

THE FLORIDA LEGISLATURE



OFFICE OF PROGRAM POLICY ANALYSIS AND GOVERNMENT ACCOUNTABILITY

REVIEW OF

THE IMPLEMENTATION AND IMPACT OF BLUEPRINT 2000

ADMINISTERED BY THE DEPARTMENT OF EDUCATION

April 30, 1996

The Office of Program Policy Analysis and Government Accountability was established by the 1994 Florida Legislature to play a major role in reviewing the performance of state agencies under performance-based budgeting and to increase the visibility and usefulness of performance audits. The Office was staffed by transferring the Program Audit Division staff of the Auditor General's Office to the Office of Program Policy Analysis and Government Accountability. The Office is a unit of the Office of the Auditor General but operates independently and reports to the Legislature.

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Director

The Florida Legislature

OFFICE OF PROGRAM POLICY ANALYSIS AND GOVERNMENT ACCOUNTABILITY



April 30, 1996

The President of the Senate,
the Speaker of the House of Representatives,
and the Legislative Auditing Committee

I have directed that a review be made of the Implementation and Impact of Blueprint 2000. The results of the review are presented to you in this report. This review was made as a part of an ongoing program of performance auditing by the Office of Program Policy Analysis and Government Accountability.

We wish to express our appreciation to the staff of the five districts we visited and the staff of the Department of Education for their assistance.

Respectfully yours,

John W. Turcotte
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Report Abstract

We determined that:

- **Virtually all school improvement plans OPPAGA reviewed include goals and initiatives to improve student performance, state education goal 3 (refer to pages 6-14).**
- **While most stakeholders report they are beginning to see improvements, particularly in student performance, they need assistance evaluating initiatives and determining the effect of factors such as student mobility (refer to pages 15-20 and 23-25).¹**
- **Stakeholders believe that Blueprint 2000 has increased the involvement of parents and others in the school improvement process but has not significantly affected either the allocation of financial resources or school-based decision making (refer to pages 20-23).**
- **School advisory council (SAC) membership problems have not improved since 1993-94. Almost half of the SACs still do not include all required stakeholder groups with school employees still dominating about two-thirds of SACs. The membership of about one-third of SACs is not reflective of the ethnic and racial diversity of their schools (refer to pages 27-37).**

We recommend that:

- **The Legislature amend Florida law regarding school advisory council membership requirements; the Commission on Education Reform and Accountability work with various groups to ensure SACs meet membership requirements and stakeholders receive needed assistance; and the Department of Education provide training and assistance in evaluation, long-term planning, and Blueprint 2000 requirements (refer to pages 40-43).**

¹ Stakeholders are students, parents, teachers, administrators, and all other concerned citizens.

Review of The Implementation And Impact of Blueprint 2000

CHAPTER I Scope, Introduction, and Methodology

Scope

OPPAGA reviewed the implementation and impact of Florida's education reform initiative known as "Blueprint 2000" and developed information about:

- The improvement initiatives schools are implementing;
- The impact of Blueprint 2000 on students, the involvement of stakeholders in the school improvement process, the allocation of financial resources, and the delegation of decision-making; and
- School advisory council membership.

This is the third in a series of OPPAGA reports about the implementation of Blueprint 2000. This review was made in accordance with generally accepted standards and accordingly included appropriate performance auditing and evaluation methods. In a separate report, we provide supplementary information on the implementation and impact of school improvement initiatives and school improvement plans in each of five school districts and 19 schools we visited as part of this study. ²

² Report 95-54 provides additional information on the implementation and impact of Blueprint 2000 in the 19 schools visited as part of this review. In February 1994, the Office of the Auditor General published four reports pertaining to Blueprint 2000: Report Nos. 12243, 12244, 12245, and 12246. These four reports are based on fieldwork conducted during the 1993-94 school year and review the implementation of Blueprint 2000 by state agencies and in five selected school districts. In addition, in October 1994, the Office of Program Policy Analysis and Government Accountability published two reports that focus on the mid-year review process of five additional school districts and 22 schools during the 1993-94 school year.

Introduction

The number of school-aged children in Florida increased by 13% from 1.9 million in 1990-91 to 2.1 million in 1994-95. Of the state's 67 school districts, 62 districts reported student increases. The Legislature recognizes that the children and youth of the state are its future and a valuable resource. The Legislature intends that, by the year 2000, Florida will establish a system of school improvement and educational accountability based on the performance of students and educational programs. In 1991, the Legislature created Florida's system for school improvement and accountability, referred to as "Blueprint 2000." A cornerstone provision of Blueprint 2000 is to return responsibility to those closest to the students, that is, the schools, teachers, and parents.

Blueprint 2000 requires the State Board of Education to adopt rules necessary to implement a state system of school improvement and accountability and to set standards for gauging progress. The Legislature created the Florida Commission on Education Reform and Accountability to oversee the establishment and implementation of Blueprint 2000 from pre-kindergarten through 12th grade. To facilitate implementation, the Legislature authorized the Department of Education to make procedural changes necessary to implement educational accountability and school improvement policies. The Legislature also assigned the Department of Education the responsibility for training and assisting school districts and schools. State law requires district school boards to maintain a system of school improvement and educational accountability, with superintendents provided the authority to recommend procedures for implementing and maintaining this system. Individual schools are the units of educational accountability. Local school advisory councils assist schools by aiding in the preparation and evaluation of school improvement plans.

On October 6, 1992, the State Board of Education adopted an enacting rule after approving the Blueprint 2000 document developed by the Florida Commission on Education Reform and Accountability. As Blueprint 2000 evolved, the Board revised the Blueprint 2000 document, most recently on June 27, 1995. The revised document

identifies expected outcomes and standards for the state's seven education goals.³ The Commission's Blueprint document also describes five components: (1) performance standards and outcomes; (2) assessment; (3) adequate progress; (4) public reporting; (5) rewards, incentives, and action guidelines (which includes a process for waiver of requirements). As the system moves into its fifth year, the Board approved an assessment design for student performance using criterion-referenced testing and set a time line for development and approval of assessments of the other six state education goals.

In 1995-96, the Florida Commission on Education Reform and Accountability reports that it will concentrate on areas of continuing concern: (1) assessment for all goal areas; (2) oversight of implementation strategies; (3) access for all schools' technological innovations in instruction, management, and communications; (4) postsecondary articulation; and (5) ongoing review of state statutes. As required by statute, the system will continue to undergo annual review and revision.

The Department of Education reports that it took steps to facilitate the implementation of Blueprint 2000. For example, the Department streamlined regulatory functions and contracting positions, trained and assisted stakeholders in understanding and implementing Blueprint 2000, and developed a centralized process to approve requests to waive specific statutory requirements.

