



## Cracks in California's Child-Care System

by Bruce Fuller and Emlei Kuboyama

Despite a fourfold increase in state spending on child care and preschool programs, the early education system suffers from unequal access for poor families and gaps in quality, according to a recent PACE report to the legislature's Latino Caucus.

Speaking to California's growing number of Latino legislators in San Diego last December, PACE Policy Director, Emlei Kuboyama, detailed new findings on the supply of child-care programs among counties and neighborhoods, and the lack of discernible growth since 1996. California now invests \$3.2 billion annually in early care and education.

### Unequal Access, Slow Growth

One of the most disturbing realities regarding the availability of child care in California continues to be its unequal distribution among rich and poor communities. Looking at California's zip codes, for instance, reveals that the number of child slots is three times greater in affluent zip codes than in low-income ones. Enrollment capacity also remains low in blue-collar communities where families cannot afford the high fees charged by centers, yet remain ineligible for subsidized care. Senate districts with higher proportions of Latino families have fewer enrollment slots at centers or preschools. In general, Latino families' lower incomes and school attainment are closely linked to the dearth of child-care facilities in their neighborhoods.

Another alarming trend is the fact that child-care services are barely keeping up with the growth in child population (Figure 1). Based on an analysis of center and child-care facilities during 1996-2000, PACE has determined that the number of available slots per capita overall has remained unchanged over the past four years. Center capacity for infants grew about one-half of one percent, while it was down about the same percent for preschool children aged two to five years.

One bright sign is that Family Child Care Home (FCCH) capacity has grown by at least 1.5 percent, surpassing child population growth. Part of this growth, however, may be due to a change in licensing regulations and may not reflect actual enrollment growth. These figures heavily

impact the Latino population in California, Kuboyama told legislators: capacity remains more than twice as high in zip codes with small Latino populations, compared to those with large numbers of Latino families.

PACE also found that the quality of child-care programs varied greatly, both among individual providers and between communities. In a related PACE study conducted in Santa Clara and San Francisco Counties, the average quality of centers was reasonably high, especially in Santa Clara County. In contrast, the quality of home-based programs, including licensed FCCHs was unimpressive, and downright dismal in some cases.

### Low Use of Child-Care Aid

Despite increased state spending on child-care vouchers, just over \$1 billion annually, the percent of eligible families taking advantage of them is still relatively low. It ranges from 21% of eligible CalWORKs clients in Los Angeles County, to 50% or 60% of eligible clients in San Francisco and other Bay Area counties. This low utilization rate hurts the child-care delivery system by depriving it of millions of dollars in revenues that would enable centers and FCCHs to expand services. It hurts children by depriving poor and working class families of adequate early childhood education.

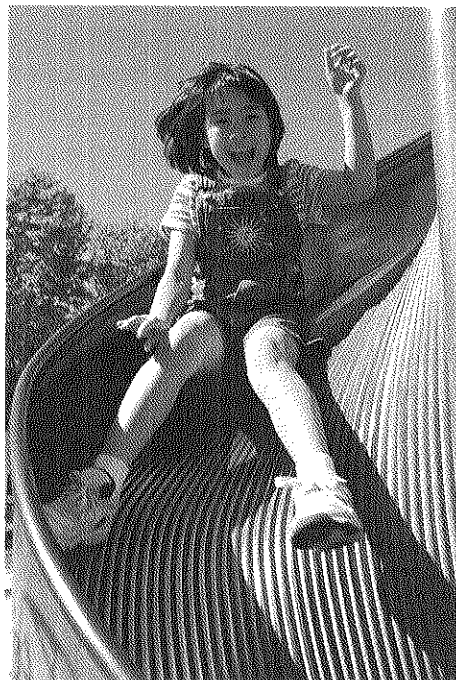
Many other government-supported programs are also underused, including CHIP-health subsidies and Medi-Cal support. PACE has been conducting focus groups over the past year with low-income parents to better understand the barriers such parents face in taking advantage of child-care vouchers. This effort has revealed two significant findings. First, some parents view child-care subsidies as an extension of the

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# NEW PACE PUBLICATIONS



- **Judith Carroll.** *How to Pay for Child Care? Local Innovations Help Working Families.* **Policy Brief Series 01-1. Spring 2001.** A concise summary of what local counties are doing to ensure that low-income parents connect with affordable preschool and child-care programs, based on what works in the welfare reform and early education arena. (*A product of the Growing Up in Poverty Project.*)
- **Linda Jacobson, Diane Hirshberg, Kathleen Malaske-Samu, Brenda Ball Cuthbertson, and Elizabeth Burr.** *Understanding Child Care Demand and Supply Issues: New Lessons from Los Angeles.* **Policy Brief Series 01-2, Spring 2001.** This brief looks at recent research efforts in L.A. County where the supply of child care falls short of demand. The authors describe the difficulties in estimating the true supply of licensed child care in a large county, and why neighborhood child-care markets are not always in equilibrium.
- **W. Norton Grubb, and Luis A. Huerta.** *Straw Into Gold, Resources into Results: Spinning Out the Implications of the "New" School Finance.* **Working Paper Series 01-1. Spring 2001.** This new PACE working paper series focuses on a new way to evaluate school effectiveness called "new school finance." The report discusses the shortcomings of past approaches to school funding, and then outlines the elements of the new school finance approach, with its emphasis on connecting resource allocation with academic outcomes.
- **Bruce Fuller, Yueh-Wen Chang, Sawako Suzuki, and Sharon Lynn Kagan.** *Child-Care Aid and Quality for California Families: Special Focus on San Francisco and Santa Clara Counties.* **Working Paper Series 01-2. Spring 2001.** An in-depth look at the quality and character of child-care and preschool programs in two Bay Area counties, as well as estimates of which low-income families are using child-care subsidies. (*A report from the Growing Up in Poverty Project, conducted with Teachers College and Yale University.*)
- **Bruce Fuller, and Luis A. Huerta.** *Inside Charter Schools, The Paradox of Radical Decentralization.* **Harvard University Press, January 2001.** The authors look at the experiences of six strikingly different schools, from an evangelical home-schooling charter in California to a back-to-basics charter in Lansing, Michigan. They detail the struggles and achievements of these new schools, and offer practical lessons for educators, scholars, policymakers, and parents. (Available at your local bookstore.)

