-time-only appropriation of \$80 million dollars for the 1974-75 school year only.
  - 2. This money would be distributed to the local school districts on the basis of \$40 dollars per pupil in ADA, and each local school district would receive a percentage of that \$40 dollars based on the current percentage of operational funds conveyed by the State under the Minimum Foundation Program.

### **III. Mr. Billy Reagan, Superintendent, Houston ISD:**

Mr. Reagan cited statistics that show that 80% of all high school graduates in the Houston ISD do not go on to college. For this reason, Mr. Reagan recommended that the local school districts should do more to prepare students with marketable skills for the job market. Of approximately 17,000 total Houston Independent School District graduates per year, only 6 to 8% (about 1200 students) have saleable skills.

**REASON:** Vocational Education should receive top priority in the weighting process of school finance, should the weighted pupil approach be developed. Generally, Mr. Reagan indicated he favored the weighted pupil approach to school finance.

### **IV. Dr. Carrol Teague, Superintendent, Harris County Department of Education:**

Dr. Teague made the following recommendation to the Subcommittee:

School finance system should require that all new programs which are introduced should have automatic funding or else not require the local district to implement them.

**REASON:** By mandating new programs without funding, the local school district is required to alter its budget. The budget balancing and development process should not be delayed

in this manner because it creates problems in the implementation of programs and students are the people who ultimately suffer.

**MEETING #4:** November 18, 1974

Old Supreme Court Room, The State Capitol, Austin

Topic: "Crucial Issues in Public School Finance: Taxation and Emergency Funding"

At this hearing the Subcommittee heard testimony from the following:

**Dr. Richard Hooker:** Dr. Hooker first discussed the emergency funding proposal for the 1974-75 school year, which he said Governor Briscoe would present to the Legislature in January, 1975. The proposal calls for the immediate appropriation of \$80 million dollars to be distributed to local school districts in Texas on the basis of \$40 per pupil in ADA. Each district would receive a percentage of that \$40 equal to the percentage of State funds normally conveyed to the district under the present Minimum Foundation Program.

Dr. Hooker then turned to the proposal his office has presented to Governor Briscoe for restructuring the school finance system in Texas. Fundamental to the Hooker proposal is the concept of the "weighted pupil" approach to allocating State funds to the local district.

He recommended that the determination of weights under this plan should be the responsibility of the TEA, but offered a set of suggested weights which were determined after studying 41 school districts in Texas representative of the State as a whole.

Dr. Hooker proceeded to outline other aspects of his proposal, including recommendations on the questions of, 1) accountability, 2) local enrichment, 3) transportation, 4) tax assessment and other key areas.

**Mr. David Spurgin:** Mr. Spurgin, Director of Research for the Texas Advisory Commission on Intergovernmental Relations (TACIR), presented a summary of the recommendations of the TACIR with regard to the taxation component of the school finance equation. Mr. Spurgin said that the Commission's position with regard to the property tax as a base of support for public education is that **major property tax revisions are needed if the inequities in Texas' current school finance system are to be solved.**

He said that Texas was unique among all the states in that the school districts are assigned the authority to assess property values in their districts. A major recommendation of the TACIR, he said, was to **establish a county-wide system of property tax appraisal.**

Mr. Spurgin went on to outline some of the major property tax revisions which the TACIR recommends and referred to the publication: **"The Public School Revenue System: Recommendations of the TACIR"** wherein these recommendations are found.

**Mr. Craig Foster:** Mr. Foster, a private consultant to the Legislative Property Tax Committee, came before the Subcommittee to discuss the true market value study he was conducting.

He said his study was currently ongoing but that certain general observations can be made based on the 35 sample districts in his sample.

First, it is estimated that **between 20 and 30% of all property in Texas does not appear on tax roles.**

**Second, a comprehensive true market value study which would survey every school district in the state is needed to determine the true market value of all taxed and untaxed property and to develop a true market value index for Texas.**

He said the cost for this study would be in the neighborhood of \$6 million dollars but that a more accurate estimate of the cost of such a study would be forthcoming.

Mr. Foster also said that **without uniform state appraisal standards which could be enforced, no change in the present system of school finance would succeed in bringing about equity among school districts.**

**Ms. Mary Simmons and Mr. Ron Tendick** of Wichita County appeared before the Subcommittee to urge the retention of the Plan A approach to Special Education no matter what school finance plan was adopted by the 64th Legislature.

After hearing from the above witnesses, the Subcommittee discussed its final report and adopted ten recommendations which it unanimously approved.

(These recommendations are to be found in Chapter III of this Subcommittee Report)



## CHAPTER V

### A Proposal for Further Study

Among the legislative recommendations made by the State Board of Education at its November 9, 1974, hearing in Austin, was a recommendation that "an Interim Study Committee, composed of legislators, state board members, school district officials, and citizens charged to develop, with the involvement of local state officials and citizens of each county, a statewide plan for the governance of public school education to be submitted to the Governor, the Sixty-Fifth Legislature, and the State Board of Education" be provided for by the 64th Legislature.

The State Board also recommends that necessary funds be appropriated to support the activities of the Committee and that necessary supportive services by the TEA be provided.

In addition to the problems related to the governance of public education, the Interim Study Committee on Educational Modernization has become aware of several educational areas which it believes are worthy of further study and possible change. Some of these problem areas are pointed out in the body of this report.

Because of the unexpected duration of the Constitutional Convention of 1974, and the budgetary freeze on the House of Representatives during the month of August, many problem areas concerning education were recognized but were not looked into in any depth by this Committee.

Problems related to the governance of public education which were mentioned in the State Board recommendation certainly warrant the attention of a blue-ribbon study and **this Committee supports the creation of the study committee recommended by the State Board.** However, the Committee believes that the study, if created, should have sufficient flexibility with regard to defining the scope of its study, and that membership be adequate to provide for the creation of several Subcommittees to look into other areas of educational concern, including the area outlined in this report. Consequently, the Committee on Educational Modernization respectfully submits the following resolution to the 64th Legislature for its consideration:

#### COMMITTEE OF 24 RESOLUTION

WHEREAS, The State Board of Education at its November 9, 1974, meeting has called for the creation of an Interim Study Committee to look into the problems related to the governance of public school education in Texas to be made up of Legislators, State Board of Education members, school district officials and citizens of each county; and,

WHEREAS, the charge of this committee is to develop, with the involvement of local school officials and citizens of each county, a statewide plan for the governance of public school education; and,

WHEREAS, this Study is needed due to the fact that the State Board of Education and the commissioner of education are largely prohibited by statute from modifying the system for the governance of education to achieve goals adopted by the Board pursuant to its statutory role as the policy-forming and planning body for the public education system of the state; and,

WHEREAS, restructuring the governance system of public school education is further needed so that the public school system can more effectively accomplish the Goals for Public Education in Texas as adopted by the State Board of Education; and,

WHEREAS, The House Interim Committee on Educational Modernization (Committee of 24) feels that any blue-ribbon study committee concerned with the question of governance of public education should take into account the advice and call on the service of scholars and other experts involved in the discipline of futures research and planning in developing its recommendations concerning the restructuring of the system of public education; and,

WHEREAS, The Committee of 24 has recognized that there are areas of educational policy on the programmatic as well as the governance level in need of in-depth study and change in order to bring the system of education closer to meeting the **GOALS FOR PUBLIC SCHOOL EDUCATION IN TEXAS**; and,

WHEREAS, The Committee of 24 has identified some of these educational areas in need of further study in its report to the 64th Legislature pursuant to its charge under House Simple Resolution No. 97, Acts of the 63rd Legislature; now, therefore, be it,

RESOLVED, That the blue-ribbon committee recommended by the State Board of Education in its legislative recommendations to the 64th Legislature be created; and, be it further,

RESOLVED, That the study committee take into account the advice and call on the services of scholars and other experts involved in the discipline of futures research and planning in developing its recommendations concerning the restructuring of the the system of governance of public education; and, be it further,

RESOLVED, That the charge of the study committee be sufficiently flexible so that it can study areas of educational concern on the programmatic as well as the governance level; and, be it further,

RESOLVED, That membership of the study committee be adequate in number so that subcommittees can be formed to look into the various areas needing in-depth study; and be it further,

RESOLVED, That the study committee utilize the recommendations for further study contained in the report of the Committee of 24 in developing the scope of its study; and be it further,

RESOLVED, That the study committee shall study in detail the programmatic, governance and funding approaches to education of other states and certain foreign countries, as well as the system in Texas, in arriving at ways to update and improve the system of public education in Texas; and, be it further,

RESOLVED, That the study committee be authorized to call upon the Texas Education Agency, The Coordinating Board, Texas College and University System, and other state and local agencies administering public education in Texas for assistance in the completion of its study; and, be it further,

RESOLVED, That the 64th Legislature appropriate funds necessary to support the activities of this committee; and, be it further,

RESOLVED, That the study committee submit its final report, with recommendations and any proposed legislation, to the Governor, the members of the Legislature, and the State Board of Education.

## APPENDIX

- A. Materials presented to the Committee of 24 at the El Paso hearing on September 25, 1974.
- B. Summary of the presentation by **Dr. Harold Shane** before the Committee of 24 on October 17, 1974.
- C. Materials presented to the Committee of 24 at the October 30 hearing in Houston, Texas.
- D. Language of statutes, regulations, and Attorney General opinions referred to in this Committee report.
- E. **THE GOALS FOR PUBLIC SCHOOL EDUCATION IN TEXAS**—Adopted by the State Board of Education, October 1970.
- F. Comments from Individual Members of the Committee of 24.

## APPENDIX—A

Materials Presented to the  
Committee of 24  
at the El Paso hearing  
on September 25, 1974

### PERSONALIZING EDUCATION

Summary of a Speech to the Committee of 24  
Presented on September 25, 1974

by

Bill Sybert

Director of Planning and Evaluation  
El Paso Public Schools

Personalizing Education

The person we value is **creative**. He has the capability to innovate, to invent, to develop new processes, to improve productivity.

The person we value is **humane**. He cares for others. He knows truth beauty, and experiences joy and exhilaration in a life well lived.

The person we value is **free**. He has the courage of his convictions. He takes responsibility. He exercises good citizenship.

In this discussion we will talk about how students see our typical school. We will present a way we would like for students to see their school. We will talk about some ways the state should change its delivery systems for educational services in order to allow the student to become the creative, humane, free person we value.

A **factory approach** to education will not produce the creative, humane, free person we value. It is tragic that much of formal education in Texas today is counter-productive in developing this valued person. In too many cases the state is exercising controls of education instead of using its energies to liberate schools and teachers to personalize education.

We can take a systems approach to analyzing the education of the student and the state's delivery of educational services. We can look at:

- Time System
- Materials system
- Curriculum system
- Staffing system
- Teacher training system
- Funding system
- Evaluation and accountability

## **The Time System**

From the student's point of view education is too often something he has to do at a certain time in his life in order to get it over with. Education lasts 180 days for 12 years of life. It is often considered a legal sentence. If the student doesn't go, he or his parents are going to be in trouble with the law. Time is fragmented into a period for math, a period for English, and periods for a lot of other things. When the bell rings he goes on to something else. Education to many students is not a continuous process integrated into his total life as a person.

## **Materials System**

To most pupils materials are textbooks. Many children spend their day reading the same page at the same time as the rest of their classmates. Too often we hear: "Take the next chapter." "Work the 20 problems on page 81." "Learn the 20 spelling words for a test next Friday." The student is also likely to think of materials as a lot of time spent listening to older people talk.

## **Curriculum System**

The student says, "I want to know who I am. I want to know who others are, what they're like, how I can live with them. I want to know what my world is like and how I can best live in it."

"But they don't teach me these things," the student may say. "Instead of what I want to know they teach me seven principal products of Uruguay, how to divide a fraction, and how to diagram a compound sentence."