At the local level, school boards have been involved in varying degrees with implementation. For example, some school board members reported they read school improvement plans or attend meetings of local school advisory councils while other members delegate these responsibilities to district administrators. School districts also established entities to facilitate implementation, such as district-level school improvement teams, advisory councils, facilitators, "buddies," and central facilitating teams. Some

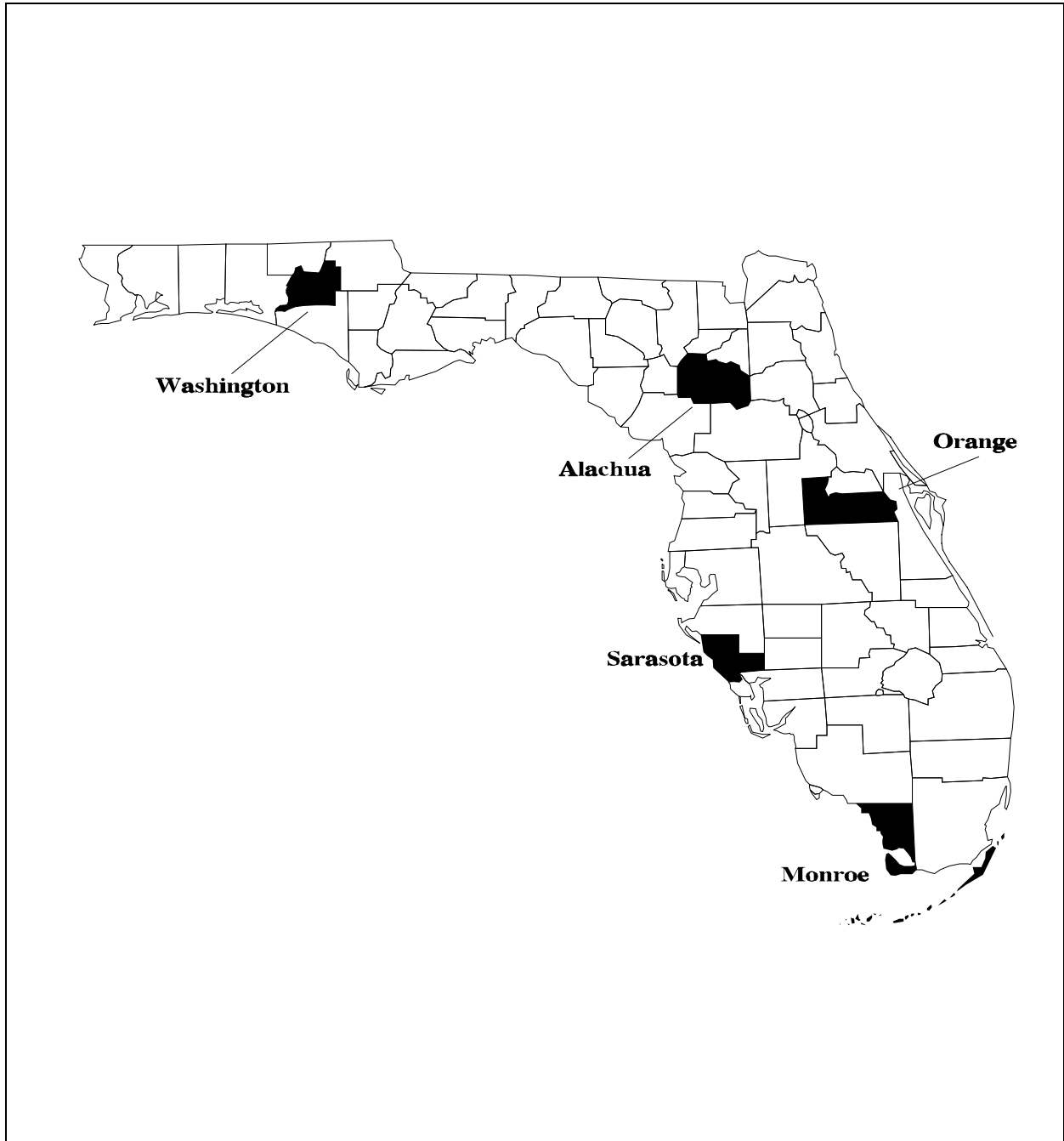
³ The seven state education goals are: readiness to start school; graduation rate and readiness for postsecondary education and employment; student performance; learning environment; school safety and environment; teachers and staff; and adult literacy.

districts created area/regional facilitating teams, provided stakeholder training and technical assistance, published monthly newsletters relating to school improvement, or selected various school improvement models. Schools created school advisory councils comprised of local stakeholders. Schools, with the input of school advisory councils, have developed school improvement plans describing ways schools will attempt to achieve the state's seven education goals.

Methodology

To assess the implementation and impact of Blueprint 2000, OPPAGA surveyed a sample of 331 teachers and 196 principals statewide. We also reviewed goals, objectives, and strategies included in 1994-95 school improvement plans from a sample of 39 schools in 15 school districts. To obtain data on the impact of school improvement initiatives, OPPAGA visited 19 schools in 5 school districts: Alachua, Monroe, Sarasota, Orange, and Washington to speak to stakeholders. (See Exhibit 1 for the location of the districts.) As a follow-up to previous OPPAGA findings about school advisory council membership, we collected council-related information from 65 schools in 15 school districts for 1993-94, 1994-95, and 1995-96 school years.

Exhibit 1
School Districts Visited



Source: Office of Program Policy Analysis and Government Accountability.

CHAPTER II

School Improvement Initiatives

Section 229.591(3), F.S, establishes seven state education goals as a framework for school improvement initiatives of individual schools. School advisory councils assist schools with the implementation of Blueprint 2000 by aiding in the preparation and evaluation of school improvement plans that address these goals. The goals schools include in their school improvement plans reflect the particular needs of the schools. To identify areas that schools are trying to improve, OPPAGA reviewed the 1994-95 school improvement plans from 39 schools. To identify trends in the focus of plans, we also reviewed the school improvement plans of 28 of these 39 schools over three years, 1993-94, 1994-95, and 1995-96. To obtain more detailed information on the improvement initiatives schools are implementing, we visited 19 schools in 5 school districts (Alachua, Monroe, Orange, Sarasota, and Washington) to speak administrators, teachers, school advisory council members, and others involved in the school improvement process.

Summary Statement

All but 1 of the 39 schools OPPAGA reviewed included goals to improve student performance in their 1994-95 school improvement plans. Over time, school improvement plans are becoming more focused in terms of the number of improvement initiatives that schools are implementing simultaneously. For example, the average number of initiatives included in plans decreased from 32 in 1993-94 to 27 in 1995-96. Focusing on implementing fewer initiatives at the same time enables schools to set priorities for directing limited resources, such as time and funds, to activities that will most likely help them improve. Stakeholders, such as principals, teachers, and parents, at the 19 schools we visited identified over 200 initiatives they are currently implementing to improve relative to the state's education goals. Furthermore, every school we visited is implementing initiatives to improve student performance, state education goal 3. Overall, 44% of the initiatives stakeholders identified are designed to improve the performance of students.