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# A Boost to the Child-Care Workforce:

## Training and Retention Programs Receive State Prop. 10 Funds Through PACE

by Elizabeth Burr, Margaret Bridges,  
and Kathleen Maclay

Like the public schools, child-care centers face a severe shortage of well-trained teachers who can provide quality care for California's growing number of young children. And the shortage is even worse for care provided in languages other than English. PACE has reported in earlier research that insufficient infant care, after-school care, and care in the evenings and weekend hours is exacerbated by an unprecedented number of preschool teachers and child-care workers leaving the field. Partly to blame are the average child-care worker's poverty level earnings of \$14,000 a year, and also California's class-size reduction program, which has spurred some providers to leave for better-paying elementary school jobs.

In this context, policymakers are grappling with the issue of how to train a sufficient number of child-care providers to help meet rising parental demand and how to reduce the rapid rate at which caregivers leave the field. Early in 2000, PACE was chosen by the California Children and Families Commission as the lead agency for a two-year initiative to expand and retain the child-care workforce. The Commission was established under State Proposition 10, which passed in 1998. It oversees expenditures for early childhood programs of \$700 million a year raised by a 50-cent-per-pack tax on cigarettes.

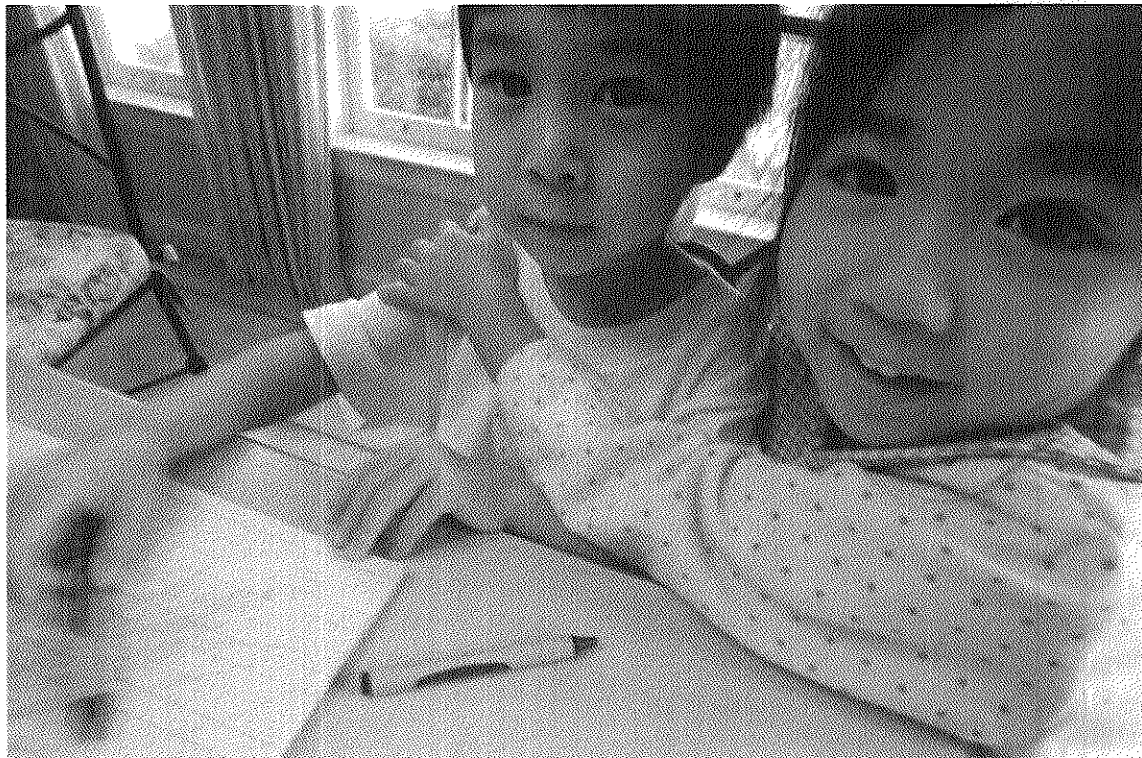
Through this initiative, PACE is distributing funds to six training projects in California that implement alternative approaches to expanding the child-care workforce. PACE will evaluate these projects to identify effective strategies and determine cost-effectiveness. PACE also will work in three California counties—Alameda, San Francisco, and San Mateo—to examine the effects of efforts to retain staff at centers and family child-care homes.

The project evaluation will include recommendations to the State Commission about how to construct a stronger regional system of training and retention incentives over the next 10 years. By learning about what works in the field and under what conditions, PACE will advise the State Commission as to how it can most effectively expand these initiatives. Over time, this will yield more child-care providers with stronger qualifications.