## **Staffing System**

Many students probably see the teacher as a source of knowledge. Or they may see the teacher as a policeman forcing them to pay attention to facts that hold little interest. They may see the teacher as a judge making decisions for them. Many of these decisions they would like to make for themselves. Students figure their teacher became who she is because she is older and because she has a degree.

This picture is probably exaggerated. It's probably overdrawn because there is much good teaching taking place in our schools today that will enable students to have a better view of education than the one we have just de-

scribed. It is unfortunate, however, that in many of our Texas public schools this is still the image of education we present to our young people. Young bodies want activity. Young minds thirst for knowledge, and too few of our schools provide enough of either.

A few schools in our state are seeking a more ideal system of education. Vilas School, where you visited this morning, is such a school. Vilas and a few other schools are in courageous defiance of restrictive policies and are liberating education for the person.

Now let's look at some educational systems that are more ideal.

### **A Better Time System**

The student sees education as a continuous life-long experience. It is an experience in which people of all ages are involved together. Learning is a way of life. The major purpose of the elementary school is learning how to learn.

### **A Better Materials System**

Films, tapes, charts, maps, games, construction materials, and many other kinds of materials reach the interests, abilities, needs, and learning styles of the person.

### **Teachers, A Better System**

The teacher is someone the student can talk to. He may be a professional teacher or another adult. Maybe he is an older boy or girl, or someone just his age. The teacher is a person who helps him want to learn, shows him how to learn. The teacher is someone to be with, not to be under.

### **The Curriculum, A Better System**

The student should perceive the curriculum as being "all about me," "all about others," "all about my world." The curriculum must not only be oriented to the future, but also to right now. Our students must be able to say, "I do many wonderful things at school, and that is curriculum."

Vilas school aspires to this better alternative. In a state where educational delivery systems attempt to control it instead of liberate it, it takes risks to personalize the education of boys and girls.

Let us turn our attention now to some of the systems that Texas uses to deliver educational services that are counterproductive of personalized education.

At the present time the state provides for 180 days for twelve years of compulsory education. It would be better if we could provide for year-round learning activities, not an additional three months of doing the same things we are doing now in nine, but a way of using the full year to carry out various kinds of educative experiences. The school can and should offer programs for people of all ages. The school can and should be viewed as a community center.

These actions are called for:

Do not let the quarter system legislation die. Keep it alive; it is a real step forward in more flexible use of time for learning.

Look into alternatives for compulsory attendance.

Develop, at the state level, specifications for school buildings that will be air conditioned for year-round use.

Develop additional programs in adult education.

We now have a state system of adopting textbooks. After state selection, local districts may select from not more than five on the state list. We need to realize that textbooks are only a small portion of a school district's needs for materials. When we implemented our quarter system program we found that an additional half-million dollars of local funds had to be spent for teaching materials.

We need to make local decisions about the kind of materials we need to teach the person we actually have enrolled in school.

I suggest that new legislation is needed that will do away with the state system of textbook adoptions and distribute monies to local school districts on a per capita basis for the purchase of the kinds of materials they need.

At this time the state provides staffing for the schools on the basis of A.D.A. There is a formula for allotting all categories of personnel.

The great need in our schools is to lower the adult-pupil ratio. This is not the same thing as the teacher-pupil ratio. In fact in the schools of the future we may see fewer teachers, but better teachers, and more educational technologists supporting these teachers. Our economy will have a hard time supporting a larger number of teachers at the kind of salary they should be paid, but we can afford to pay a few expert teachers, assisted by a much larger support staff. Such a staffing system will enable students to have the personal attention they need.

There are many things you can do to bring about better staffing.

House Bill 240 of 1969 established several categories of teacher aides, but this bill has only been partially funded. It should be funded in its entirety.

During this session of the legislature you should hold the line on the pupil-teacher formula and fund other kinds of personnel.

The head teacher position, also established by H.B. 240 should be funded.

A materials and media specialist should be provided on every school campus over 300 A.D.A.



Provide for home-school-community agents.

Fund the position of elementary counselor.

Provide individual school districts with more choice in obtaining the kind of staff we need. Don't insist on a single statewide formula.

The "master teacher," fewer in number than our present teaching staff, that we predict for our school in the future, must be prepared very differently from the way we currently prepare teachers. Texas colleges of education must stop their factory system of mass producing more teaching certificates than our schools can absorb. This period of teacher over supply should be used as a time to move toward quality in teacher preparation.

Colleges of education alone cannot develop teachers. Public schools must assume a share of this responsibility. Many colleges should go out of the teacher education business, just as many of our schools are not suitable laboratories for student teaching. Preparing the teacher of the future should be the job of only the best teacher colleges and the best public schools.

Teacher education should be open only to those who already have a B.A. degree in the liberal arts. The teacher education program should be a two-year graduate school program in which a student spends 50% of his time studying methods and theory and the other 50% serving as an intern in an outstanding public school. At the conclusion of this program the student will earn an M.A. in teaching and be issued a three year temporary certificate to teach. After three years of teaching this certificate can be exchanged for a professional certificate, provided a committee of his colleagues judge the three years to have been successful.

To develop this new kind of master teacher, Texas must offer a salary schedule that will hold our best people in the profession. **Education Daily** recently reported that after allowing for inflation the average teacher salary nationwide has only increased \$13 per year in real spending power. Texas ranks 38th today among the states in average salaries paid to teachers. This is just where we were in 1969 when our long range school improvement program was passed. From 1967-1973 the average for all salaries paid in this country increased 55.2 percent; average teaching salaries increased 43.8 percent.

The reduced number of pupils our schools are now enrolling is our opportunity to keep up our funding level and develop quality education in Texas.

We can't afford not to improve education. Last year our nation spent:

- 4 billion for food stamps
- 4.6 billion for public assistance
- 3.1 billion for rehabilitation
- 6.3 billion for medicaid
- 8.3 billion for unemployment insurance

This 26.3 billion dollar expenditure to patch up the damages done to our society can experience substantial savings, if we plow more money into education in order to prevent these damages from happening.

I have been calling for new delivery systems for education that are liberating and not controlling in the way they affect local school districts. Of course the state still has a legal responsibility for education. The state should give local districts more freedom, but hold them accountable for positive results. This is different from dictating method. The state must set goals and objectives to be reached, but leave it up to local districts **how** they are to be reached.

My colleagues and I, in the local school districts in Texas, are nice guys, but don't retain us in our jobs just because we are nice. If we can't be accountable for reasonable results, get someone who can be.

The legislature should fund a program that will ensure school district accountability.

Every district should plan goals and objectives consistent with the state goals and objectives.

Every district should evaluate all program objectives on a regular basis.

The state should review and approve our objectives and our evaluation.

The person we value is **creative**. He has the capability to innovate, to invent, to develop new processes, to improve productivity.

The person we value is **humane**. He cares for others, knows truth and beauty, experiences joy and exhilaration in a life well lived.

The person we value is **free**. He takes responsibility, has the courage of his convictions, exercises good citizenship.

Texas can, indeed it must, personalize education.

## SUMMARY AND DISCUSSION—FUNDING PRIORITIES

### Situation #1—Needs Identification

**THESIS:** A model procedure for valid identification of the needs of our children collectively and individually, does not exist. Funding is needed for the creation of such a model procedure that will aid public schools in diagnosing and prescribing personalized instruction.

**SUMMARY:** Obviously, opinions differ greatly on procedures to follow in tailoring personalized education for children. The methods used have been determined, largely, by opinions instead of facts. Usually an application for funding follows procedures something like this:

1. A state or federal agency provides guidelines with prescribed priorities and categories in which funding will be considered.
2. Local schools consider these priorities and justify needs within the guidelines in order to obtain the funds.

This appears to produce a situation in which very real needs may well be overlooked.

## QUESTIONS:

1. What could we do to make the present procedure more desirable?
2. Why do you suppose this method of funding exists?
3. What are the conditions that cause this situation?
4. What needs to be done to change the situation?
5. What recommendations can be made that might improve the methods of identifying valid local needs?

## RECOMMENDATION:

Funds should be allocated for the development of a model procedure which school systems can use to identify valid needs.

## Situation #2—Staff Development

**THESIS:** Staff development procedures should be restructured. Present procedures do not adequately provide for either current curriculum developments or those being projected for the future.

**SUMMARY:** School districts are in the midst of implementing numerous curricular and administrative programs which require new competencies. Staff development is needed for strengthening or developing these new competencies as well as maintaining old competencies. There are many new programs being considered or developed for public schools. These will require staff competencies which may not be present in existing staffs. Long-range master planning for staff development is indicated.

## APPENDIX—B

Summary of the presentation by  
Dr. Harold G. Shane  
Before the Committee of 24 on  
October 17, 1974

### Outline

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### Introduction

Many years ago the late Will Rogers said, "The schools ain't what they used to be and they probably never wuz!" As we look at the future life of the individual U.S. citizen, we might very well paraphrase Will and say, "The **future** isn't what it used to be and it probably never was!"

In our own country at least, the 20th century began with a tidal wave of optimism with regard to humanity's prospects. The average citizen, while aware of the abundant social problems of the era, saw the individual human standing on the verge of a new and better way of life. It was felt that the findings of scientists such as Pasteur and the Curies in the 1900's would illumine the world with knowledge, and that technology would make it work better. Furthermore, in this quaintly well-intentioned Western world, it was firmly believed that increased investments in education would rapidly create a level of knowledge that would warm the planet with reason and good will.

Despite the first bloody World War and dozens of deadly smaller ones, faith in Victorian England's concepts of progress lingered on into the 1920's. This was replaced after the mid-1930's by the idea that "good" controlled social change pointed the way to freedom from fear, want, and injustice. Americans felt that reasoned social progress based on technology pointed the way to salvation-through-abundance for all. And for a time it seemed likely that the images of material progress and well-being would become a reality for all.

In the U.S. at least, by the late 1950's our wildest 1936 dreams of material gain were on the way to being realized. There were enough automobiles at that time, for instance, to move the entire population of the U.S. and its territories at the same moment with no more than four persons per vehicle. Speedboats and air conditioners were becoming commonplace and, except for persons in the culture of poverty, the country ate well and dressed comfortably at prices most could afford.

During the 1950's and on into the early 1960's there was great confidence in the future and in our prospects for abundance. Linear projections suggested that in a decade or two the 20-hour week and eight-month working year would become feasible for blue-collar North America. The four year B.A. degree was the way to becoming universalized and the "average" two-car garage, we assumed, would soon be crowded by an added snowmobile or speedboat plus a couple of mini-motorbikes for the children.

In the mythical world of the future, the private life of the individual was one of assured technological comfort in handsome suburbs or beautifully new high-rise buildings. His public life was seen as equally convenient: guaranteed rights to security, careful input from the media to inform him of the "public world" in which he worked, played, and occasionally worshipped, and so on.

Unfortunately, we have learned since 1970 that the "true" world of tomorrow cannot be forecast with any reliability. We can explore its potentialities and probe its possible problems with our minds and with computers—but we can neither accurately nor safely foretell the future. In retrospect, we have been quite blind to the simple point that the future is what we make it by what we do now. There is no single, preordained future but only a broad, fanshaped array of alternative futures. From among these potential tomorrows, however, we can endeavor to select and to create the best of the options open to us.

The last decade has been an interval in which Murphy's Law—"That which **can** go wrong **will** go wrong"—has been operating. It has been an interval of the most frustrating kind because it has taken so many dreams from us—and has done so just when our aspirations seem about within our grasp. Mere possession of what Stuart Chase once called "stuff" has alas, brought little if any inner peace or fulfillment. In fact, our possessions seem to own us more than we own them! As change occurred it appeared that the "better" things got the worse they became. Power brought the U.S. no moral leadership role in the international community but only the heartbreak of the warfare in Southeast Asia. "Permissiveness" led to very little if any true freedom for either the old or the young.

To sum up: instead of leaving enduring, desirable footprints in the sands of time, we seemingly have left a social and technological wasteland in our footsteps—at least insofar as the "developed" areas of the planet are concerned.