School Improvement Plans

OPPAGA reviewed the 1994-95 school improvement plans of the 19 schools we visited and the plans of 20 other schools we visited in earlier reviews and found that virtually all (38 of 39) school improvement plans include State Education Goal 3, Student Performance. However, schools vary with respect to other state education goals included in their school improvement plans. The fewest number of plans include state education goals related to adult literacy (State Education Goal 7) and readiness to start school (State Education Goal 1). (See Exhibit 2.)

Exhibit 2
School Improvement Plans for 1994-95
Most Often Focus on Improving Student Performance

State Education Goal	Number of Plans (n=39)
Student Performance (<i>Goal 3</i>)	38
Teachers and Staff (<i>Goal 6</i>)	28
Learning Environment (<i>Goal 4</i>)	25
School Safety and Environment (<i>Goal 5</i>)	24
Graduation Rate and Readiness for Postsecondary Education and Employment (<i>Goal 2</i>)	22
Adult Literacy (<i>Goal 7</i>)	21
Readiness to Start School (<i>Goal 1</i>)	17

Source: Developed by the Office of Program Policy Analysis and Government Accountability.

While the average number of state education goals included in plans has remained relatively constant over time, schools are implementing fewer initiatives simultaneously to improve relative to these goals. Focusing on implementing fewer initiatives at the same time enables schools to set priorities for directing resources, such as time and funds, to those activities that will help them improve. To identify trends, OPPAGA reviewed the school improvement plans of 28 of the 39 schools for 1993-94, 1994-95, and 1995-96. For each year reviewed, school improvement plans contain an average of four state education goals. However, the average number of initiatives included in school improvement plans decreased from 32 in 1993-94 to 27 in 1995-96. (See Exhibit 3.)

Exhibit 3
Over Time, School Improvement Plans Reviewed
Include Fewer Improvement Initiatives

School Year	Total Number of Initiatives in 28 School Improvement Plans Reviewed by OPPAGA	Average Number of Initiatives Per School Improvement Plan
1993-94	903	32
1994-95	826	30
1995-96	751	27

Note: Totals reflect the number of initiatives included in school improvement plans. In some cases, however, schools are implementing particular initiatives to improve in more than one goal area.

Source: Developed by the Office of Program Policy Analysis and Government Accountability.

The proportion of initiatives addressing particular state education goals is generally consistent with goals included in school improvement plans. Schools directed almost half of the initiatives toward improving student performance (state education goal 3). Over the three-year period, school improvement plans consistently include the fewest number of initiatives to improve adult literacy. Even though the number of total initiatives has decreased since 1993-94, the proportion of initiatives addressing particular state education goals has remained about the same over the three-year period. (See Exhibit 4.) Common initiatives contained in plans for all three years include implementing specific academic programs, curriculum changes, academic incentives such as special recognition programs or awards, teacher training, parental and community involvement activities, publications and information dissemination, fund raising, and planning and exploring.

Exhibit 4
Initiatives Included In School Improvement Plans Reviewed
Continue to Concentrate On Student Performance

State Education Goal	Initiatives Included in 28 School Improvement Plans Reviewed:					
	1993-94		1994-95		1995-96	
	Number	Percent	Number	Percent	Number	Percent
Student Performance (Goal 3)	402	45%	342	41%	355	47%
Learning Environment (Goal 4)	169	19%	150	18%	117	16%
School Safety and Environment (Goal 5)	122	14%	165	20%	98	13%
Teachers and Staff (Goal 6)	100	11%	84	10%	102	14%
Graduation Rate and Readiness for Postsecondary Education and Employment (Goal 2)	94	10%	65	8%	88	12%
Readiness to Start School (Goal 1)	75	8%	82	10%	28	4%
Adult Literacy (Goal 7)	44	5%	46	6%	46	6%

Note: In some cases schools are implementing particular initiatives to improve in more than one goal area. Thus, percentages do not total to 100%.

Source: Developed by the Office of Program Policy Analysis and Government Accountability based on reviews of school improvement plans.

**School Improvement
Initiatives At 19 Schools
Visited**

To obtain additional information about the improvement initiatives schools are currently implementing, OPPAGA spoke with stakeholders at 19 schools. These stakeholders identified a total of 203 initiatives they are implementing relative to the state education goals. While these initiatives address all seven state education goals, approximately 44% (89 of 203) of these initiatives are aimed at improving student performance. Furthermore, stakeholders at all 19 schools described initiatives their schools are implementing to improve student performance. These initiatives include scheduling changes, homework clubs, increasing student use of technology, and teaming students of different ages and abilities.

Stakeholders often described initiatives in other areas such as education goal 5, school safety. For example, schools are developing conflict resolution programs, communicating discipline policies to students more clearly, improving the lighting on school campus, and adding fences to protect students from on-coming traffic. Fourteen of the 19 schools are implementing initiatives designed to increase parental involvement in school activities. Stakeholders also described initiatives aimed at improving readiness to start school, graduation rate and readiness for postsecondary education and employment, learning environment, teachers and staff, and adult literacy. Exhibit 5 provides information on examples of school improvement initiatives stakeholders identified, and Exhibit 6 highlights a few of these initiatives. In a separate report, we provide specific, detailed information about many of these initiatives.⁴

⁴ Refer to Report 95-54, *Supplementary Information on the Implementation and Impact of Blueprint 2000 in Five School Districts and Nineteen Schools Evaluated*.

Exhibit 5
Stakeholders at 19 Schools Identified Over 200 School Improvement Initiatives
With 44% Aimed At Improving Student Performance

State Education Goal	Number of Schools With Such Initiatives (n=19)	Number of Such Initiatives (n=203)
Readiness to Start School	8	12
<i>Examples of Initiatives:</i> Elementary school outreach program to day care centers Letters to parents prior to the start of school Student retreats during summer prior to start of school Coordination between middle and elementary schools		
Graduation Rate and Readiness for Postsecondary Education and Employment	11	22
<i>Examples of Initiatives:</i> Use of computer program for students to learn about careers Develop student career planners Partnerships with area businesses		
Student Performance	19	89
<i>Examples of Initiatives:</i> Homework club/afternoon tutorial/after school reading Local author works with students Integration of curriculum Add computers for students Team students of different ages and abilities to increase critical thinking and problem solving skills of students Team teaching Block scheduling		
Learning Environment	8	12
<i>Examples of Initiatives:</i> Renovate school facilities Clean up school grounds Specialized program to promote positive school climate		
School Safety and Environment	14	32
<i>Examples of Initiatives:</i> Build fence to protect children from traffic Improve nighttime lighting of school Provide discipline policy to students; Conflict resolution programs		
Teachers and Staff	8	8
<i>Examples of Initiatives:</i> Critical thinking skills training for teachers Computer training for teachers		
Adult Literacy	2	2
<i>Examples of Initiatives:</i> Increased availability of school for adult students Adult literacy program		
Other (Parent Involvement)	14	26
<i>Examples of Initiatives:</i> Home phone system for parents to call Increase parent attendance at student fairs and festivals Parent night/open house for community members Parent volunteers for projects such as orientation		

Source: Developed by the Office of Program Policy Analysis and Government Accountability based on interviews and discussions with stakeholders at 19 schools.