### Importance of Training and Retention

Recent research has focused on the link between teacher training and quality. The professional development of teachers is related to the quality of early childhood programs, and program quality predicts developmental outcomes for children.

While formal early childhood education and training have consistently been linked to more



positive caregiving, there are many barriers that constrain the quality and productivity of training programs. Our study aims to find out what kinds of training projects can raise trainees' skill levels most effectively and efficiently while also increasing the number of graduates from such programs.

By itself, however, quality training in early education is insufficient to reduce turnover. With California's class size reduction program creating more jobs in K-3 education, and other higher paying jobs readily available in a booming economy, child-care centers have been losing some of their best-trained teachers. Often these teachers can make twice as much money, work fewer hours, and receive far better benefits elsewhere.

Retention is not simply a question of keeping all teachers; it is also a question of retaining the ones with the most training and skills. California (and the rest of the nation) has a shortage of well-educated people to teach and care for young children. The level of staff education is often used as an indicator of the quality of care because of their high correlation. Without wide-scale efforts to prevent highly-trained teachers from leaving for better paying jobs, the quality of child care will suffer. Therefore, our study also aims to discern what kinds of monetary and professional development incentives will best retain well-educated early care and education workers in the field.

### Expansion of Training Programs

PACE has distributed \$4.2 million to boost the number of teachers and child-care providers in the following six programs. All are working to

recruit trainees in greater numbers and from more diverse backgrounds; increase the rate at which these students graduate from their programs; and increase the length of time they remain in the field.

■ **CONNECTIONS** is a collaborative program coordinated by UC Riverside Extension. It includes on-the-job coaching and mentoring, training, stipends and tuition help, as well as mental health support for classroom interventions. The program, which targets the counties of Riverside and San Bernardino, offers courses in various languages and through online, distance-learning arrangements. A 1999 study showed that families in these counties face more difficulty than anywhere else in the state in finding child care that meets basic state standards for health and safety.

■ **The Child-Care Coordinating Council of San Mateo County** has begun a new program that offers child-care and education classes in Spanish, while simultaneously conducting outreach efforts to draw people into the field of early childhood education.

■ **The Early Childhood Job Training Project** is working with Contra Costa Community College and the West Contra Costa Unified School District's Adult School to expand a program that helps refugees and immigrants with limited English prepare for and land jobs as child-care workers. The program offers internships; financial help with books, tuition, transportation, and child-care; cash incentives; and job preparation, placement, and support.

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# The "New" School Finance:

## Mapping a New Approach to an Old Problem

by W. Norton Grubb and Luis A. Huerta

PACE recently launched its new working paper series that will explore topics central to its current research agenda. Foremost among these is a report on a new area of inquiry called the "new" school finance.

In contrast to most discussions about school funding, which have concentrated solely on spending patterns, the "new" school finance asks how resources are used within schools and classrooms and whether their use enhances educational outcomes. In some ways, this approach is not particularly new. In the past, many researchers have attempted to discern how spending influences student outcomes. When their analyses failed to reveal clear relations between the two, some called for more careful investigations into how resources are spent in schools. Yet the "new" school finance has not been the subject of consistent investigation, and there has been little progress in understanding the conditions under which spending does or does not enhance learning.

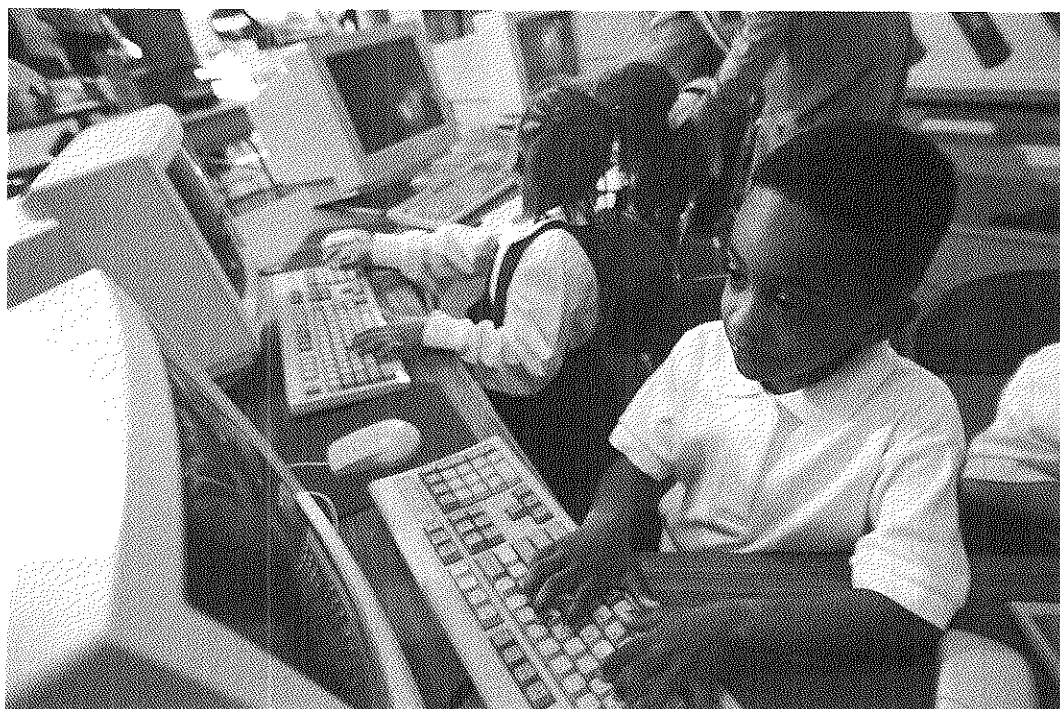
### Old Patterns Not Working

In order to appreciate the research potential for the "new" school finance approach, it helps to recall where we've been. Throughout this century, a couple of simple narratives have dominated the efforts to fund schools. The dominant one was simply that more is better, and that the solution to any problem was to increase spending. This "old" school finance perspective has usually assumed that additional resources are self-evidently valuable; however, it's clear that there are many ways to spend resources to little effect.