As we think about the private and public life of the individual in the future, how do we approach our deliberations? How do we face and overcome the gloomy "human prospect" envisioned by scholars such as Rboert Heilbroner and the resource depletion anticipated by the computerized analysis of Jay W. Forrester? It seems logical to consider four clusters of ideas:

1. With what premises shall we confront tomorrow?
2. What general understandings do we need to have so that we can think and plan more wisely?
3. What are the major problems that threaten us and what social decisions do they require?
4. What kinds of changes may mediate the lives of individual Americans between 1975 and 1999?

It is to each of these points that I shall endeavor to address myself.

FIVE PREMISES ON WHICH  
TO BASE A STUDY  
OF THE INDIVIDUAL:  
1975-1999

There seem to be five helpful premises when we strive to think about the life of the individual in the next decade or two.

**Be ready to be surprised.** However well-reasoned and carefully projected our probings of the future may be, there inevitably is great room for error. In 1967, for instance, Herman Kahn and Anthony J. Wiener paid virtually no heed to the problems of biospheric pollution when they wrote **The Year 2,000: A Framework for Speculation**. Yet a mere two years later the threat of pollution provided the cover story for TIME magazine. The energy crisis that began in the autumn of 1973 was not clearly foreseen. Neither was the extreme danger of famine during 1975 in the world's hunger belt. A few writers pointed to the problems that were taking form, but, like Cassandra of ancient Troy, they were ignored or dismissed as "alarmists."

The changing attitudes of nations since 1972 or 1973 with respect to export-import policies is yet another example of a "surprise." Few of us anticipated that restrictions would by 1974 be placed on oil by the Arabs, on fertilizer by the Japanese, or on soybeans by the U.S.

Once more example of the unexpected is the speed with which the U.S. reached zero population growth (ZPG) in 1973. Yes, we must expect the unexpected!

**Examine your assumptions regarding the role of education.** Since the future of the individual almost certainly will be closely associated with education, it is important to examine certain assumptions. During past decades we seem implicitly to have assumed that a universalized B.A. is desirable, that grade levels, diplomas, and compulsory education were not only "good" but essential, and that in academic fields such as mathematics or language arts that a grasp of broad ideas and concepts was as important or more important than computational or usage skills. Assumptions like these and many others need carefully to be examined lest we find that we have accepted them with too little evaluation.

**Keep an open mind with respect to "alarming" ideas.** Especially during the mid-60's there was much concern about changing life styles that were symbolized by sexually explicit films and books, love beads, unusual male hair styles, the youth culture arguments over legalizing marijuana and abortion, rock festivals, and so on. In terms of the point being made here, it is irrelevant to discuss the possible merits and demerits of the changes. The point is that a substantial number of persons—persons symbolized by but by no means limited to Archie Bunker—were more emotionally and intellectually discomfited than need be by such phenomena as the long-haired male or the young (or not-so-young) female in abbreviated shorts or soaring miniskirts.

Glandular unreasoned reactions to certain forms of change are no basis for assessing or for attempting to redirect the private or public life of the individual.

**Seek security through "knowing."** In order to cope with and to help create desirable futures it is important to develop a commitment to personal input from a variety of sources. Educational leadership requires more than listening to newscasts, casual conversation with one's colleagues, reading a few news magazines or an occasional book such as Toffler's **Future Shock** or Silberman's **Crisis in the Classroom** after they have become conversation pieces. Rather, there is a need to invest in the development of your knowledge, say, of transdisciplinary developments. What are some of the current ideas of psychiatrists regarding the causes of violent behavior? What factors seem to be creating the danger of worldwide famine in a few months? What are the data suggesting that prenatal and postnatal malnutrition can cause permanent mental disabilities as well as physical deformities? What does such information suggest insofar as one's personal leadership activity is concerned?

**Be an optimist.** As the writer's grandmother used to say, "The worst things that ever happened to me were the ones that never took place." Educators are really no longer in business unless they genuinely believe that the light at the end of the tunnel is an exit to a better time not the headlight of a locomotive bearing down on them.

So much for our five premises. Let us turn next to four domains that have a bearing on the individual in American culture.

#### FOUR DOMAINS OF THE INDIVIDUAL'S PUBLIC AND PRIVATE LIFE

When discussing the future of private and public life, it is helpful to develop and use some sort of domain or parameter. It is also necessary to indicate how these relate to the individual. Four relevant domains are considered here: (1) the realm of sociofutures, (2) of technofutures, (3) of biofutures, and (4) of human and psyche-futures.

**Sociofutures.** Dozens of futures for society, here defined as the "human community," can be and have been identified. These include life styles, housing, schooling, demographic trends, child rearing, and many many more. Because of the limits imposed by space only one supremely important element will be considered. This is population.

The human community is seriously threatened because of the extraordinary increase in the species since 1950. If we had used none of the earth's resources since 1950, on a per capita basis, they would nonetheless have diminished by 20% because in 1974, there are five mouths to feed for every four that existed 25 years ago. At present, the earth's population is increasing by 200,000 souls per day and in a nine-year interval (1985-1994) one billion people—the world's sixth billion—will be added even if ZPG were reached tomorrow on the entire planet.

The private and public lives of all of us patently will be influenced by this phenomenal growth in numbers. Just what forms this influence may assume are, of course, open to conjecture. Since ZPG has been achieved in the U.S., the population control problem will undoubtedly be international in its scope. Some indication of the intensity of the problem may be inferred from the fact that (on the basis of linear projections of current trends) the 2.5 billion humans in the Third World would total an impossible 40 billion by 2050 (cf. "Biofutures" below).

**Technofutures.** In the realm of technological development there are three clear-cut alternative futures each of which will have an impact on the individual. One is to continue as we long have done, believing that an expanding "growth" economy (and concomitant resource exploitation) is not only essential to our prosperity but also is inherently good. Since the 1970 pattern of resource use for the individual should be one of conserving and based on a modest rate of consumption and a high level of satisfaction, a policy of continued unlimited plunder of unreplaceable resources supply makes no sense.

A second alternative, controlled evolution of "growth" is better than unlimited exploitation policies. As Walter Heller, Regents Professor of Economics at the University of Minnesota, has said, a successful economy depends on growth which will support the battle against air, water and noise pollution. Ergo, for the time being some form of "growth economy" may be imperative. Perhaps within 10 years, however, thought must be given to a sophisticated devolution of technology.

The following model of changing growth patterns, while not to scale, suggests what may lie ahead of us. Note that unlimited growth becomes stabilized, then moves into an indeterminate period of dynamic contraction, and reaches a new stability hopefully in harmony with the biosphere, after 2020 A.D.

The initial stability (1980-1990) and the dynamic contraction (2000-2020) that seem likely to be needed to protect the planet again have major implications for the individual. "Restraint legislation," democratically attained, seems almost inevitable. Such legislation presumably would influence the individual by limiting car size, mediating housing space and locations, such amenities as air conditioning and 78 degree winter thermostat settings, as well as freedom to travel, and less variety in foodstuffs available at the local market.

**Biofutures.** There are many possible biofutures ahead. They may be characterized by genetic surgery, memory pills, organ regeneration, the treatment of death as a disease, and so on. However, the real challenge, as Dennis Gabor (p. 170) put it, is "...moving toward mature society, stable in numbers and in material production, in ecological equilibrium with the resources of the earth."

Furthermore, the most portentous element in our biofutures is the likelihood (as Father Hesburgh, President of the University of Notre Dame said last spring is that the food crisis of 1975 "...will make the energy crisis look like a church-school picnic." At present the Asian fertilizer shortage, exponential population growth, diminishing (and polluted) fish harvest, and wasteful uses of grain in the Western World seem likely to combine to create a famine that will involve a million or more deaths and leave perhaps 10 million persons impaired by severe malnutrition in a matter of six to twelve months.

Unquestionably, the private and public life of individuals in the U.S. will be affected by the fact that only Canada, Australia, and the U.S. have grain to export as of August, 1974. The life-style decisions involved in this critical situation seem obvious although the nature of the decision remains unclear. The U.S. may find itself obliged to eat less extravagantly, to return to the "string saving" era of our parent's and grandparent's day in order to help the millions in the hunger belts of Asia and Africa.

**Human or psychefutures.** At the core of this paper, with its focus on the individual, is the domain of human futures. Some aspects of our psychefutures—the possible fates of the "under-our-skins" world where we have our inner being—have been drawn out in our consideration of socio-, techno-, and biofutures, but more remains to be said.

Insofar as human futures are concerned, the individual and his life style, both private and public, are tightly bound up in the dilemmas of a have and have-not world. Let me be explicit. With 5.6 per cent of the globe's population in our 50 states, we require something like 40 per cent of the world's annual output of raw materials (i.e., primary resources) in order to maintain the 1974 American way of life. At the same time we are becoming over-increasingly dependent on the other nations in the world. To illustrate, let us consider the indispensable resource, oil. According to the National Petroleum Council, if present trends continue, **within ten years** the U.S. will need to import fifty seven percent of our oil requirements. This is substantially more than the total oil imports (1974) of Western Europe and Japan that are supplied by the Middle East and Africa (Schurwacher, p. 111).

This is, of course, a linear projection of consumption and open to many influences that could change the situation.

When confronting the have-not problem it is important to keep in mind the extreme discrepancies that now exist between the world's rich and the world's poor. Some idea of the "income gap" is afforded when we realize that 1.8 billion people in the underdeveloped countries have a cash income of no more than \$100 each or \$400 for a family of four. The U.S. poverty level currently is defined at being \$4560.00 for an urban family of four—over 1000% higher than the average world family income. There seems little doubt that the have and have-not gap that now exists will have an important impact on the individual human in America between 1975 & 1985. It also is likely to plague us increasingly for a long time to come.

Some of the broad outlines of the futures that may lurk ahead have been sketched. Let us look now at the decisions that they press upon us.



## CONTEMPORARY PROBLEMS, SOCIAL DECISIONS AND INDIVIDUAL LIFE STYLES

The public and private life of the individual can be examined in some depth only when the examination is made in the context of the problems which are a part of the present and future. These problems by their very nature require that certain social decisions be made. The nature of these decisions, in turn, will have a great deal to do with the nature of the life styles which the future can support.

The problems listed below are drawn from the writer's monograph **The Educational Significance of the Future**, a study funded by the USOE and published for general distribution by **Phi Delta Kappan** in November, 1973 (cf. bibliography).

**Contemporary problems with a bearing on individual futures.** Conversations with 82 professional futurists at such centres for policy research as RAND, the Hudson Institute, the Institute for the Future, and the Futures Group suggested what was very nearly a consensus as to ten major problems presently confronting and perplexing Americans. These include:

1. The **value** crisis: in what do we believe?
2. The **conceptual** crisis: how shall we define the "good life"?
3. The **equity** crisis: what is "fair" rather than merely "equal" treatment?
4. The **credibility** crisis: Can we have confidence in our elected and appointed leaders? Can they be trusted not to abuse the power of office?
5. The **institutional** crisis: Can schools, welfare agencies, distribution agencies, government, and comparable institutions continue to perform their functions?
6. The tacit **rejection of democracy**: do we seek equality, or do we want only "equality with the top 10%"?
7. The lack of a **future-focused role** image for youth: can we help the young to develop a motivating, viable image of what they can become in the 1980's and thereafter?
8. Faulty survival behavior patterns: can we, for example, learn that large families no longer insure survival?
9. The **naive use of technology**: can we keep our machines from running us?
10. The **have and have-not problem**: one already mentioned above.

On the basis of these ten broad problems, what are some of the social decisions that are needed before the future of the individual American can become the subject of reasoned speculation?

**Social decisions for the making.** The social choices demanded of us can be expressed in many forms. For purposes of clarity, I have chosen to state them briefly and bluntly.

First, as stated earlier, we must determine what our policy shall be with respect to the role of technology. Will we use it naively for purposes of exploiting the remainder of our resources? Or will we move toward a stable state of affairs, in balance with the biosphere and with techno-skills used to heal rather than to cause wounds in Mother Earth?