Exhibit 6
Examples of School Improvement Initiatives
Identified by Stakeholders in Five School Districts Visited

The SPECTRUM Program was created at **Fruitville Elementary School in Sarasota County** to teach students how to learn, get along and work cooperatively, make good decisions, and become active learners. Students ages 5-12 participate in the SPECTRUM Program upon parental request; as of September 1995, approximately 120 of 700 children attending the school were enrolled in SPECTRUM. Children of differing ages and abilities enrolled in the program either work alone or in groups to complete classroom assignments. The program is built upon the concept that younger students will learn from older ones and older students will reinforce their own skills by helping younger ones. The program uses work in progress and samples of student work to determine the progress of students. The program uses a six level report card that evaluates children on citizenship, study habits/effort, mathematics, social studies, science, writing, and reading and includes a student self evaluation. Each level includes expected performance measures. Administrators indicate that participating students' reading, writing, and math skills have improved.

As part of its overall efforts to improve student performance, **Vernon High School in Washington County** initiated block scheduling in 1990. The block scheduling model is set up so that each Monday is a 6-period day used to introduce the study topics and projected assignments for the week. On Tuesdays and Thursdays, there are three 100-minute blocks for three classes. On Wednesdays and Fridays, there are also three 100-minute blocks for another three classes. The extended periods were designed to enable teachers to have more time to provide in-depth instruction. Under block scheduling students have an opportunity to concentrate on fewer subjects at one time and to engage in projects and activities for extended periods of time with fewer interruptions. Administrators indicate that student grades have increased, discipline referrals have decreased, and teacher morale has improved as a result of block scheduling.

Howard Bishop Middle School in Alachua County implemented an orientation camp for incoming 6th grade students designed to help these students make a smooth transition from elementary to middle school. The program, Bishop Leaders Attaining Zeal In Education (BLAZE), includes a four-day camp to help students to: (1) become acquainted with other students, teachers, and staff; (2) become familiar with the campus and routine; (3) build self-esteem; (4) learn stress management; (5) develop communication skills; (6) develop decision-making skills; and (7) develop cooperation skills. Participation in the camp has grown significantly from 50 students in 1991 to over 300 students in 1995. Teachers indicate that at the beginning of the school year participating students are more enthusiastic and less fearful than in the past.

Grand Avenue Elementary School in Orange County is involved in activities to increase the technological skills of students and teachers. Grand Avenue received district funds to purchase equipment such as VCR's, CD-ROM players, CD-ROM's, still-video cameras, satellite receivers, video-disc players, computers, and projectors. This equipment enables teachers to supplement instruction and bring learning opportunities to children they might not have experienced otherwise. Grand Avenue has a television studio and radio station that provides students many technological learning experiences, e.g., broadcasting school events to homes within a two-mile radius of the school. The school also conducts parent computer skills practice sessions where students assist their parents in learning more about computers. Students produce a daily morning announcement program, operating cameras and other equipment with little assistance or supervision. Teachers report that student computer and technological skills have improved as a result of these initiatives.

Horace O'Bryant Middle School (HOB) in Monroe County is attempting to increase the career awareness of its students. The objective of the HOB Career Readiness Program is to ensure that every student by the end of the 8th grade takes some definite steps in career exploration, as evidenced by completion of a career planner. The Career Resource Center contains a computerized career guidance program and career videos, in addition to printed materials. On Career Day, January 19, 1995, there were 30 career booths and 45 volunteer community members providing career information. Students of all grade levels heard presentations on career opportunities from various guest speakers. Personnel from the USS Key West provided career information and adopted HOB as their community service project. Business education is an option to 8th graders through the exploratory wheel series of courses; about 85 students enrolled in 1995. In addition, 372 students participated in the Technology Lab during the 1994-95 school year. Teachers indicate that student interest in careers has increased as a result of this program.

Source: Compiled by the Office of Program Policy Analysis and Government Accountability based on information obtained through site visits.

Conclusions

Over time, school improvement plans of the 28 schools OPPAGA reviewed are becoming more focused in terms of the number of improvement initiatives that schools are implementing simultaneously. Focusing on implementing fewer initiatives at the same time enables schools to set priorities for directing resources, such as time and funds, to those activities that will help them improve. Stakeholders in 19 schools identified over 200 initiatives they are currently implementing to improve relative to the state's education goals provided in state law. Every school visited is implementing initiatives to improve student performance, state education goal 3.

CHAPTER III Impact of Blueprint 2000

Blueprint 2000 was created to improve the performance of students and educational programs by returning the responsibility to those closest to the students, that is, the schools, teachers, and parents. Thus, while the overall purpose of Blueprint 2000 is to improve the performance of students, the process of shifting responsibility for improvement to local communities may affect other areas such as involvement of stakeholders in the school improvement process, the allocation of financial resources, or decision-making at the local level. To determine the effect of Blueprint 2000, OPPAGA surveyed principals and teachers statewide and visited 19 schools in Alachua, Monroe, Orange, Sarasota, and Washington to speak with stakeholders.

Impact on Students

Summary Statement

Stakeholders report that they are beginning to see improvements especially in student performance. Approximately 71% of teachers and 88% of principals OPPAGA surveyed statewide believe that student performance has improved as a result of the initiatives their schools are implementing under Blueprint 2000. Information such as test scores, disciplinary actions, and survey results is available to document about one-half of the improvements we reviewed. Stakeholder difficulty with evaluation of outcomes is a widespread problem. For example, over one-half of the school improvement plans reviewed are unclear in describing how schools will evaluate the impact of improvement initiatives. Schools need assistance in developing better methods to determine the overall impact of their initiatives.

Perceived Impact of School Improvement Initiatives.