A second has been the concern with equity in spending, particularly equity among districts within states. This resulted in a long history of efforts to revise funding formulas and to harness the power of courts, particularly in lawsuits following the 1971 *Serrano* case. But the flaws in these narratives have now become apparent. While real per-pupil spending has increased steadily, as have efforts to enhance equity in spending, wide disparities still exist between groups of students. The public dissatisfaction with education also remains relatively unchanged. Clearly, a different approach is needed.

### Broadening the Focus

The "new" school finance is a likely candidate for replacing these older methodologies. Without abandoning the current preoccupation with spending levels and equity, it adds an emphasis on effectiveness that is quite consistent



with the current interest in accountability. It responds to American education's historical concern for efficiency, one that explicitly links resources with results. It focuses on the pedagogies and cultures that enhance learning, which also makes it especially compatible with educational reform efforts over the past 15 years. The new school finance perspective is multidisciplinary in nature, and draws its knowledge from a variety of literatures, including political science, economics, and education.

In our analysis, we describe what might be called the political economy of waste: the political and organizational features of schools that lead to resources being spent with no potential effects on outcomes. Using such a framework demonstrates how difficult it might be to spend additional resources and enhance educational outcomes. It also leads to a series of hypotheses that might be used in evaluating the effects of any spending increases, suggesting the research strategy of asking "where the money has gone," and being careful to trace the effects of funding to the school and classroom levels.

Next, we review several areas that have, contrary to the "old" school finance, tried to move beyond discussions of spending to more detailed analyses. The effective schools literature, which emphasizes the inner-workings of schools, is one such area. However, it tends not to examine resource use and generally does not examine what happens in classrooms either. The literature on educational production functions is another. By relying on sophisticated quantitative analysis, production function research has consistently concluded that "spending doesn't make a difference." One of its shortcomings is that it generally fails to specify how resources are used within the schools. Consequently, crucial classroom level variables—such as teacher experience or class size—may have either positive or negative effects on outcomes like test scores. The solution, in both cases, is to trace resources more carefully to the ways in which they are used within the classrooms and schools.

### Implications for Researchers, Practitioners, Policymakers

Potentially valuable directions for future research include the following:

- analysis of natural experiments where spending increases suddenly, in order to better understand how such windfalls are actually used;
- analysis of reform efforts that deliberately use resources in specific and varying ways;
- returning to the effective schools strategy in somewhat modified ways and examining how resources are mobilized at the classroom level;
- estimating more complex versions of educational production functions which include variables that account for both teaching and learning factors *and* resource use within the classroom.

Practitioners will need to take a bottom-up or site-based approach to spending priorities, by first determining what might be effective practice, and then searching for ways to fund it.

For policymakers, the main lesson is that while money may be necessary to improve educational quality, it is not sufficient, in and of itself. The challenge, therefore, is to determine what else might be necessary. Some possibilities include spending restrictions for categorical funding, the enactment of complementary reforms (e.g., the creation of small schools, together with new resources necessary for construction), and the development of principals and superintendents with the requisite reform vision.

"New" school finance is a difficult subject because it requires viewing funding as only one of a number of resources necessary to make schools effective. Developing the associated agendas for research, practice, and policy will take sustained effort. But the alternative is to continue current patterns in which educational expenditures keep expanding with little to show for them. ■

*A research report on this topic is available. See page 2.*

## Cracks in Child-care from page 1

welfare system, which they struggle to avoid. No wonder, then, that their discomfort with welfare colors their perception of child-care vouchers.

Second, penetrating the subsidized child-care world is easy for some, hopelessly difficult for others. If you live in San Francisco, your neighborhood likely has at least a half-dozen centers and many more FCCHs. Many centers are operated by the school district. But if you live in a poor area of Fresno or Riverside County, you probably have to search out a program and figure out how to win a subsidy.

### Organizational Barriers

An additional finding based on recent PACE studies reveals organizational barriers to the use of child-care vouchers caused by the absence of a coherent early education system. Many programs, including state-funded preschools and Head Start, continue to be half-day programs, an inadequate option for working-poor and blue-collar families whose parents work full-time. And most centers still close at 5:00 or 6:00 p.m., despite the fact that many parents work swing and graveyard shifts.

Language and cultural barriers also act as deterrents to voucher use. Center staff may not speak the native language of families in the neighborhood, such as Spanish. In addition, many parents are already wary of agencies and so never learn about voucher programs. To date, there has been little dialogue between counties or statewide regarding more effective, innovative methods of outreach.

### Program Initiatives and Experiments

A number of efforts are already underway to address current weaknesses in the state's early education system:

- The Joint Legislative Committee on an Education Master Plan and the Children and Families Commission (Proposition 10) are collaborating to develop a more careful blueprint for reform. As part of this broad initiative, they are considering how to 1) move toward more universal preschooling for three- and

four-year-olds; 2) create a more unified, simpler delivery system; and 3) expand access to child care, both for families receiving welfare and for those who do not.