Second, how shall we meet the needs of our human sub-sets? What provisions can society afford to make and not make with respect to early childhood, the aged, the disadvantaged, the physically handicapped?

Third, what shall our transnational policies be in a world threatened by the spectre of widespread hunger and by numerous imbalances in goods and resources?

Fourth, and closely related to the first three decisions, what if anything are we willing to relinquish, and in what order? What "restraint legislation" can and will American democracy tolerate in the interest of conserving and recycling resources? What "biospheric extravagances" such as large autos, snowmobiles, and extensive holiday travel will we limit in an effort to share the finite resources available to humankind?

A fifth social decision is related to the media. To what extent if any shall there be self-regulation to reduce, for instance, the 18,000 homicides that a child witnesses on TV by the time he reaches 14 years of age?

What shall be our policy regarding a sixth social choice: the degree to which behavior modification is encouraged or discouraged in children and adults who deviate from conventional patterns?

Seventh, what quality of life or QOL decisions should be encouraged by schooling by the media, and by other educative agencies: Shall the simple, low-consumption "Buddhist Right Livelihood" type of path be the subject of artful propaganda of the sort that now encourages us to live in what Toffler called a throw-away culture? And, a closely meshed eighth choice, what concepts of "success" shall be most highly honored in the land? Currently our culture tends to urge everyone to strive to exceed the median in all possible ways with the result that half of our youth is doomed to frustration in at least some respects.

Ninth, how can we help, through social policy research and its applications, to begin to restore confidence and assurance in persons of all ages? Riots, inflation, assassinations, hijacking, have led to a malaise, to a lack of certainty which is psychologically corrosive. What tough decisions shall be made to help restore a sense of direction in a polycultural nation?

Tenth and last, what wise compromises with reality can be reached as new goals and new directions emerge? We have just so much time, money, and energy to expand. How shall we distribute our chips in a game we dare not lose?

**The individual's public and private worlds: 1975-1999.** Events that have yet to occur obviously will be the **real** determinants of the lives of young and old in America during the next quarter century. At the same time, thoughtful writers such as Gabor, Medawar, Commonei, Boulding, Heilbroner, Bell, Salk, Roszak, Toffler, Ward, et. al. (see bibliography), have provided us with abundant and generally well-documented views with respect to the probable shape of things to come. In effect, these scholars tell us, in general terms, what decisions we may need to reach with regard to the ten dilemmas inventoried above.

If the tentative conclusions of these futures research specialists are valid, then the life of the individual in our culture is likely to be mediated in private and in public by such developments as these:

1. The continued emergence of types of family structures and changing relationships between the sexes (facilitated by virtually foolproof birth control) but manifesting themselves in more conservative forms, i.e., an increase in the acceptance of new life styles, but a decrease in acceptance of extreme innovations such as the male/male marriage.
2. A growing role for women in all fields of work and, with increased equality, a decline in the so-called lib movement.
3. Increasing conservatism on the part of youth, partly reflected in less permissive child-rearing practices.
4. Of necessity, less status associated with material possessions as greater respect is shown the biosphere and as some redistribution of the world's goods occurs as a result of world community pressures on the West.
5. A continued decline in racism partly as a result of a cohesive trend in the U.S. as it is more and more confronted by demands from have-not nations; some increase in cross-ethnic marriages.
6. Greatly increased speculation with regard to what constitutes ethical and moral conduct; a concomitant decline in extreme student radicalism but increased liberal-humanist attitudes on the campus and somewhat thereafter among the non-college youth.
7. A top-off in per capita energy consumption as demand continues to exceed supply; initially government enforced, then on a voluntary basis.
8. Continued zero population growth becomes characteristic of all social classes and ethnic groups; stable population of approximately 275,000,000 with proportionately more old persons by 1999.

9. For at least a decade, increasing pressure to conserve foodstuffs in order to fight world malnutrition and hunger in developing countries until their own food protection, distribution, and population dynamics are brought into balance.
10. Leisure time actively involving extensive travel and costly gear will decrease due to continued energy problems, higher costs, the need to work longer hours, and changing attitudes.
11. City expansion involving improved high-density housing will be accompanied by increased investments in public transportation and restrictions on automobile use.
12. Hard-core metropolitan poverty will remain a severe problem, partly due to the impact of inflation.
13. The media to which the individual is exposed will continue to pose problems but will gradually reflect more skill and imagination due to the improvisations of the 1980's in response to reduced TV advertising expenditures (reductions necessitated by relative loss of available revenue due to the tend toward a low-growth or stable economy).
14. Important changes in the nature of goods and materials as more synthetics replace some natural materials in home construction, clothing, etc.
15. Trends toward more intimate neighborhood life as larger shopping centers are supplemented by shops within walking distance of houses and apartments in high-density urban areas.
16. Inconclusive developments and diverse opinions in behavior modification postpones massive change.
17. Widespread use of improved data processing improves medical care, accounting, research, etc., but increases the potential for social controls by state and federal agencies.
18. Growing world interdependence with respect to food and mineral resources, and the expansion of transnational corporations, promises to increase the variety and the flow of certain goods not readily available to the individual buyer in the 1970's.

While the small sample of possible developments that may occur merely hint at the changes that may take place in public and private life, they serve to stretch the imagination of persons in positions of educational responsibility as they plan today so that schools may better serve the world our young learners will inherit.

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## APPENDIX—C

Materials presented to the  
Committee of 24 at the  
October 30, 1974 hearing  
Houston, Texas

### TEACHER EDUCATION

—a conceptualization

The education of a teacher involves a unique combination of

1. Liberal education
2. Specialized academic preparation
3. Professional education and training

To a greater extent than is true of other professions, the academic departments have a central responsibility which derives from the liberal education and the academic specialization components. Thus, there is need for a continuous interface between Arts and Sciences and the Professional School of Education. The shared nature of responsibility for teacher education should not in any way be permitted to obscure the fact that teaching is a profession with all of the characteristics of other professions.

The College of Education on a university campus is a professional school, established as the training arm of the teaching profession. As such it shares responsibility with the profession for the training program both in the realm of policy making and in provision of opportunities for learning experiences.

#### Characteristics of a Profession

Professions are characterized by three irreducible conditions.

1. All possess a **body of knowledge**, essential to the practice of the profession, which is not possessed by non-professionals.
  - (a) Some of this knowledge is basic and drawn from the sciences upon which the foundations of the profession rest.
  - (b) Some is derived directly from the science of the profession itself.
2. All possess a **repertoire of behaviors and skills** necessary to effective performance of the professional role.
  - (a) These behaviors and skills have to be acquired in complex and carefully designed training programs; they cannot be learned in random ways since the consequence of incompetent practice is tragedy for client.
  - (b) Laboratory types of training provide the kind of controlled circumstances under which such learning can take place.
  - (c) As training progresses, the training experience is broadened to include larger and larger segments of the professional reality.
3. All have processes for inducting the trainee into the profession, for assuring identity with the profession, and for gaining adherence to its ethical code.
  - (a) Some rites and rituals of initiation are practiced.
  - (b) Membership in the professional association is expected or required
  - (c) Some portal form of practice such as an internship is required.

## Teaching as a Profession

Recognizably, teaching has not won genuine acceptance as a profession. It but weakly meets the criteria posed above.

It is the hypothesis of the University of Houston College of Education that education is a profession and that it will not meet its obligations to society nor will it achieve its potential until such time as it more fully meets the criteria. Whatever the extent of earlier limitations, conditions now are such that a genuine profession can be built. All concerned—children, the society, teachers—will benefit from efforts to bring this about.

Central in this challenge is the teacher education program. More than any other source, it has the capacity to reach the practitioner and exercise influence. And it does so at the well-spring of teacher supply as well as through its in-service activities and its general influence. This is not to mention its responsibility for advancing the knowledges and skills of the profession.

The time is now for a positive and powerful effort on the part of teacher education institutions.

## Teacher Education as a Process

Teacher education is the process by which educated lay citizens are transformed into professional educators. The **input** is a suitable candidate. The **output** is a professional who meets the standards of the profession and is eligible for licensure. The **process** is the structured experiences designed and demonstrated to bring about the desired changes. Responsibility for designing and executing the process is shared by the profession and by the teacher education institution.

## Components of a Teacher Education Program

The College of Education at the University of Houston sees the teacher education program as consisting of three parts which are conceptually discrete but interactive in practice. These three emphases are derived directly from the three characteristics of professions which were cited earlier.

1. The knowledge base
  - (a) Concepts from related disciplines such as psychology and sociology, child development, etc.
  - (b) Applications of the disciplines to education such as are included in the foundations of education.
  - (c) Professional knowledge arising out of research and experimentation.
2. Behaviors and Skills
  - (a) Attitudes which are favorable—as against dysfunctional—for teaching.
  - (b) A balance of clinical and humanistic qualities appropriate to the specialization
  - (c) Skills of observation, data gathering, diagnosis, prescription and evaluation.
  - (d) Interpersonal relations and performance skills
3. Professional role induction
  - (a) A variety of learnings related to status as a professional
  - (b) Reality testing and entry to practice through such activities as observation, tutoring, student teaching, internship, and follow-up.

## IMPLEMENTING TEACHER EDUCATION

### —The Houston Plan

For each aspect of the training program a generic instructional mode has been identified. Each is capable of many forms of use depending upon the existing situation.

1. **Individualized and personalized instruction through a multi-media Learning Resources Center**
  - (a) For transmitting the expected knowledge

- (b) A variety of hardware and software ranging from printed materials through sophisticated retrieval systems and computer based instruction
- (c) The deliberate use of simpler as well as more complex forms so that the teacher will have experience with all forms and so he will not expect complex hardware in his particular school.
- (d) A high degree of learner interdependence and independence in learning
- (e) Expecting knowledge to be acquired prior to time spent with instructors and other students
- 2. Behavior Modification Laboratories
  - (a) For developing the expected behaviors and skills
  - (b) Using seminar-sized groups
  - (c) Employing a wide range of activities including seminar discussions, simulation, micro-teaching, interpersonal relations training, and interaction analysis.
  - (d) Implies specific objectives stated in behavioral terms
  - (e) Uses the "upsetting experience in a supportive environment" approach.
- 3. Controlled and Directed Field Experiences
  - (a) Exposure to reality
  - (b) Deliberately includes a broad variety of situations including those involving cultural sub-groups
  - (c) a mosaic or progression of experiences such as student teaching, observation, teacher aide, internship, and tutoring
- 4. Models of Practice

The College is committed to providing within the College itself exemplary conditions including organization, facilities, and instructional styles and practices. These are to be drawn from what is considered to be the best among the practices in quality and innovative elementary and secondary schools.

## IMPLEMENTATION FACILITIES

### —The College of Education Building

The new building has been planned specifically to accommodate the modes described above. At the same time it has been designed with maximum flexibility so as to permit the structure to change internally as program needs require. The open concept has been used extensively for this purpose.

- 1. Learning Resources Center
  - (a) 10,000 square feet to start plus 4,000 additional for a production center.
  - (b) Expansion space—as need for classroom space is reduced—of 10,000 to 20,000 square feet
  - (c) Capacity for any degree of complex installations as technology advances and funding permits
- 2. Behavior Laboratories
  - (a) A variety of seminar-sized spaces available at opening
  - (b) Capacity for many more as instructional modes change
  - (c) Installation of wiring and conduits for technology
  - (d) A number with one-way glass screens and sound systems for observation
- 3. Open Concept Classrooms
  - (a) Classrooms needed during a transition period
  - (b) Highly flexible in boundaries, equipment and facilities
  - (c) Convert readily to laboratory or learning resources center use

4. Beyond the Campus

- (a) In the sense of a partnership—as related earlier—the school systems and schools of the whole metropolitan area are seen as the training field and their personnel as adjunct faculty

5. Other features of the building

The building is described in detail in the attached materials. Study of them will reveal the extent to which they have been designed to contribute directly to the program.