Statewide, teachers and principals OPPAGA surveyed believe that by implementing various school improvement initiatives their schools are making improvements relative to the seven state education goal areas. Although teachers and principals believe their schools are making improvements related to all seven state education goals, they most often said they were improving student performance. Approximately, 71% of teachers (236 of 331) and 88% of principals (172 of 196) surveyed statewide said that student performance improved at their schools as a result of the school improvement initiatives they are implementing under Blueprint 2000. Exhibit 7 provides responses of teachers and principals by state education goal.

Exhibit 7
Teachers and Principals Surveyed Believe Their Schools
Are Making Improvements Particularly in Student Performance

State Education Goal	Percentage of Respondents Who Identified At Least One Improvement In This Goal Area	
	Teachers (n=331)	Principals (n=196)
Student Performance (<i>Goal 3</i>)	71%	88%
Learning Environment (<i>Goal 4</i>)	67%	54%
Graduation Rate and Readiness for Postsecondary Education and Employment (<i>Goal 2</i>)	34%	19%
School Safety and Environment (<i>Goal 5</i>)	33%	34%
Teachers and Staff (<i>Goal 6</i>)	31%	33%
Readiness to Start School (<i>Goal 1</i>)	16%	14%
Adult Literacy (<i>Goal 7</i>)	10%	12%

Note: Respondents identified up to three improvements. Some improvements related to more than one state education goal area. Thus, percentages do not add up to 100.

Source: Compiled by the Office of Program Policy Analysis and Government Accountability based on survey responses.

Documentation of School Improvements

Stakeholders at the 19 schools OPPAGA visited provided evidence to document about half of the improvements we

reviewed. We asked stakeholders to identify improvements their schools made over the past two years and to provide documentation for 58 of these improvements. Stakeholders provided data to document 53% of these improvements (31 of the 58). For instance, one school implementing initiatives to improve students' writing skills showed that the percentage of students scoring three or above on the Florida Writes Test rose from 42% in 1994 to 48% in 1995. In another district, stakeholders reported that the percentages of students with grade point averages of at least 3.0 rose 5% each quarter since the implementation of their strategies to improve students' overall academic performance. Other schools provided parent/survey data, standardized tests scores, attendance records, kindergarten readiness screening assessments, discipline records, and pre/post testing results. For 11 of 58 improvements reviewed, stakeholders reported that individual teacher observation or anecdotal information is available to show improvement. Stakeholders provided little or no evidence to document the remaining 16 improvements reviewed. (See Exhibit 8.)

Exhibit 8
Data Was Available to Document
53% of the Improvements Reviewed

<u>Districts</u>	Total Improvements Reviewed	Number of Improvements For Which Stakeholders Provided:		
		Documentary Evidence	Teacher Observation/ Anecdotal Information	No Evidence
Alachua	14	11	3	0
Monroe	9	3	1	5
Orange	12	3	4	5
Sarasota	11	8	1	2
Washington	12	6	2	4
Total	<u>58</u>	<u>31</u>	<u>11</u>	<u>16</u>

Source: Developed by the Office of Program Policy Analysis and Government Accountability based on discussions with stakeholders at 19 schools in 5 school districts.

However, it may be too early for schools to document the full impact for 15 of 58 of the improvements. The impacts of these initiatives, such as increases in test scores or employment rates of students after graduation, may be seen over a long term rather than immediately. For example, one high school was in the first year of implementing scheduling changes to improve the students' learning ability by increasing instructional time and allowing students to concentrate on fewer subjects at one time. Teachers, SAC members, administrators, and others at the school believe that data demonstrating the impact of these changes will be available in the future. In addition, some schools are implementing initiatives to make improvements in areas such as critical thinking and problem solving skills or to better prepare students for postsecondary education and employment.

Evaluation of School Improvement Initiatives

Based on OPPAGA's field observations and review of the 1994-95 school improvement plans, stakeholder difficulty with evaluation is a widespread problem. For about half of the improvements identified in the schools visited (24 of 58), schools either did not have systematic data collection methods to evaluate their initiatives or needed further analysis to determine if preliminary results were associated with their initiatives. These schools are located in all five school districts reviewed. One school, for example, made scheduling changes to improve students' ability to learn by increasing instructional time and allowing students to concentrate on fewer subjects at one time. The school is working with a district committee to develop a method of evaluating the impact of these changes. A school in another district is implementing curriculum changes, student teaming, staff training, and other initiatives to improve overall academic performance of students. Overall, standardized test scores and performance on the Florida Writes examination at this school improved, but some teachers said standardized tests may not truly measure the impact of the improvements students are making. School staff are exploring other methods of evaluating accomplishments.

We reviewed school improvement plans of the 19 schools visited during our current review and 20 schools visited

during prior reviews to determine the extent to which stakeholders are having problems with evaluation. We found that evaluation procedures included in school improvement plans of 22 schools (56%) generally lack the detail necessary to understand how schools will measure the success of their improvement initiatives. These schools are located in 9 of 15 school districts we reviewed.⁵ These plans lack information about assessment measures (survey data, test scores, etc.) and evaluation processes schools will use to determine progress (5% increase in positive responses, 10% increase in math subtest, etc.). For example, one school trying to improve the learning environment by increasing school pride and unity indicated that its evaluation method will be "surveys." However, the plan does not indicate whether the school conducted previous surveys as a standard so that results can be compared to assess improvements. The plan also does not indicate who the school will survey or how it will gauge progress. Furthermore, the 1994-95 plans of three schools in one district do not describe how the schools will evaluate their school improvement initiatives as required by state law.⁶

Schools are having difficulty evaluating school improvement initiatives because school improvement plans often do not describe clearly the outcome the school is trying to achieve. Approximately two thirds (26 of 39) of the 1994-95 plans we reviewed generally contain objectives that do not describe specific improvements, the amount of improvement desired, and the status in terms of this measurement. These schools are located in 10 of the 15 school districts. Several of the objectives in the 26 plans

⁵ We reviewed a sample of plans from Alachua, Bay, Calhoun, Dade, Dixie, Hillsborough, Lake, Monroe, Orange, Palm Beach, Pinellas, St. John's, Sarasota, Volusia, and Washington school districts. Due to the small number of plans we reviewed from each district, generalizations cannot be made concerning the plans of a particular district.

⁶ These schools are located in Orange County School District. Orange County School District established a process that each January schools complete a mid-year progress report indicating progress made to accomplish each annual operating objective and each activity. At the end of the school year, all schools again report on progress made in implementing their plans. These mid-year and end-of-year evaluations are reviewed by district staff. Based on their review and continual monitoring of schools, senior directors make a determination of a school's progress.

focus on processes, such as developing career planners or providing teacher training, rather than outcomes or the specific improvement desired. To determine trends over time, we reviewed the school improvement plans of 28 of the 39 schools for 1993-94, 1994-95, and 1995-96, and found that schools continue to have difficulty describing the outcomes they are trying to achieve.