- By the end of 2001, about 20 counties will have begun experimenting with cash incentives to retain child-care workers. The Prop. 10 Commission is also funding discrete pre-service training models to assess their relative effectiveness.

- The Legislature has eagerly supported efforts to develop child-care facilities and increase capacity in poor communities through the Child Care Facilities Fund (CCFF) and the new regional centers. The CCFF provides grants, loans, and technical assistance to centers and FCCHs to expand their facilities, buy new equipment, and make emergency repairs.

- The Legislature's Women's Caucus successfully restored Cost-of-Living Allowances (COLA) for child-care and preschool staff last summer.

### Policy Implications

One of the challenges to improving child-care services in California is to determine how to push forward on reforms that simultaneously advance greater access for all families and improve quality. Both are needed in order to realize early learning gains.

At present we have only a very rough understanding of the kinds of families being served by CDE and CDSS child-care programs and voucher subsidies. To fill this information gap, we need to pursue a careful analysis that bridges these two administrative agencies and combines their separate data banks.

There is no lack of child-care policy and program experimentation in California. What is needed, however, is stronger dialogue on program experiments between the legislature, the Children and Families Commission, the California Department of Social Services, and the California Department of Education. Finally, little is known about the effects of COLAs or other initiatives on the retention of quality child-care staff, or their relative cost effectiveness. All of these areas require additional study.

### For Further Information

These findings are detailed in PACE's new child-care supply maps for each of the state's 58 counties, which can be obtained by contacting Diane Hirshberg at [dbh@uclink4.berkeley.edu](mailto:dbh@uclink4.berkeley.edu) or (510) 642-7223. This work was conducted collaboratively with the Child Care Resource and Referral Network in San Francisco, and funded by the California Department of Social Services and the U.S. Department of Health and Human Services. ■

*A research report on this topic is available. See page 2.*

### Boost to Child-Care continued from page 3

- **The Educator Support Project**, based in Nevada County, offers a mobile training system that addresses the special challenges facing child-care workers in a region characterized by severe winter weather, isolation due to distance, a lack of public transportation, and a widening economic gap between wealthy retirees and working families. It offers a benefits package that is awarded following the completion of agreed-upon educational goals. Other incentives include wage supplements, equipment grants, tuition, and child-care cost coverage.

- **The California Early Childhood Mentor Program** serves areas of the San Joaquin Valley and Northern California coast. This college-based program uses a peer recruitment and mentor plan, and targets Hispanics, Hmong, American Indians, Asians, and African-Americans. The program offers scholarships for students' books and tuition, and stipends for classroom mentors. It also provides substitutes for child-care providers so they can attend classes.

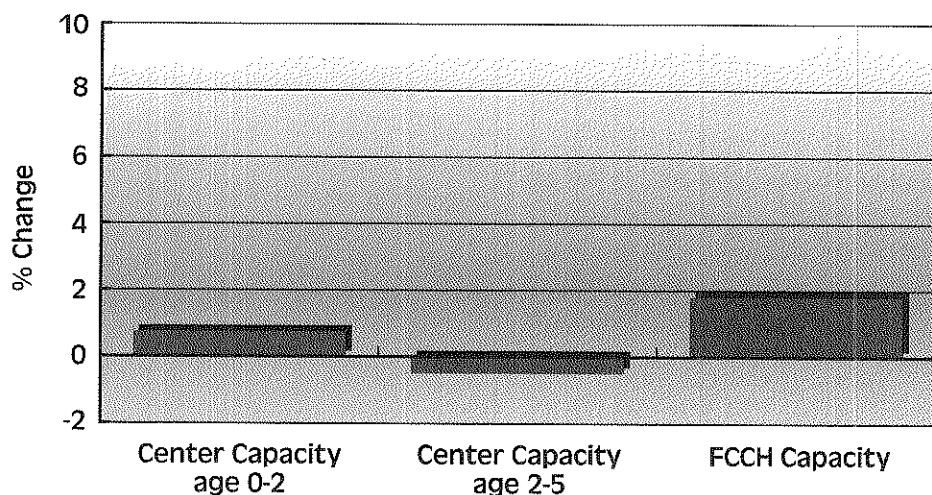
- **The Chicano Federation of San Diego County, Inc.** operates a training program in Spanish and English for licensed family child-care providers in San Diego, Imperial, and Orange Counties. The federation offers trainees a wide range of services, including academic counseling, transportation to and from classes, and child care while students are in class.

### Evaluation of Retention Programs

In consultation with core advisors, PACE has designed an evaluation that will examine whether stipend recipients in San Francisco and Alameda Counties 1) stay at their jobs or in the field at a higher rate than staff in San Mateo County who do not receive stipends, and 2) participate in training at a higher rate than similar staff in San Mateo County who do not receive stipends. To assess retention rates and other characteristics, PACE will sample and interview once in each of two years:

- 600 stipend recipients (from the year 2000) in Alameda County;
- 400 stipend recipients (from the year 2000) in San Francisco; and
- 600 early care and education staff in San Mateo County. ■

Figure 1. Change in California Child-Care Capacity, 1996–2000.





# California's Immediate Intervention Program:

## Panacea or Penalty for Underperforming Schools?

by Laura Goe

In recent years, as states have assumed greater responsibility for school funding, they have in turn demanded greater accountability from public schools. This new standard measures educational success based primarily on gains in standardized test scores.