### SUMMARY

In the foregoing an attempt has been made to portray the highly favorable combination of circumstances which exists at the University of Houston and the tremendous potential it has for impacting teacher education. We are presumptuous enough to believe that a relatively limited input of resources would yield results that would bring satisfaction to all.

SUMMARY POSITION PAPER  
ON  
TEACHER EDUCATION IN TEXAS

Presented to the  
LEGISLATIVE STUDY COMMITTEE ON EDUCATION

October 30, 1974  
Houston, Texas

The College of Education is gratified that this Legislative Study Committee has recognized the central importance of teacher education in any study of ways to improve the public school system in Texas. We welcome the opportunity to participate in the study processes of the Committee and trust that our efforts will mirror the view of others who share with us responsibility for teacher education in the State of Texas.

SUMMARY

Teaching is, by its very nature, a profession.

Tragically for the society, teaching has remained relatively weak in its development of professional practice. As the society becomes more and more complex and as the challenge to teachers and schools becomes greater and greater this weakness becomes more and more critical.

Central to each profession is its system for training new members and inducting them into the profession. A profession can be no better than the education and training it is able to give to its members.

Teacher education is the training and development arm of the teaching profession even as medical education and legal education serve the same functions for the medical and legal professions.

For reasons that are complex and difficult to understand, teacher education has long been the Cinderella of the university campuses and the "also ran" of professional education.

Over the past ten years, however, tremendous strides have been made in developing teaching as a clinical or applied science and teacher education which is effective in preparing teachers. The time is ripe for large-scale efforts to upgrade the preparation of teachers through both pre-service and continuing education programs. Without such an effort it will be unlikely that schools will meet the challenges which face them.

Over the past eight years the College of Education of the University of Houston has been engaged in continuing and intensifying efforts to upgrade teacher education through innovative programs and developmental efforts. It has had the support and encouragement of the administration of the University, Federal agencies, the Texas Education Agency, some elements of the teaching profession, and many other interested parties and organizations throughout the nation. Despite our own concerns over our inadequacies, we are widely recognized for what we have accomplished so far, and for our commitment to the achievement of better education in the society through more effective teacher preparation.

It is our objective on the occasion of this meeting of the Legislative Study Committee to:

1. Provide orientation on the concept of teaching as a profession and the centrality of the preparation program in the realization of that concept.



2. Demonstrate in practice what the elements of an effective teacher education program can and should be.
3. Provide information on the deplorable state of teacher education in the State of Texas and across the nation.
4. Make recommendations as to what should be done.
5. Enlist the support of the Committee in the effort to make Texas the exemplar of good teacher education among the states of the Union.
6. Make substantial progress in the effort by the time the nation celebrates its Bicentennial in 1976.

### SOME CONDITIONS THAT NEED ATTENTION

1. In Texas and across the nation teachers are certified and placed in service with only a minimum of professional preparation.
  - (a) Each institution in Texas preparing secondary school teachers has to make it possible for the teacher to be certified with not more than 18 semester hours of professional courses
    - 12 hours of class work
    - 6 hours of student teaching
 It is impossible to adequately prepare a teacher under these circumstances.
  - (b) There is more generous provision for the professional preparation of elementary teachers and all-level teachers, but it too is minimal.
    - usually 30 to 36 hours including student teaching
 Present-day conditions seem to demand a higher level of initial preparation as is the case in other professions.
2. Teacher education programs—partly because of the time and resource limitations which constrain the programs—are largely lecture based. One does not adequately learn to teach by learning **about** it. It is necessary to learn to do it. (See the paper “Teacher Education—a Conceptualization” which is attached.)
  - (a) As with all professional preparation instruction has to provide
    - the knowledge base,
    - the behaviors and skills,
    - the professional identification and commitment.
  - (b) To accomplish this there have to be programs and facilities for extensive **laboratory** and **field-based** experiences. Most of the 66 institutions in Texas which prepare teachers have neither program time, resources, nor facilities for such experiences.
3. Teacher education receives the lowest formula support per credit hour of instruction of any program funded in universities in the State. (See the Coordinating Board formula attached.)
  - (a) Student teaching is an exception.
  - (b) The University may, at its discretion, allocate from its resources either a greater or lesser amount than that provided in the State budget.
4. Teacher education programs and teacher certification are controlled by the Texas Education Agency but funds are allocated by the Coordinating Board for Higher Education. There appears to be little coordination of efforts or expectations.
5. Recent regulations—very desirably—have mandated that each teacher education institution have a Teacher Center through which it is collaboratively involved with the school districts with which it

cooperates in teacher preparation and the organized teaching profession (professional organizations). No funds have been provided for the establishment and operation of these Centers. This constitutes a drain on existing resources and limits the effectiveness of the Centers.

6. Universities are responsible for involving the school-based teachers who work with teacher education students in training for their supervisory functions. The funds for this purpose as well as the stipends to be paid to the teachers are given to the school districts. This restricts the universities in their quality control of programs.
7. Under the existing system of policy making for and operation of teacher education there is little incentive of the organized teaching profession to become actively involved in matters which should be their primary concern.
8. There is a strong tendency for teacher education on the college or university campus to be under the control and domination of the academic disciplines which have too little understanding of or sympathy for **professional** teacher education. Under their values system the academic interests are paramount. This situation exists whether teacher education is organized as a professional school or as a department of the Arts and Sciences unit. Teacher education rarely is healthy under such conditions, particularly in the larger institutions.
9. There is no significant effort to provide a continuing education program for teachers during their professional service.
  - (a) Other walks of life recognize the need, especially in times of change, to continually provide for the re-education of people.
  - (b) Few school districts expend as much as one percent of the budget on in-service and continuing education of teachers.
  - (c) Sabbatical leaves are not funded by Texas either for teachers or college professors.
  - (d) Teachers are expected to take further college work after initial certification but this is at their own expense and in night school or summers.
  - (e) Teacher salaries are not such as to permit adequate expenditures on books and journals, going to conferences, taking further formal education towards advanced degrees, participation in cultural events, traveling in other cultures, taking development leaves, etc.

## RECOMMENDATIONS

1. Requirements for the professional education of teachers should be restudied and sharply upgraded.
2. Teacher education programs should be redeveloped to include much more emphasis on developing the behaviors and skills of teaching through greater use of laboratory and field experience.
3. Funding adequate for quality teacher education programs should be provided through the Coordination Board formula.
4. Teacher education programs should be funded for the operation of Teacher Centers and the training of field-based teachers for their roles in the education of teacher education students.
5. Standards for teacher education should insure that teacher education on the campus is established on a professional basis with adequate authority to respond to the need for professional preparation.
6. State expectations should be such as to encourage the organized teaching profession to exercise initiative in teacher preparation and professional standards.
7. The State system of funding should make generous provision for the in-service and continuing education of teachers.

## APPENDIX—D

Language of statutes, regulations and Attorney General  
opinions referred to in the Committee Report

### ITEM #1

**House Simple Resolution No. 97**, Acts of the 63rd Legislature creating the Interim Study Committee on Educational Reorganization and Modernization.

### ITEM #2

**Attorney General Opinion #H-197** relating to the authority of the State Commissioner of Education and/or State Board of Education to require that an institution of higher education seeking approval of teacher education programs present a performance-based application for approval.

### ITEM #3

Sections of the Texas Education Code referred to in this Committee report.

## ITEM #1

H.S.R. No. 97

### HOUSE RESOLUTION

WHEREAS, Approximately \$2 billion each year, or almost one-half of the state's annual budget, is appropriated for purposes of public education; and

WHEREAS, The quality of public education deeply affects the lives of all citizens of Texas and determines to a large extent the potential for cultural, economic, and social progress in this state; and

WHEREAS, In spite of the vital importance of public education and the rising expenditures of state money for its support, the effectiveness of public education in Texas is severely hampered by bureaucratic inefficiency; and

WHEREAS, Among the organizational problems of state agencies responsible for supervising public education are the duplication of services and duties and the lack of interdepartmental coordination; and

WHEREAS, The legislature has an obligation to the people of Texas to make state agencies more effective in the administration of public education; now, therefore, be it

RESOLVED, That the House of Representatives of the State of Texas hereby create a special task force committee to conduct an interim study directed toward a complete reorganization and modernization of state agencies which administer public education in Texas; and, be it further

RESOLVED, That this special committee be composed of 12 Members of the House of Representatives, to be appointed by the Speaker of the House of Representatives, and 12 members of the public who have expert knowledge of the problems of administering public education, to be appointed by the Governor of the State of Texas; and, be it further

RESOLVED, That the committee shall study in detail the systems of supervising and funding public education in other states and in certain foreign countries, as well as the system in Texas, in arriving at recommendations for modernization; and, be it further

RESOLVED, That the committee shall be authorized to call upon the Texas Education Agency, the Coordinating Board, Texas College and University System, and other state and local agencies administering public education in the State of Texas for assistance in the completion of this study; and, be it further

RESOLVED, That the actual and other necessary expenses of the committee shall be paid from the expense fund of the house of representatives; the committee shall prepare a budget for its operating expenses which shall be submitted to the house administration committee, and no expenditures shall be made until the budget has been approved. Prior approval of nonbudgeted expenditures shall be obtained from the house administration committee; and, be it further

RESOLVED, That this committee shall make its complete report, including findings and recommendations, with the drafts of any proposed legislation, to the 64th Legislature at its regular session in January, 1975, and that five copies of the completed study shall be filed in the Legislative Reference Library, five copies filed in the office of the Texas Legislative Council, and two copies filed with the chief clerk of the House of Representatives. Following official distribution of the committee report, all remaining copies shall be deposited in the Legislative Reference Library.

McAlister  
Kubiak

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Speaker of the House

I hereby certify that H.S.R. No. 97 was adopted by the House on May 26, 1973.

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Chief Clerk of the House

**ITEM #2**

January 4, 1974

Opinion No. H-197

The Honorable J.W. Edgar  
Commissioner of Education  
Texas Education Agency  
201 East Eleventh Street  
Austin, Texas 78701

Re: Authority of State Commissioner of Education and/or State Board of Education to require that an institution of higher education seeking approval of teacher education programs present a performance-based application for approval and related question.

Dear Dr. Edgar:

On behalf of the State Board of Education you have requested an opinion from this office concerning the Board's authority over teacher education.

Specifically, you have asked:

“(1) Is it within the authority of the State Commissioner of Education and/or State Board of Education to include in the provisions for approval of teacher education programs the stipulation that the higher education institution seeking approval must present a performance-based application for approval?”

“(2) If the answer to No. 1 is in the negative, is it within the authority of the State Commissioner of Education and/or the State Board of Education to include in the provisions for approval of teacher education programs two or more alternative plans, only one of which would be performance-based wherefrom the higher education institution may elect to use the alternative of its choice as a basis for presenting an application for approval.”

In June, 1972 the State Board of Education and the Central Education Agency approved certain new standards for teacher education programs to replace others promulgated in 1955, and it contemplates the approval of additional standards. Such standards purport to be “performance based.” Your letter defines “performance based education” as:

“A process whereby the provisions of a planned institutional teacher preparation program [are] based on (a) the identification of objectives, (b) strategies for implementing those objectives, and (c) assessment techniques to ascertain effectiveness of the stated objectives.”

In an Agency memorandum of November 10, 1972, addressed to "Superintendents, College/University Presidents, Deans of Education, Graduate Deans, Executive Directors of Education Service Centers, Presidents of Professional Organizations" it is discussed as follows:

"Competency-Based Teacher Education is a systemic process that encompasses clearly defined job roles for professionals within the school setting, a delineation of competencies required of the professional in the job role, and a planned program of preparation which allows the development of these competencies. The plan of instruction includes a clearly defined purpose, and a mechanism to ascertain the degree of effectiveness of those activities or courses determined to be needed by or required of a prospective teacher. It is a process to preclude duplication of efforts, loss of time, and undefined activity. It does, on the other hand, insure that once a competency has been identified as a desired outcome, adequate opportunities to demonstrate an ability to perform that competency are given and that if a need exists, recyclical application for performance ability is provided."