Impact of Blueprint 2000 in Other Areas

Summary Statement

Blueprint 2000's most significant contribution may be that it provides schools a sense of direction and focus for school improvement initiatives and increases the involvement of parents and community members in the school improvement process. Blueprint 2000 does not appear to have reduced the time teachers spend in the classroom teaching students or affected the allocation of financial resources and school-based decision making.

Impact on the School Improvement Process

Teachers and principals believe that Blueprint 2000 makes positive contributions by providing a framework for school improvement initiatives and increasing stakeholder involvement. Approximately one-third of teacher responses and over one-half of principal responses affirm this. Teachers and principals most often describe stakeholder involvement as very important to the school improvement planning process. Furthermore, 61% of teachers (203 of 331) and 64% of principals (126 of 196) report that under Blueprint 2000 parents and business and community members are more involved in school improvement activities than in past years. Only 8% of teachers (26 of 331) and 5% of principals (9 of 196) believe that Blueprint 2000 provides no benefits to the education system. However, nearly half of the teachers (158 of 331) and 62% (122 of 196) of principals surveyed statewide believe the improvements at their schools would occur without Blueprint 2000.

The perceptions of teachers and principals surveyed are consistent with stakeholders in the five school districts OPPAGA visited. Stakeholders generally believe Blueprint 2000 provides a mechanism for change and focus. For example, Blueprint 2000 is perceived as providing a common direction, encouraging self-examination, and providing a framework for school improvement initiatives. In addition, stakeholders believe Blueprint 2000 helps increase the involvement and awareness of community members and school staff.

Impact on Teachers

At the schools we visited, teacher involvement in school improvement activities varied by school district and school. Teachers who are not members of advisory councils generally serve on various teacher committees and work with school advisory councils in developing and implementing school improvement initiatives. On the whole, teachers did not believe that the time and effort spent on planning and implementing school improvement activities takes too much time from teaching. Information gathered during discussions with teachers seems consistent with responses of teachers surveyed statewide. For instance, of 331 teachers surveyed statewide, 244 (74%) indicated Blueprint 2000 did not take too much time away from teaching students. Teacher perceptions may be due to the fact that school improvement activities at several schools are held after school or on days that students are released early.

In considering the time and effort spent training, planning, and other school improvement activities, only 11% of teachers surveyed (38 of 331) statewide are not satisfied with their school's improvements. Furthermore, approximately 40% of teachers surveyed (134 of 331) indicate Blueprint 2000 has improved teacher satisfaction at their school. Consistent with teachers, 48% of principals surveyed (94 of 196) report that Blueprint 2000 improved teacher satisfaction.

While 66% of teachers surveyed (218 of 331) statewide believe Blueprint 2000's impact is not particularly negative, some teachers are frustrated with how much time they must devote to school improvement activities. Teacher

frustrations often center on the school improvement process. For example, some teachers indicated too much time and paperwork is required for year-end evaluations, scheduling and attending school advisory council meetings, or making sure plans include clearly stated, measurable outcomes and related strategies. Teachers at one school stated they are taken out of class often and frequently must attend after-school meetings that focus on developing and implementing school improvement plans. At schools in two districts some teachers are angry and frustrated because tracking the implementation of their school improvement plan takes too much of their time. They believe the state is holding them accountable for implementing all the strategies in their plan. Consequently, they spend considerable time and effort documenting the number of strategies implemented rather than determining the effect of strategies, or student outcomes. For instance, these teachers spend significant effort identifying who receives training and when or counting the number of parent conferences and contacts. Some of these teachers said that while they received several sets of instructions on how to evaluate their school improvement objectives, these guidelines were unclear. For additional information on stakeholders' perceptions of Blueprint 2000, refer to Appendix A.

Impact on School Administration

Blueprint 2000 is not perceived as having a significant impact on school administration. Statewide, 70% of principals (138 of 196) and 57% of teachers (188 of 331) indicate that principals have about the same control over their schools as in the past. Teachers and principals surveyed statewide have mixed opinions on whether Blueprint 2000 enables teachers to have more influence in determining classroom instructional approaches. For example, 39% of teachers (130 of 331) think Blueprint 2000 enables them to have more impact in determining classroom instructional approaches and about half (163 of 331, 49%) believe they have about the same impact in this area. Principals are almost evenly divided on Blueprint 2000's impact on teachers' ability to determine classroom instructional approaches. At the schools OPPAGA visited, stakeholders' opinions are consistent with survey responses. For example, stakeholders generally have mixed opinions

regarding Blueprint 2000's impact on resource allocation or school-based decision making.

Several factors may explain stakeholder opinions regarding Blueprint 2000's impact on school administration. First, shared decision making models and school-based management practices initiated prior to Blueprint 2000 provided some schools additional flexibility to allocate resources as needed. For example, shared decision making was in place several years prior to Blueprint 2000 in Monroe and Sarasota county school districts. Principals in these districts indicate that shared decision making provides the flexibility to direct resources identified in the school improvement plans. Second, budget shortfalls over the past few years are perceived by some to have decreased schools' flexibility. For example, one administrator said 1994-95 budget cuts of 8% (approximately \$500,000) made it difficult to shift resources. And third, some school administrators indicated they always sought the input of stakeholders when making decisions even prior to Blueprint 2000.

Additional Observations on the Impact of Blueprint 2000

Summary Statement

High rates of students transferring into and out of school during the school year and other factors make it difficult for schools to evaluate the effect of initiatives on student performance. For instance, mobility rates for the 19 schools we visited ranged from 19% to 79%, and 12 schools had mobility rates of at least 25%. In addition, confusion regarding Blueprint 2000 requirements is hindering the development of long-term plans and creating unnecessary work. Although school boards and district administrators are taking steps to develop better evaluation methods, they need additional assistance to assess the impact of their school improvement initiatives and understand Blueprint 2000 requirements.

Mobility Rates

High rates of students transferring into or out of a school during the year (defined as the school's "mobility rate") make it difficult to assess the impact of school improvement initiatives. For example, 1994-95 Department of Education data indicates mobility rates of the 19 schools we visited range from 19% at Sarasota Middle School to 79% at Grand Avenue Elementary School in Orange County. Twelve schools we visited have mobility rates of at least 25%. The 1994 data shows half of the state's elementary schools' mobility rates are at least 36%, half the middle schools' mobility rates are 31% or more, and half the high schools' mobility rates are at least 33%. Some principals expressed concern that it is unfair to judge a school's efforts based on test scores of many students who attend their school for only part of the school year. In addition, due to high mobility rates, some stakeholders are not sure which students are being tested. To address this problem, Orange County School District established a district-wide goal that 90% of 9-year-old students who attend district schools since kindergarten will read at or above grade level. The district was operationalizing this goal during our visit. Districts with schools that have high mobility rates may need to develop similar methods to evaluate the overall impact of individual school initiatives to improve student performance.