### Holding Schools Accountable

States like Texas have been at the forefront of adopting accountability plans that provide rewards and sanctions to schools for student performance. California is no exception in this regard. In 1999 the state legislature created its own accountability plan, the Immediate Intervention/Underperforming Schools Program (II/USP). For its initial phase, 430 schools were selected, each receiving a \$50,000 planning grant. Schools were to select an external evaluator, whose job was to assist them in collecting and evaluating data and then developing a 2000–2001 plan that specified how they would spend additional state funds—up to \$200 per student in additional unrestricted funding from the state and a matching amount from the district.

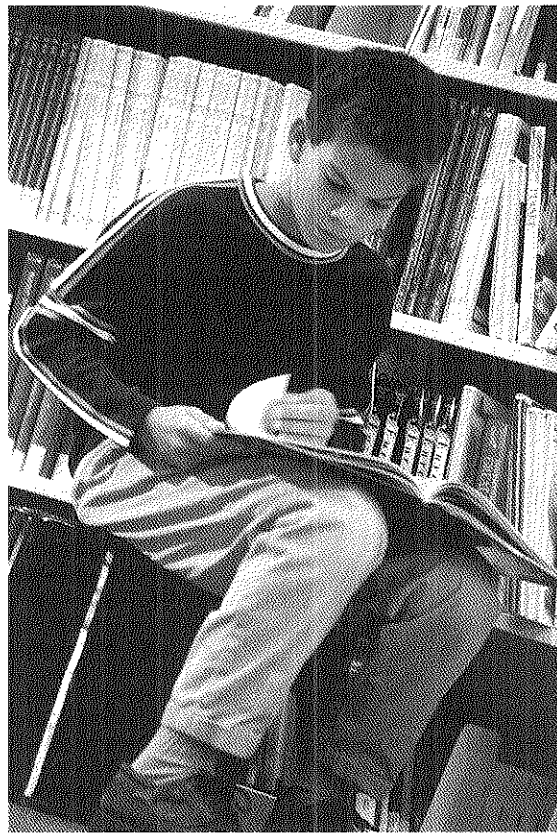
II/USP funds are subject to few restrictions. The chief requirement is that the decision on how to use the funds be made by a group of stakeholders—administrators, teachers, parents, and community members—under the guidance of a state-approved external evaluator. It is expected that each school will have a different plan for reforms to raise student achievement and for how it chooses to spend the state money it receives to implement these reforms.

### II/USP: Preliminary Findings

To learn more about the effects of II/USP on California middle schools, in 1999 I initiated a longitudinal study. The study includes six middle schools, three of which are participating in the II/USP, and three that are not. All schools are urban or located near urban areas, vary in size, and contain student populations that are predominately non-white. A variety of methods are being used to collect the data: classroom observations, teacher interviews, school needs surveys, and changes in SAT-9 scores. Over the next several years, I will compare data between the two groups of schools to determine how they differ in their use of resources, reforms, and changes in student achievement.

Baseline data collected during II/USP's planning year (1999–2000) already provides some interesting insights into issues that seem to impact II/USP schools' efforts to improve.

■ Schools varied widely in the teachers' awareness of the planning process, their level of



involvement, or what reforms were selected and why. Teachers within individual schools also varied widely in how much they knew about the program. This raises the question of teacher buy-in, a necessary component to successful implementation of reforms.

■ More experienced teachers were cynical about the II/USP, and many were able to list numerous reforms that had been adopted and abandoned by their schools. Newer teachers seemed more concerned with their own survival in day-to-day classroom teaching than in reform efforts.

■ Administrators were confident that student achievement would improve as a result of the reforms, but teachers were more skeptical. Many teachers expressed concern about their students' home lives and lack of parental support. They felt that low achievement scores were often attributable to influences beyond the schools' control. While teachers felt test scores could be improved, many offered reasons for improvement not directly related to the reforms chosen by the schools, including teaching to the test.

■ A disturbing finding was that the quality of work performed by the state-approved external evaluators was quite variable. One school had an external evaluator whose work was uniformly praised by teachers and administrators, while at another school, the evaluator was called a charlatan and worse by nearly every teacher interviewed.

■ At one of the schools, teacher turnover was a serious problem—nearly 33% annually—and was mentioned by nearly every teacher interviewed as a major impediment to implementing

reforms. Since teacher turnover rates at many low-performing schools are high, this situation is bound to be mirrored in many other schools. Also, emergency credentialed teachers are often hired to replace the teachers that leave, since teacher shortages exist widely in urban areas of California.

■ Another area that warrants close attention is politics, both within the schools and within the districts. At the schools in the study, I encountered contract disputes, disputes over ideology and school culture, and conflicts between teachers and the administration. These types of political problems are likely to have a substantial impact on the implementation of reforms, and are also likely to be faced by many of the underperforming schools in the program.

### Broader Accountability Issues

Current research suggests that three components are necessary to bring about successful school reform: 1) performance incentives, 2) investments in capacity (a school's ability to benefit from reform efforts), and 3) freedom of action. The II/USP seems to provide schools with all three. It offers *incentives* in the form of monetary rewards for improved student test scores; *investments* through an infusion of money to implement the reforms; and *freedom of action* with opportunities to choose an evaluator, create a plan of action, and implement the reforms of their own choosing.