Broad powers in the field of teacher certification have been given the State Board of Education and the Central Education Agency, but they are not exclusive except in respect to special service and special education teachers. The qualifications of the latter were specifically made subject to State Board of Education regulation by Article 2922-13 § 1 (3)(d), 1 (4)(c), and 1 (5)(a) V.T.C.S., now Section 16.15(d) of the Education Code.

The basic authority of the Board of Education in the field of teacher education is found in Title 2, Section 11.26(a) of the Texas Education Code, V.T.C.S., which reads:

"...With the advice and assistance of the state commissioner of education, the State Board of Education shall....(8) prescribe rules and regulations for certification of teachers and for granting certificates for teaching in the public schools of this state **in accordance with Chapter 13** of this code;...."  
(Emphasis Added)

This section of the Code is derived from former Article 2675b-8, V.T.C.S. which was first contained in an Act specifying that it did not lessen the powers of governing bodies of State Teachers Colleges, (Acts 1929, 41st Leg., 2nd. C.S., Ch. 10, p. 12). State Teachers Colleges (previously "normal schools") became State Senior Colleges in 1965 (Acts 1965, 59th Leg., ch. 322, p. 673).

Section 13.032 in Chapter 13 (Title 2) of the Code concerns the rule making power of the Board:

"(a) The State Board of Education, with the advice and assistance of the state commissioner of education, is authorized to establish such rules and regulations as are not inconsistent with the provisions of this chapter and which may be necessary to administer the responsibilities vested under the terms of this chapter concerning the issuance of certificates and the standards and procedures for the approval of colleges and universities offering programs of teacher education.

"(b) In order to secure professional advice for his recommendations to the State Board of Education, the state commissioner of education shall consider recommendations of the board of examiners for teacher education in all matters covered by this chapter."

Teaching certificates are the subject of Sections of Chapter 13 of the Code, derived from former Article 2891-b, V.T.C.S. These sections clearly show the authority of the Board to approve institutional teacher education programs resulting in certification. See Section 13.036, 13.037, and 13.039. But these provisions do not declare that the Board of Education is empowered to **disapprove** the programs of State Senior College System institution, or that certificates may **not** be awarded to graduates of the teacher education programs of State Senior Colleges (formerly State Teachers' Colleges) in the absence of Board of Education approval. Article 2891b, the source statute, did not expressly repeal Article 2888, V.T.C.S., which recognizes the right of State Teacher College graduates, to teaching certificates and Section 13.033 of the Education Code recognizes that certification laws, other than those in Chapter 13, are also applicable. It provides that persons claiming eligibility for a certificate are to present to the commissioners **such proof as this and other certification laws require.**" Since Article 2888, V.T.C.S. has not been expressly repealed, the presumption is that in enacting the new law the legislature intended the old statute to remain in operation. Attorney General Opinion H-75 (1973), 53 **Tex. Jr. 2d**, Statutes §102.

The Central Education Agency has general control of the public education system at the state level and rule-making and regulatory authority over "any activity [in its educational aspects], with persons under 21 years of age which is carried on in the state or federal agencies, **except higher education in approved colleges.**" Section 11.02 and see Section 11.52(g) for the general powers of the Commissioner.

Teachers salaries may be based on training in institutions **recognized** (not "approved") by the Commissioner. Section 16.301 (b), Texas Education Code (formerly Article 2922-14 § 1).

Before Title 3 was added to the Education Code, Articles 2644, 2646, and 2647, V.T.C.S. remained in force. Article 2644, was the opening statute in a chapter devoted to State Colleges and Universities, and provided:

"Except as herein provided, all laws establishing State teachers colleges or normal institutes for the training of white teachers and providing for their government, control and maintenance are continued in force, and all such colleges which are or may be established by law shall be under the general control and management of the Board of Regents of the State Teachers' Colleges [now Board of Regents, State Senior College System]."

Article 2646, read:

**"Diplomas and teachers certificates of each of the State Teachers' Colleges [now State Senior Colleges] shall authorize the holders to teach in the public schools."** (emphasis added)

Article 2647, subdivision 5, allowed the Board of Regents to control the grades of certificates issued by those institutions, the conditions of issue for certificates and diplomas, and the authority by which they were to be signed.

In 1971, when Title 3 of the Education Code was adopted, these statutes were carried into the Code as Sections 95.21, 95.24, and 95.25 (Acts 1971, 62nd. Leg., ch. 1024, p. 3072 at 3219).

Article 2919e-2, V.T.C.S., adopted in 1965, created the Coordinating Board, Texas College and University System, made it the highest authority in the state in matters of public higher education, and among other things, assigned it the duty to (1) define the various higher education systems, "provided nothing shall be construed to authorize the Board. . .to alter any university system presently existing by virtue of statute. . . .", (2) classify and prescribe the role and scope for each public institution of higher education, (3) review certificate and degree programs offered by such institutions, and (4) order the initiation, consolidation or elimination of degree or certificate programs. These provisions are now subsections, (b), (d) and (e) of Section 61.051, Texas Education Code. Section 61.070 provides that the duties and functions of the Central Education Agency are not affected by such provisions.

The enactment of Article 2919e-2, V.T.C.S., shifted to the Coordinating Board responsibility for determining what departments of instruction State Senior Colleges might maintain and what courses of study might be pursued there, but it did not alter the statutory effect of a teaching program diploma from a State Teachers' College (Senior College). See the Revisor's Note following ... 61.051, Education Code, V.T.C.S.

At the time Titles 1 and 2 of the Education Code were adopted in 1969, graduates of teacher education programs in institutions governed by the Board of Regents, State Senior College System, were entitled to Texas Teachers Certificates upon presentation to the State Commissioner of Education of proof of a diploma from such an institution and presentation of such other proof regarding moral and personal qualifications as was required by law. The presentation of such proof cast upon the State Commissioner of Education a ministerial duty to issue the certificate, whether or not the teacher education program of the State Senior College System institution was one pro forma "approved" by the State Board of Education. In our opinion, the adoption in 1969 of Titles 1 and 2 of the Education Code did not change the law in that regard.

In our view, the duty of the Central Education Agency to award a teaching certificate to a graduate of a State Teachers' College was not affected by the shift of course-defining responsibility to the Coordinating Board, or by redesignation of such institutions as "State Senior Colleges", or by the omission of Article 2888 from the Education Code, or by the enactment of Title 3 of the Education Code. Section 11.26(a)(8) of the Code limits the authority of the State Board of Education to prescribing rules and regulations for certification of teachers and for granting certificates for teaching in the public schools of this state **in accordance with Chapter 13** of the Code, not Chapter 95. That limitation was in effect before Title 3 was adopted.

Clearly, the State Senior College System has been legislatively designed to perform the function, inter-alia, of educating teachers, and a distortion of that design would alter the system contrary to the proscription of § 61.051 (b) of the Education Code. We are of the opinion, therefore, that graduates of the teacher education programs of institutions composing that System continue to be statutorily entitled to teaching certificates, even absent pro forma approval of such programs by the State Board of Education. The 1971 Act specified that no substantive change was intended by its enactment. (Acts 1971, 62nd Leg. ch. 1024, p. 3072).

We also note that § 13.042 of the Education Code as amended in 1973 (Acts 1973, ch. 51, p. 78 at 84) requires the Commissioner of Education to issue appropriate Texas teaching certificates to holders of certificates from other states who wish to teach in Texas, provided the college or university in which the teacher completed the requirements for his out-of-state certificate is accredited **by a recognized accrediting agency** (not the State Board of Education) as an approved teacher training institution. The duty is a ministerial one.



Thus, on two fronts the Legislature has foreclosed the State Board of Education from decreeing that Texas teaching certificates be issued only to those who have completed "performance based" teacher training programs. Also see §11.31, Texas Education Code.

The "performance based" concept, as we understand your explanation of it, concerns not so much a method of teaching as it does a method of **measuring** the usefulness (to a teacher) of what is taught the teacher-in-training. It merely requires that everything in a proposed **teacher training** program be useful in the development of teachers. It does not prohibit prospective teachers from taking courses outside the "program", nor does it affect courses not offered in satisfaction of "program" requirements.

The Legislature may delegate to an administrative agency the power to make rules which have the effect of law when the Legislature itself cannot practically and efficiently perform the function, but the Legislature must declare the policy and fix the standards by which the agency is to be guided. See Attorney General Letter Advisory No. 42 (1973) and cases there cited.

Here, the Constitution declares the policy: the establishment, support and maintenance of an efficient school system—a declaration implemented by the statutes. The Legislature has directed the State Board of Education to accomplish this, in part, by establishing rules and regulations, concerning, among other things, "...the standards and procedures for the approval of colleges and universities offering programs of teacher education", which (1) are not inconsistent with applicable Education Code provisions and (2) may be necessary with respect thereto. These two limitations on the Board's authority to set standards must be given an effective and meaningful interpretation if the legislative delegation of power to the Board is to be constitutionally valid. **Railroad Commission v. Shell Oil Co.** 161 S.W. 2d 1022 (Tex., 1942); **Gerst v. Jefferson County Savings & Loan**, 390 S.W. 2d 318 (Tex. Civ. App., Austin, 1968 error ref'd n.r.e.).

The Legislature has specified that the rules and regulations of the Board of Education must be **consistent** with the provisions of Chapter 13 and **necessary** with respect thereto. See Attorney General Opinion M-386 (1969).

We do not believe a rigid requirement that all other colleges and universities must institute "performance based" programs to qualify their graduates for Texas teaching certificates is consistent with the plain (and recently expressed) legislative intent that out-of-state institutions and institutions composing the State Senior College System need not do so. Nor, in the light of the most recent legislative action, can we say that such an **exclusionary** rule would be considered necessary.

Consequently, we answer your first question negatively and answer your second one affirmatively. In our opinion, under present Texas law it is not within the authority of the State Board of Education or the Commissioner to stipulate that institutions seeking approval for general teacher education programs **must** present performance-based applications, but the Board, with the advice of the Commissioner, could legally promulgate rules and regulations whereby institutions seeking such approval could choose between alternative plans for program approval (one or more of which might be "performance-based") and submit applications accordingly.

We have reached this conclusion by tracing the development of Texas statutes regarding teacher certification. See: Acts 1905, ch. 124, p. 263 (Art. 2646); Acts 1911, 1st C.S., ch. 5, p. 74 and Acts 1923, ch. 160, p. 341 and Acts 1965, ch. 322, p. 673 (Arts. 2644 and 2647); Acts 1911, p. 189, Sec. 1 (114) and Acts 1921, ch.

129, p. 242 (Art. 2888); Acts 1929, 2nd C.S., ch. 10, p. 12 (Art. 2675b-7, -8); Acts 1949, ch. 39 § 1, p. 65 (Art. 2922-13) Acts 1949, ch. 299, Art. V, p. 537 (Art. 2654-5); Acts 1949, ch. 334, Art. IV, p. 625 (Art. 2922-14) Acts 1955, ch. 149, p. 508 (Art. 2891b); Acts 1965, ch. 12, p. 27 (Art. 2919e-2); Acts 1969, ch. 889, p. 2735 (Titles 1 and 2, Texas Education Code); Acts 1971, ch. 1024, p. 3072 (Title 3, Texas Education Code).

You have not asked that we pass upon particular standards and your questions are not directed to the legality of the 1972 standards. We need not refer to them further than to say that some of them are so vaguely and ambiguously stated as to be impossible of objective application, and some of the apparent demands on institutions of higher education may exceed those the Legislature itself could require.

### SUMMARY

Under present Texas law, it is not within the authority of the State Board of Education or the State Commissioner of Education to stipulate that institutions seeking approval for teacher education programs **must** present "performance-based" applications, but the Board, with the advice of the Commissioner, may promulgate rules and regulations whereby institutions seeking such approval could choose between alternative plans for program approval (one or more of which might be "performance-based") and submit applications accordingly.