Communication Among Schools

Increased communication among schools is needed to better identify needs and evaluate the impact of school improvement initiatives. Better communication among schools is needed particularly when the intended impact of school improvement initiatives is expected to occur over the long term. For example, while some elementary and middle schools are implementing initiatives to better prepare students for entry and success in high school, communication is lacking among these schools and the high schools their students will attend. Increased communication will help these schools identify student needs and follow-up on student achievement as they progress through the school system.

Development of Long-Term School Improvement Plans

Confusion regarding Blueprint 2000 requirements is hindering the development of long-term plans and creating unnecessary work. Stakeholders we spoke to believed that

state law regarding the annual approval of school improvement plans requires schools to develop entirely new plans each year. Stakeholders also indicated that because school improvement plans must be approved by July 1 of each year, schools must develop plans for the next school year before the current plan is fully implemented and evaluation information, such as test scores, is available. However, schools are not required to develop completely new plans each school year and school boards have the authority to approve long-term plans that are amended on a yearly basis. In addition, school boards may approve continuation plans until evaluation data is available.

District Leadership

Some school boards and district administrators are establishing expectations for school improvement initiatives. This leadership should help schools develop challenging goals, outcome-based school improvement objectives, and better methods of evaluating school improvement initiatives. For example, Alachua County School District requires that plan objectives reflect meaningful increases in student achievement and include data-based evaluation methods and adequate progress statements. Schools in this district will be required to use these guidelines in developing 1996-97 school improvement plans. Administrators in Monroe County School District recommended that objectives reflect major improvements in each state goal area and reflect expected student outcomes. In addition, they recommended the plan strategies reflect the steps needed to bring about the desired results and that evaluation methods specify criteria for determining success. These recommendations also direct school advisory councils, with public input, to define adequate progress for each goal area before presentation to the school board. Monroe County schools must annually complete a data collection profile that provides baseline data for comparison, as well as indicators on measures associated with Blueprint 2000 goals. Stakeholders in all five districts OPPAGA visited cited the direction and assistance received from school board members, district administrators, and principals as factors that helped their schools improve.

Conclusions

Stakeholders report they are beginning to see improvements in student performance as a result of the initiatives they are implementing. For example, 71% of teachers and 88% of principals surveyed statewide believe that student performance has improved as a result of the initiatives their schools are implementing under Blueprint 2000. Stakeholders provided information such as test scores, disciplinary actions, and survey results to document about half the improvements we reviewed. Stakeholder difficulty with evaluation of outcomes is a widespread problem, and schools need assistance in developing better methods to determine the overall impact of their initiatives. For instance, the 1994-95 school improvement plans OPPAGA reviewed from most districts are vague in their descriptions of how schools plan to evaluate the success of their improvement initiatives and do not clearly describe the outcome the school is trying to achieve.

Perhaps Blueprint 2000's most significant contribution is that it provides schools a sense of direction and focus for school improvement initiatives and increases the involvement of parents and community members in the school improvement process. Blueprint 2000 does not appear either to have reduced the time teachers spend in the classroom teaching students or affected the allocation of financial resources and school-based decision making. High rates of students transferring into and out of school during the school year and other factors make it difficult for schools to evaluate the effect of initiatives on student performance. Confusion regarding Blueprint 2000 requirements is hindering the development of long-term plans and creating unnecessary work. School boards and district administrators need additional assistance to assess the impact of their school improvement initiatives and to understand Blueprint 2000 requirements.

CHAPTER IV School Advisory Councils

School advisory councils (SACs) assist schools in preparing and evaluating school improvement plans and may assist the principal in preparing the school's annual budget. SACs also provide a link between schools and the local community. State law requires all SACs to include principals, teachers, education support employees, parents, and business and community citizens. The variety of groups specified for SAC membership helps provide an appropriately balanced and broad-based approach to school improvement. State law also requires SACs to reflect the ethnic, racial, and economic community served by the school. OPPAGA's previous review of 1993-94 SACs found that often SACs did not contain all required groups, school employees were over-represented on SACs, SACs' membership did not reflect the ethnic and racial diversity of their schools' student population, and a large number of SAC members were new each year.⁷ To determine if these problems have been resolved, OPPAGA reviewed SAC membership lists provided by 65 schools in 14 school districts for 1993-94, 1994-95, and 1995-96.⁸ To obtain information about SAC meetings we reviewed SAC meeting attendance records for 15 of the 65 schools.

⁷ OPPAGA Report No. 94-08, October 1994, focuses on the 1993-94 mid-year review process and was based on information obtained during site visits to 22 schools in Calhoun, Hillsborough, Palm Beach, St. Johns, and Volusia county school districts. OPPAGA Report No. 94-08 also provides additional information on SACs such as barriers that may impede the involvement of stakeholders as perceived by principals, teachers, and school advisory council members.

⁸ These 65 schools include the 22 schools reviewed in OPPAGA Report 94-08 and 43 additional schools in Alachua, Bay, Dade, Dixie, Lake, Monroe, Orange, Pinellas, and Sarasota school districts. Although we visited Washington County as part of this study, because the district employs a district advisory council (DAC) it is not analyzed in this chapter of the report.

Summary Statement

SAC membership problems have not improved since 1993-94. Almost half of SACs reviewed still do not include all required stakeholder groups and school employees still dominate about two-thirds of SACs. The membership of about one-third of SACs is not reflective of the ethnic and racial diversity of their schools' student populations. Although the percentage of first-time members on SACs is stabilizing, new members represent at least 50% of 1995-96 SAC membership at one-third of the schools reviewed. The turnover of SAC members at some schools indicates that continuous, basic training for new members is needed.

Required Stakeholder Groups

School advisory councils (SACs) still do not include members representing all required stakeholder groups. As shown in Exhibit 9, 43% of the 1993-94 SACs reviewed (28 of 65) do not include all required stakeholder groups. While the percentage of SACs without all required stakeholder groups decreased to 26% in 1994-95, it increased to 42% in 1995-96.

Exhibit 9 School Advisory Councils Continue Not To Include All Required Stakeholder Groups

Number of SACs That Do Not Include All Required Stakeholder Groups (Total Reviewed: 65)		
Year		Percent of SACs
1993-94	28	43%
1994-95	17	26%
1995-96	27	42%

Source: Compiled by the Office of Program Policy and Government Accountability based on SAC member information provided by schools.