Having the necessary components for successful reform, however, may not in itself guarantee positive results. Past research suggests that other factors may play a decisive role in whether the chosen reforms succeed or not. First, schools with a positive school culture—one that fosters mutual respect and support among faculty, administrators, and students—are more likely to show improvement. Second, low-performing schools have been expected to take on one reform after another, often for years, with overlapping or conflicting results. The promise of additional funds through the II/USP may lure such schools into adopting yet more reforms, which may not be harmonious with current efforts and may overtax the ability of faculty to implement them.

There are also questions about the validity of using test scores as the sole measure of whether student achievement has improved, and questions about whether tests such as the SAT-9 appropriately measure the performance of students with limited English ability. Finally, there is the ongoing debate over whether simply providing schools with more money results in higher test scores, or whether the most effective results occur when additional money is used in concert with specific reforms. ■

## Raising the Bar in California's Classrooms



by *Kerry Mazzoni*  
**California Secretary  
 for Education**

In the past two years, remarkable progress has been made toward the goal of raising standards and expectations for all California schools.

Under the leadership of Governor Gray Davis, a system of accountability for schools has for the first time allowed parents, students, and the public to use the same measuring tool for assessing academic achievement and improvement at all schools. While the system is still in its early stages, it has already served to powerfully focus public attention on student academic achievement.

Most significantly, the Governor's plan for school accountability is structured so that schools must focus on the academic achievement of *all* students, including disadvantaged groups whose academic needs in the past have too often been ignored. This year, Governor Davis proposes to build on his earlier initiatives with a goal of ensuring that California's rigorous and widely acclaimed academic content standards are fully imbedded in school curricula, textbooks, pedagogy, and assessments.

An expansion of standards-based training for teachers, based on the successful Professional Development Institutes administered by the University of California, will provide training to every K-12 teacher of reading and math. Incentives to prepare students for the new algebra graduation requirement will provide schools with \$100 for every student who increases the percentage of students who take algebra, and \$50 for every student currently enrolled in algebra. This proposal will enable schools to do whatever it takes to attract qualified new algebra teachers, and to provide a learning environment that will maximize student success in this critical subject.

Governor Davis' bold proposal to extend the middle school instructional year by a full 30 days will give both teachers and students an opportunity to cover in depth the academic content standards that will provide a solid foundation for high school success. This is particularly important for students who are falling behind and at risk of failure in the more difficult upper grades. Most middle school students have not had the benefit of earlier initiatives such as standards-based instruction and smaller class sizes. This proposal will allow teachers to rethink the way instruction is provided to these students, and to offer rigorous instruction at a less

hurried pace. It is a voluntary program, so a school district could choose to offer the extended year in all schools, in low-performing schools, or even to create a magnet middle school for the program. The proposal is also flexible. There will be opportunities for school districts to provide a combination of additional days and longer school days to meet the goal of providing significant extra instructional time.

While Governor Davis' proposal is focused primarily on the academic achievement of middle school students, the extension of the school year also offers an innovative approach to addressing the problem of California's teacher shortage. By moving teachers at participating schools closer to a full year's employment, those schools will be able to offer pay increases of 17 percent. Bright college students who previously might not have considered teaching as a career because of its nine-month calendar and associated salary limitations might now be attracted to the profession.

In the past two years, Governor Davis has emphasized the critical importance of recruiting and retaining qualified teachers. In addition to salary increases for beginning teachers and nearly \$8 billion in new funding that has allowed many districts to provide teachers with double-digit raises, the Governor has provided a broad menu of incentives to attract qualified teachers to low-performing schools.

This year's initiative by the Governor to provide instructional leadership to every principal and vice-principal is also supportive of teachers. Strong site leadership sets the tone at a school both for academic achievement and positive working conditions.

Beginning this year, results from California's standards-based tests will be added to standardized test scores to calculate the Academic Performance Index. The API, which was first introduced in January 2000, is a statewide system that rates the performance of all public schools.

To capitalize on the availability of this new information, Governor Davis has proposed two funding incentives for school districts. The first would enable the state to monitor individual student progress, using confidential student identifiers, to better inform local and state decision-making regarding student performance. The second would provide grants for data systems so districts could monitor individual student performance using a wide variety of measurements. Teachers will be able to determine an individual student's progress using a variety of data, and focus instruction on individual student needs. Both offer powerful tools for helping teachers to help all students succeed.

We are well on our way in California to creating a public school system that is geared toward helping all students reach higher expectations. With the Legislature's help, we will continue to make great progress this year. ■

## Has Career and Technical Education Finally Come of Age?

by *Gerald C. Hayward*

Amidst the furor created by the energy crisis, career and technical education has been getting an unusual amount of attention from California legislators this year. Legislators are responding to increased reports from business and industry about the difficulty in finding highly skilled workers.

Evidence of the heightened interest can be seen in four events that have taken place early in the current legislative session:

- The new chair of the Assembly Education Committee, Virginia Strom-Martin, and Senate Education Committee Chairman, John Vasconcellos, issued an historic list of five priorities that will drive their work and the work of their committees in 2001. Included on their list of priorities was "Examining Our Vocational Education System."

- A special legislative hearing focusing on career and technical education was sponsored jointly by four committees, including the Senate Education Committee, the Assembly Education Committee, the Senate Committee on Higher Education, and the Joint Committee for the Review of the Master Plan.

- Several legislators announced a number of bills on career and technical education that they plan to introduce in a bipartisan manner this session.

- The Legislature appointed a Master Plan working group focused on career and technical education.