Yours very truly,

JOHN L. HILL  
Attorney General of Texas

APPROVED:

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LARRY F. YORK, First Assistant

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DAVID M. KENDALL, Chairman  
Opinion Committee

**ITEM #3**  
**Statutes referred to in the Committee Report**

**§11.26 Powers and Duties Related to Educational Needs of the State**

(c) All rules promulgated by the State Board of Education concerning the qualifications of personnel employed to fill the positions classified by the Central Education Agency shall contain the provisions stating that when specifically requested by a local board, persons holding a degree and a permanent teaching certificate, and already employed to fill the positions for which new qualifications are set shall not be disqualified from holding the positions for failure to meet the new qualifications.

Subsec. (c) added by Acts 1971, 62nd Leg., p. 2400, ch. 753, § 1, eff. June 8, 1971.

<sup>1</sup>Section 15.01 et seq.

<sup>2</sup>Section 13.01 et seq.

**§13.032. Rules and Regulations**

(a) The State Board of Education, with the advice and assistance of the state commissioner of education, is authorized to establish such rules and regulations **as are not inconsistent with the provisions of this chapter** and which may be necessary to administer the responsibilities vested under the terms of this chapter concerning the issuance of certificates and the standards and procedures for the approval of colleges and universities offering programs of teacher education.

(b) In order to secure professional advice for his recommendations to the State Board of Education, the state commissioner of education shall consider recommendations of the board of examiners for teacher education all matters covered by this chapter.

Originally §13.02.

**§13.035. Classes of Certificates**

Teacher certificates authorizing the holders thereof to contract to teach, or to be employed in professional teaching service positions in the public schools of this state, shall be of two classes, designated as provisional certificates and professional certificates.

Originally §13.05.

**§13.036. Provisional Certificate**

(a) The provisional certificate shall be issued to each applicant who has acquired, or shall acquire, a bachelor's degree conferred by a college or university approved for teacher education by the State Board of Education of Texas, and who is otherwise eligible to teach in the public schools of this state.

(b) Vocational teachers in trade and industrial courses shall not be required to have a bachelor's degree as a predicate to the issuance of a provisional certificate to them, but must in lieu of the bachelor's degree requirement have work experience to the extent that shall be established in the state plan for vocational education.

(c) A special teacher designated as a school nurse shall not be required to have a bachelor's degree as a predicate to the issuance of a provisional certificate, but must in lieu thereof have been certified as a registered nurse under the laws of this state.

(d) An application fee of \$2 shall be paid by each applicant for the certificate provided for herein.

Originally § 13.06.

### **§13.037. Professional Certificate**

(a) The professional certificate shall be issued to each applicant who has acquired a bachelor's degree conferred by a college or university approved for teacher education by the State Board of Education; who has satisfactorily completed at least 30 additional graduate-level hours, that shall be completed in accordance with an approved college plan of graduate teacher education designed for the purpose of qualifying the applicant to serve in the area or areas of specialization to appear on his certificate, in a college or university which has an approved graduate program of teacher education; and who has at least three years of teaching experience.

(b) The State Board of Education acting on recommendation of the state commissioner of education shall define by regulations what constitutes a year of teaching experience for purposes of this section.

(c) An application fee of \$3 shall be paid by each applicant for the certificate provided for in this section.

Originally § 13.07.

### **§ 13.038 Duration of Certificate**

Either a provisional or professional certificate shall be permanent and valid for life, unless cancelled by lawful authority.

Originally § 13.08.

### **§ 13.039. Certificate Areas of Specialization**

(a) The provisional and professional certificates shall show clearly that the holders thereof may teach or perform duties in professional service positions in one or more of the specialization areas in which the applicant shall have completed the college or university teacher education program approved for such area(s).

(b) The specialization areas shall be in:

- (1) the elementary schools, including kindergartens, grades 1 to 8 inclusive, and in grade 9 in junior high school;
- (2) junior high schools, including grades 6 to 10 inclusive;
- (3) high schools, including grades 7 to 12 inclusive;
- (4) in a special subject for all grades; and
- (5) in a professional service position or area as provided in the foundation school program law.

(c) The specialization area or areas designated above (which are to appear on the face of the certificate issued to an eligible applicant) shall be based upon the satisfactory completion by the applicant of a college or university teacher education program approved in one or more of the above five areas of specialization by the State Board of Education as recommended by the state commissioner of education.

Originally § 13.09.

### **§ 13.040. Emergency Teaching Permits**

An emergency permit to teach, valid for not more than one scholastic year, may be issued under regulations adopted by the State Board of Education upon recommendation of the state commissioner of education. An application fee of \$1 shall be paid by an applicant for the permit authorized herein, and for each necessary renewal thereof.

Originally § 13.10.

### **§ 13.041. Transition Certificates**

(a) "Permanent," as used throughout this section, shall mean valid for life unless cancelled by lawful authority.

(b) All persons enrolled in a college approved for teacher education and preparing for the teaching profession and all persons or teachers qualified for teacher certification or certified to teach in the public schools of this state prior to September 1, 1955, are safeguarded and protected in their right or privilege to pursue and continue in the teaching profession or training. Such persons as are eligible therefor shall receive, on application, the certificate or certificates authorized in Subsections (c), (d), (e), (f), (g), (h), and (j) of this section.

(c) A non-degree teacher who, on September 1, 1955, held a valid permanent teacher certificate issued upon prior certification laws of this state, and who is employed as a teacher in any scholastic year, on application, shall be issued a provisional certificate marked permanent.

(d) A non-degree teacher who, on September 1, 1955, held a valid temporary certificate issued under prior certification laws of this state, and who is employed as a teacher in any scholastic year thereafter, on application, shall be issued a provisional certificate marked temporary. This certificate shall be good for the remaining years of validity of his previous temporary certificate, but on expiration may be revived and continued by complying with the certification laws in effect at the time the temporary certificate was issued. Upon the holder's completion of the requirements entitling him to a permanent certificate, as prescribed by law pursuant to which his temporary certificate was issued, the provisional certificate shall be marked permanent.

(e) Any person who, prior to September 1, 1955, had established his eligibility for any teacher certificate under the then-existing certification laws of this state may apply for and receive the state certificate to which he was entitled under such laws on payment of the fees prescribed. On application, such person may also receive the class of certificate to which the provisions of this chapter entitle him.

(f) Any teacher who has a bachelor's degree, holds a valid Texas teacher certificate, has five years or more of teaching experience, and is employed as a teacher in any scholastic year following September 1, 1955, shall, on application, be issued a professional certificate. Such a teacher may, however, substitute six semester hours of college credit earned in a college or university approved for teacher education, and acquired after the conferring of his bachelor's degree for a year of teaching experience, but no more than three years (a total of 18 semester hours) of college credit may be substituted in order to qualify for a professional certificate.

(g) Any teacher who has a bachelor's degree, holds a valid Texas teacher certificate, but has less than five years of teaching experience (and cannot meet the requirements in Subsection (f) of this section for college credit in lieu of teaching experience), and who is employed as a teacher in any scholastic year following September 1, 1955, shall, on application, be issued a provisional certificate marked "permanent."

(h) Any teacher who has a master's degree, holds a valid Texas teacher certificate, and is employed as a teacher in any scholastic year following September 1, 1955, shall, on application, be issued a professional certificate.

(i) Any person who, prior to September 1, 1955, was enrolled in a program leading to a bachelor's degree in a college or university approved for teacher education may continue to pursue the program established or altered by the college. On completion of the program and acquisition of the bachelor's

degree, he shall be issued, on application and payment of fee prescribed therefor, the kind of certificate for which such preparation entitled him under the previous certification law when his college program was begun.

(j) Any person who held a valid permanent teaching certificate prior to September 1, 1955, shall, on application, be issued a professional certificate. If any part of this chapter is in conflict with this subsection, then this subsection shall control.

(k) There shall be no fee charged for the issuance of either class of new transitional certificates authorized under this section.

#### **§ 13.042. Certificates and College Credentials From Other States**

(a) A person who holds a bachelor's or higher degree from another state and who desires a Texas certificate shall present such out-of-state certificate and official college transcript to the state commissioner of education, who shall require the State Board of Examiners for Teacher Education to make investigation as to the value of the transcript or certificate, as measured by the standards for certificates in Texas. The commissioner of education shall have the power to issue to the holder of a valid certificate or bachelor's or higher degree from another state a Texas certificate which in his judgment is measured by the standards required for Texas certificates. But no certificate may be issued if the degree or certificate presented is not deemed to meet the requirements for a Texas provisional certificate.

(b) No Texas teacher certificate shall be issued to a person from another state, as provided in Subsection (a) of this section, until that person has secured credit from a college or university in this state in a course or courses which give special emphasis on the Texas Constitution and has secured credit from a college or university in the course or courses which give special emphasis on the United States Constitution, or shall have passed examination(s), administered under the direction of the Central Education Agency, in one or both, as the situation demands. The course or courses may be taken by correspondence, extension classes, or in residence.

(c) Any person who applies for a Texas teacher certificate on credentials from another state, as provided in Subsection (a) of this section, may be issued by the state commissioner of education an emergency permit, which will indicate on its face the area of specialization and the class of certificate which the applicant shall be entitled to receive upon completion of the requirement set out in Subsection (b) of this section. The emergency permit shall entitle the applicant to teach in the area of specialization appearing on its face and shall be valid for a period not exceeding one scholastic year. No more than one emergency permit authorized in this subsection shall be issued to any applicant. The applicant shall be required to pay a fee of \$2 for the issuance of the emergency permit as well as an additional fee, prescribed in this chapter, for the issuance of a valid Texas teacher certificate when he qualifies and makes application therefor.

Originally § 13.12.

## **APPENDIX—E**

### **The Goals for Public Education in Texas**

Adopted by the  
State Board of Education  
October 1970

#### **I. STUDENT DEVELOPMENT**

The public schools should help each student to develop personal knowledge, skills, and competence to maximum capacity, and to learn behavior patterns which will make each a responsible member of society. In terms of their individual ability, all students should achieve:

##### **A. Intellectual Discipline**

1. Knowledge of the traditionally accepted fundamentals, such as reading, writing, and arithmetic in the early elementary grades, accompanied by studies in higher mathematics, science, history, English and other languages, as they progress through the upper grades. These should be accompanied by a wide variety of optional courses.
2. Skill in the logical processes of search, analysis, evaluation, and problem solving.
3. Competence and motivation for continuing self-evaluation, self-instruction, and adaptation to a changing environment.

##### **B. Economic and Occupational Competence**

1. Knowledge of the fundamental economic structure and processes of the American system and of the opportunities for individual participation and success in the system.
2. Occupational skills prerequisite to enter and advance in the economic system and/or academic preparation for acquisition of technical or professional skills through post-high school training.
3. Competence in the application of economic knowledge to practical economic functions such as planning and budgeting for the investment of personal income, calculating tax obligations, financing major purchases, and obtaining desirable employment.

##### **C. Citizenship and Political Understanding and Competence**

1. Knowledge about comparative political systems with emphasis on democratic institutions, the American heritage, and the responsibilities and privileges of citizenship.
2. Skill for participating in the processes of public and private political organizations and for influencing decisions made by such organizations.
3. Competence in judging the merits of competing political ideologies and candidates for political position.

##### **D. Physical and Environmental Health, and Ecological Balance**

1. Knowledge about the requirements of personal hygiene, nutritional consumption, and physical exercise essential to the maintenance of personal health. Knowledge about the dangers to health from addiction to harmful practices or consumption of harmful materials.

2. Skill in sports and other forms of recreation which will permit life-long enjoyment of physical exercise.
3. Competence in recognizing and preventing environmental, ecological, and health problems.
- E. Appreciation of Culture, Language, and Life Style Diversities and Their Corresponding Aesthetic Values**
  1. Knowledge of the art, music, literature, drama, and other culturally related forms of various culture groups and their contributions.
  2. Knowledge and competence in at least one of the major languages of the state other than English and an understanding of bilingualism.
- F. Competence in Personal and Social Relations**
  1. Knowledge about basic psychological, sociological, and cultural factors affecting human behavior.
  2. Skill in interpersonal and group relations, and in formation of ethical and moral standards of behavior.
  3. Competence for adjusting to changes in personal status and social patterns.
- G. Use of Leisure Time**

Competence and skill in creative and responsible use of leisure time.

## **II. ORGANIZATIONAL EFFICIENCY**

The Public School System of Texas should be organized and operated so that the public, faculty, and students will accept and support its objectives and processes.

- A. The learning process should take into consideration the personal goals of every student and should be designed so that each can achieve the educational standards of the system and be encouraged to remain in school until ready for a post-high school career.
- B. Professional faculty members should be consulted in the decision-making processes for implementing the educational goals of the system and determining the environmental conditions in which they work.
- C. The personnel program of recognition and rewards should be designed to attract and retain highly competent people.
- D. The educational system should be organized and conducted so as to achieve maximum cost-benefit results from efficiencies in process and economies of scale within size limitations which will make units of the system responsive and accountable to parents and citizens.

## **III. ACCOUNTABILITY**

A program of continuing planning and evaluation should be established for measuring the performance of the public school system in terms of the competence of its staff, the performance of its pupils, and the efficiency of its structure and processes.

**Adopted October 3, 1970**  
**Revised April 14, 1973**  
**The State Board of Education**



## APPENDIX—F

### Comments from individual members of the Committee of 24

#### INDIVIDUAL COMMENTS REGARDING CHAPTER II Oliver H. Brown

This Committee member participated directly in the preparation of recommendations and supporting rationale presented in Chapter II. The sub-committee charged with this responsibility was chiefly concerned with consolidating the many discussions throughout Committee hearings of issues related to teacher preparation and continuing education and renewal into a final report which would be concise, specific and readable by legislators considering further study and action. In subsequent discussion of the preliminary report with the full Committee, it became apparent that some additional context may be helpful in understanding the intent which underlies the specific recommendations, most of which are inter-related.

All recommendations are aimed toward the creation and maintenance of those conditions which are designed to support the strongest possible teaching profession. A strong profession in any field is not created by mandate or exhortation. Rather, it develops out of the experience and accumulating knowledge base and expertise of a group created and maintained by urgent social need. A strong profession has inner-strength, inner-discipline and the freedom and capacity to organize and draw upon the differentiated levels and kinds of expertise resident within it.

The recommendations in Chapter II focus on some of the conditions which inhibit the fullest development of a strong, responsible, and effective teaching profession. At a less specific level, they arise from several more general concerns:

1. The teaching profession is probably more monolithic than any other profession. Apart from small salary increments awarded for years of service and additional college degrees, the beginning teacher has the same credentials, the same official status and the same responsibilities as the teacher with 20 or 30 years of experience and often highly developed expertise. Most often, these different teachers receive the same in-service training, in spite of very different learning needs. To move "up" in the teaching profession most often means moving "out" of it into an administrative or higher education position. The expertise of "master" teaching professionals is often recognized and used informally, haphazardly and begrudgingly in the training and induction of those entering the profession. Those teachers who develop specialized skills as team leaders, curriculum developers or adapters, cooperating (training) teachers, educational diagnosticians and the like usually have hard work, extra hours and intrinsic satisfaction as their sole reward. Those recommendations which would lead toward the replacement of the life certificate with provisional and periodically renewable professional certificates would provide a basis for induction into the profession and progressive professional certification based on demonstrated competence. Recognition of specialized expertise and leadership roles within the teaching profession could be incorporated into this approach to certification and salary increases could be made, at least in part, on the basis of merit. Certainly the best efforts of the profession itself would be required to develop criteria and evaluation mechanisms which would be fair to individuals and relevant to high standards of professional practice and achievement.

2. Several recommendations acknowledge the significant presence of a number of groups in the governance and functioning of teacher education: the Legislature, the Coordinating Board, institutions of higher education, the Texas Education Agency and its policy and advisory boards, local school boards, professional associations, Service Centers and others. The recommendations focus on only a few areas where optimum clarification of responsibility and coordination and synergy of functioning have not yet been achieved. The expertise and representation of all such groups are vitally needed to provide the support and perspective necessary to the building of a strong and effective profession.

3. Many of the recommendations recognize implicitly the complexity, the awesome responsibility and the needed flexibility encompassed in the professional teacher's role. If society is to continue building an educational system which serves as one of its foundations, then it must provide the support, the challenge and the recognition which teachers merit in their central and critical position in that system. Their initial training must be sufficient to prepare them for initial assumption of this demanding role, and that role must incorporate opportunities and incentives for continual learning and maturation.

Full implementation of these considerations and recommendations will be neither easy or quick. Serious consideration of them is the least that the legislature, the profession and the citizens of this state can offer in building an educational system which will actualize the full potential of children and youth.

**Statement by Representative Dan Kubiak,  
prepared for the Committee of 24, Dec. 10, 1974**

"I have given serious and deep consideration and conclude that there is absolutely no way in which I can support the so-called "weighted pupil approach." This decision is based on several reasons. First it will necessitate placing a label on children again and will cause a situation in which weights are manipulated to increase dollars for a school district. We have enough problems with school finance in this state without adding to them this way. Second, there is not enough information available to correctly "weigh" the numerous categories in Texas. Under a weighted pupil approach, teachers and professional personnel are disregarded in favor of a dollar emphasis. I believe the emphasis should be placed instead on the pupil-teacher ratio and not dollars, per se. Under the proposal, weights would be based on the current system and we cannot avoid the fact that it is the current system that is in trouble. We have witnessed that two states, Utah and Florida, weighted pupil plans are having considerable troubles. Record-keeping and accountability under the weighted pupil plan are burdensome, and will, in my opinion, create more headaches for teachers, administrators and all persons concerned, and ultimately defer our time from teaching of our children to record keeping.

I think there are better ideas for public school finance and that the House Committee on Education has documented them well. I submit that the first order of business by the 64th Legislature be to give careful consideration to the 24 recommendations made by the Committee in its interim report, **A Time for Change, Toward Quality and Equality**.

There is no classification of teacher salaries in states which utilize the weighted pupil approach and these states often make great use of many beginning and non-certified teachers as possible. This doubtless jeopardizes the position of many experienced, seasoned teachers.

I believe there is simply too much money and accounting responsibility in the hands of the 1,117 superintendents across Texas while not allowing them the freedom to operate in the education area of their school districts.

Finally, I think that the weighted pupil approach could mean, in fact, a decrease in funds for programs that already have been shortchanged.

## ADDITIONAL COMMENTS AND OBSERVATIONS IN THE AREAS OF MENTAL HEALTH AND COUNSELOR EDUCATION

By  
Mamie McKnight

In order to further implement the concept of mental health maintenance in public school education as stated in Chapter III of this report, I herein submit the following proposals for consideration:

1. The total school program must emphasize the preventive as well as the remedial aspects of mental health.
2. To assist in the implementation of wholesome school-wide environments, school districts should be encouraged to utilize competent professional counselors and/or guidance specialists at all levels, K through 12, whose primary functions would include:
  - a. Significant responsibilities in the development and implementation of programs designed to meet the five **Goals for Public School Education in Texas**, quoted on page 3, Chapter III, of this report.
  - b. As a team member—with teacher, parent and principal—provide leadership in developing a healthy, psychological environment for students, as well as, consultation on questions of student understanding and management.
  - c. To provide leadership in the assessment of student needs and interpretation of this information to the administration and curriculum development personnel.
  - d. To serve a liaison and referral function between other school and community counseling and mental health resources, and, facilitating the use of these resources by both teachers and students.
  - e. To provide staff development programs that assist school personnel in a continuous development of skills, attitudes and understandings of interpersonal relationships and human rights. Also, to translate basic learning and motivation principles into workable and meaningful individualized instructional programs. It is expected that the counselor would serve as a model for teachers and students by exhibiting behaviors conducive to effective interpersonal relationships.
  - f. To facilitate individual learning, personal planning, and decision making and to be the prime advocate urging attention to individual differences.
  - g. To foster behaviors and attitudes that develop positive self concepts and communicate the worthwhileness of the individual and a respect for human dignity.
  - h. To assist all school personnel and clientele in an understanding of and appreciation for the varying life styles and learning styles in a multi-cultural environment, and, to consequently assist teachers in developing alternative modes of teaching that maximize the potentials of students. Also, to assist in providing activities that emphasize the **positive** aspects of the various cultures in the total community.
  - i. To take positive steps toward the elimination of the myths, demeaning messages, racist attitudes and negative perceptions—both institutional and individual—that are self-fulfilling prophecies for many minority students. This has been, and still is, the most crucial area of threat to the development of self-esteem and self-actualizing behaviors on the part of minority children.
  - j. To assist teachers in identifying and referring students who are experiencing learning difficulties. Also, to assist in translating diagnostic recommendations into specific individualized programming.

- k. To assist in designing and implementing career development programs as an integral part of the curriculum grades K-12. The counselor's competence in guiding the development of **every** pupil in understanding the world of work, developing behaviors and attitudes that are important in the work world and decision making skills should be utilized.
  - l. To train clerical assistants and peer counselors to assist in performing the various tasks required of the counselor. Relief from the tremendous clerical load (with a predicted heavier load under the quarter system) will be necessary if counselors are expected to provide the aforementioned functions. Recent research has indicated that trained peer counselors can provide a valuable resource in personalizing the educational environment. Several programs have been initiated throughout the state and should be looked at very closely for their potential value in the educational process.
3. School districts should be encouraged to support and initiate counseling programs as spelled out in the TEA document: **The School Counselor: Work Environment, Roles and Competencies** (Division of Guidance Services, TEA, Austin, Aug.-Sept., 1971.) A summary of the role statement is quoted below from page 14 of the document.
 

"When a school counselor is employed, the administration, faculty, parents, and community should expect him to have the ability to **plan, counsel, consult, and coordinate** in a professional and accountable manner. The results of the counselor's effort should facilitate the learning process for every pupil."

"**Planning**, organization, management, and evaluation of programs enable the counselor to determine the areas of need within the school and direct his efforts on the basis of defined needs toward the goal of an effective and efficient learning environment for **all** pupils.

"**Counseling** provides a setting necessary for those learnings about self and others which cannot be accommodated in other school settings.

"**Consultation** provides the support and information necessary in educational planning and occupational-career orientation and planning for individuals and groups.

"**Coordination** is the integration of the resources of the school and community—ideas, things, and people. The counselor, through this integration, is responsible for assisting and supporting the development of programs which will stimulate and motivate every student in the learning process so that all may become responsible, economically productive citizens."

To facilitate the development of counselors and continued training of counselors who are accountable for the aforementioned school functions, it is suggested that:

1. Counselor preparation programs evaluate their programs with intensified emphasis on training components that address themselves to the development of counselors who are competent in the areas discussed above. The programs should also develop counselors who are sophisticated in the features and consequences of social change and social issues and can make innovations to meet the needs of the clientele they serve.
2. School districts utilize the expertise of counselors in performing the functions outlined above, rather than overloading them with the many clerical and administrative duties traditionally assigned to them. This necessarily implies that paraprofessionals and/or clerical assistants be provided to assist counselors with the many routine responsibilities required to fulfill their role in the educational setting.

3. That paraprofessional training programs be developed with emphasis on interpersonal and helping skills. The community colleges may well provide assistance in developing programs that meet this need in the public schools.

In closing, the emphasis in the above comments has been directed toward the role the counseling staff in the school setting can play in both the preventive and remedial aspects of mental health programs in the schools. It is **crucial** that we take steps in this direction to round out a program of personalizing education for **all** children in the State of Texas.