This sudden interest in an important and too-often neglected topic has been a long time coming. Among its California policy priorities, PACE has been engaged in career and technical education issues for many years. PACE has sponsored

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## Three Join PACE Staff in 2000

**Emlei Kuboyama** joined PACE in September 2000 as Director of Policy Development. She previously served as an attorney for the San Francisco regional office of the U.S. Department of Education, Office for Civil Rights, and the U.S. Department of Justice, Civil Rights Division in Washington, D.C. Emlei holds a J.D. from Vanderbilt University and an M.A. in Education Policy Analysis from Stanford University.

**Margaret Bridges** is PACE's new Research Director for Child Development. She came to PACE last September, following postdoctoral work at UC San Francisco. She received her Ph.D. from the University of Virginia. Margaret is currently working on an evaluation of the California Children and Families Commission projects, which involve training and retention of child-care providers in the state.

**Kyra Caspary** joined the PACE staff last November as Research Coordinator of the Early Education Training and Retention Project. She is directing an implementation study of the Alameda Child Development Corps and the San Francisco CARES Program. Kyra holds a B.A. from the University of Virginia and an M.P.P. from the Goldman School of Public Policy at UC Berkeley. Previously, she spent three years developing and coordinating an after-school tutoring program for the Austin Independent School District. As a graduate student, she researched the use of child-care subsidies in California.

## PACE Co-Directors All Helping to Develop a State Education Plan

PACE's co-directors have all been confirmed as members of their respective working groups for the Joint Legislative Committee to Develop a

Master Plan for Education in California: Gerald Hayward will serve on the Governance Working Group, Michael Kirst on the Student Learning Working Group, and Bruce Fuller on the School Readiness Working Group.

## Kuboyama Selected for Public Policy Associates Program

Director of Policy Development, Emlei Kuboyama, has been selected to participate in the National Center for Public Policy and Higher Education's Associates Program. The program engages early- to mid-career public policy scholars and leaders who are interested in addressing current public policy challenges facing higher education. Associates meet periodically to advise the National Center on its agenda and activities. ■

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seminars on vocational education for members of the legislature and their staffs, has worked with the California School Boards Association on developing school-to-career options, and has directly assisted numerous school and community college districts. PACE has also developed school-to-career curriculum frameworks and has worked closely with the Department of Education, the State Board of Education, the Chancellor's Office, and the Board of Governors of the Community Colleges on a number of career and technical education initiatives.

When Delaine Eastin, the Superintendent of Public Instruction, and Tom Nussbaum, Chancellor of California's Community Colleges, were seeking outside expertise in developing a new state plan for career and technical education, PACE naturally came to mind. Besides its long history of involvement, PACE had the advantage of being closely aligned with the former National Center for Research in Vocational Education (NCRVE) at the University of California, Berkeley, which had served for more than a decade as the principal research arm for career and technical education in the United States. Four of its key personnel would all be involved in crafting the new state plan: David Stern, the former director of the Center; Norton Grubb, the former Berkeley site director; Norena Badway, a researcher and technical assistance provider at NCRVE; and Gary Hoachlander, its former research director.

State plans for career and technical education are usually developed for four- or five-year periods and play an essential role in determining eligibility for federal career and technical funds made possible through the Perkins Act. Not only are such plans intended to be blueprints for

the expenditure of federal funds, they also provide direction for state and local expenditures.

Creating a new state plan is a particular challenge in California, not merely due to its size, diversity, and complexity. It is also a state where the two agencies responsible for the delivery of vocational education services—the Department of Education and the Chancellor's Office of the Community Colleges—have not always collaborated well. The development of this plan fostered a new level of cooperation and coordination between the two agencies, resulting in historic agreements on issues relating to management, data, and funding. One program, Tech Prep, was placed under the joint administration of the two agencies—a first for them, but hopefully a precursor of things to come. In addition, they also set up ongoing procedures to collect and share information on students' educational progress. Hopefully this will lead to a "seamless" data stream that will make it possible to follow students from high school through their community college programs and beyond.

Another first for California's new state plan was making explicit the notion that career and technical education reforms take place in a context with other statewide reforms—that to be successful, career and technical education must be an integral part of a school's planning process, not just an adjunct. The new California plan reflects the notion that all students—not just those bound for baccalaureate degrees—should acquire advanced literacy and mathematical skills as well as sophisticated technical competencies.

The most significant element of the new plan is its strong accountability measures. California

now has a plan in place that will measure student outcomes in four core areas:

- academic and occupational skill attainment
- school completion
- placement and retention in postsecondary education, employment, or the military
- participation and completion rates in nontraditional programs.

PACE is continuing its active role in career and technical education, particularly in light of this renewed interest among state agencies and the legislature. PACE Director Gerald Hayward testified recently at a joint legislative hearing on career and technical education. UC Berkeley Professor David Stern has been invited to be a member of the state's Master Plan Review Commission. PACE is working with the State Director of Career and Technical Education, Patrick Ainsworth, on developing new initiatives. In addition, PACE is working with the Dean of Career and Technical Education in the Community Colleges, Kimberly Perry, to improve the role of the Chancellor's Office in providing support to districts for career and technical programs.

It is too early in the current legislative session to predict whether the renewed interest in career and technical education will result in more substantive change. As a policy issue, career and technical education currently faces significant competition from other pressing state concerns including energy, the economy, K-12 accountability, and higher education access. But more than any time in recent history, career and technical education just may have the staying power to generate significant, sustained attention. ■