SACs are most likely to not include business/community member representatives. For example, 25% of the 1995-96 SACs do not include business/community representatives. (See Exhibit 10.) In addition, 17% of 1995-96 SACs do not include education support employees. The 1995-96 SACs of the two vocational-technical centers reviewed do

not include parent members as required by Florida law. Current law requires vocational-technical centers to include students on their SACs. Since vocational-technical centers serve primarily adult students, it may not be necessary to also require their SACS to include parent members.

Overall, OPPAGA found that the 27 schools whose 1995-96 SACs do not include all required stakeholder groups are located in 10 of 14 school districts. The 1995-96 SACs reviewed in Alachua, Calhoun, Dixie, and Hillsborough county school districts contain all required stakeholder groups.

Exhibit 10
42% of 1995-96 School Advisory Councils Reviewed
Do Not Include All Required Stakeholder Groups

School District	Number of SACs Reviewed	SACs Including All Required Groups	Number of 1995-96 SACs That Do Not Include Representatives From the Following Groups:		
			Business and Community	Educational Support	Parents
Alachua	4	4			
Bay	4	0	2	2	
Calhoun	3	3			
Dade*	10	6	1	3	
Dixie	3	3			
Hillsborough	5	5			
Lake	4	2		2	
Monroe*	3	2	1	1	
Orange	4	2	1		1
Palm Beach	5	1	3	1	
Pinellas	7	5	1	1	
Sarasota	4	2	1		1
St. Johns*	4	1	3	1	
Volusia	5	2	3		
TOTAL	65	38	16	11	2

Note: All SACS included administrators. The two schools that do not have parent SAC members are vocational technical centers. These schools generally serve adult students. According to membership lists provided, one SAC in Dade County did not include a member representing teachers, but included a teacher who represented the teachers' union. * One SAC in Monroe County and St. Johns County did not have representatives for 2 groups.

Source: Compiled by the Office of Program Policy Analysis and Government Accountability staff based on information provided by schools.

School Employees on SACs

SACs continue to be dominated by school employees. To maximize the broad-based approach to school improvement, ideally no stakeholder group should dominate a SAC. While Florida law specifies that SAC membership must be appropriately balanced, it is unclear how this requirement

should be interpreted. OPPAGA reviewed the 1995-96 SACs of 65 schools to determine if school employees account for more than 50% of a SAC's members. As shown in Exhibit 11, we found that school employees comprise the majority of members on 68% of the 1993-94 SACs reviewed. Similarly, 63% of 1995-96 SACs reviewed are dominated by school employees.

Exhibit 11
School Advisory Councils Continue to be
Dominated By School Employees

Number of SACs With More Than 50% of Members Employed By The School		
Year	(Total Reviewed: 65)	Percent of SACs
1993-94	44	68%
1994-95	39	60%
1995-96	41	63%

Source: Compiled by the Office of Program Policy and Government Accountability based on SAC member information provided by schools.

Domination of SACs by school employees is widespread. None of the SACs reviewed in Alachua, Monroe, and Sarasota county school districts are comprised primarily of school employees. However, the 41 schools whose 1995-96 SACs are comprised primarily of school employees are located in 11 of the 14 school districts reviewed. (See Exhibit 12.) The predominance of school employees on SACs may not be consistent with the Legislature's intent to ensure an appropriately balanced, broad-based approach to school improvement. Appendix B provides additional information on the composition of the 65 SACs reviewed.

Exhibit 12
63% of the 1995-96 SACs Reviewed
Are Dominated By School Employees

School District	Number of SACs Reviewed	Number of SACs With More Than 50% of Members Employed by The School
Alachua	4	0
Bay	4	2
Calhoun	3	3
Dade	10	10
Dixie	3	3
Hillsborough	5	4
Lake	4	3
Monroe	3	0
Orange	4	3
Palm Beach	5	3
Pinellas	7	2
Sarasota	4	0
St. Johns	4	4
Volusia	5	4
TOTAL	65	41

Source: Compiled by the Office of Program Policy Analysis and Government Accountability based on 1995-96 SAC member information provided by schools.

Racial and Ethnic Representation of SACs

SAC membership continues not to reflect the ethnic and racial diversity of schools' student populations. Florida law requires SAC members to be representative of the ethnic, racial, and economic community served by the school. OPPAGA compared the proportion of white, African-American, and Hispanic SAC members to the student population at 65 schools for 1993-94, 1994-95, and 1995-96. We found that for each year reviewed approximately one-third of SACs have differences of 20% or more between their racial composition and their schools' student population. (See Exhibit 13.)

Exhibit 13
**SAC Membership Continues Not to Reflect the Ethnic
and Racial Diversity of Schools' Student Populations**

Number of SACs Whose Racial Composition Differs By At Least 20% When Compared to Their Schools' Student Body		
Year	(Total Reviewed: 65)	Percent of SACs
1993-94	20	31%
1994-95	20	31%
1995-96	23	35%

Source: Compiled by the Office of Program Policy and Government Accountability based on SAC member information provided by schools.

Most districts OPPAGA reviewed are having problems with the racial and ethnic representation of SAC membership. None of the SACs reviewed in Calhoun, Dixie, Hillsborough, or Sarasota county school districts have a difference of 20% or more between the racial composition of the SACs and the schools' student population. However, the 23 schools whose 1995-96 SACs had a difference of 20% or more between their racial composition and their schools' student population are located in 10 of 14 districts. (See Exhibit 14.) For example, one school's SAC membership is 29% white, 48% African-American, and 24% Hispanic, while the school's student population is 1% white, 70% African-American, and 28% Hispanic. In one district nine of ten SACs have differences greater than 20% in at least one racial or ethnic group. Appendix C contains additional information on the ethnic and racial composition of SACs reviewed.

Exhibit 14
35% of 1995-96 SACs Reviewed Are Not
Representative of Their Student Body

School District	Number of SACs Reviewed	Number of SACs Representative of Their Student Body	SACs Whose Racial Composition Differs By At Least 20% When Compared to the Schools' Student Body
Alachua	4	2	2
Bay	4	3	1
Calhoun	3	3	0
Dade	10	1	9
Dixie	3	3	0
Hillsborough	5	5	0
Lake	4	3	1
Monroe	3	1	2
Orange	4	2	2
Palm Beach	5	2	3
Pinellas	7	6	1
Sarasota	4	4	0
St. Johns	4	3	1
Volusia	5	4	1
	65	42	23

Source: Compiled by the Office of Program Policy Analysis and Government Accountability based on 1995-96 SAC member and student information provided by schools.

Attendance of SAC Members

Most of the schools OPPAGA visited did not regularly maintain SAC attendance records, thus we are unable to make general conclusions regarding SAC meeting attendance. However, based on the attendance records maintained by seven schools, the overall attendance rate at 1994-95 SAC meetings ranged from 40% to 75%. (See Exhibit 15.) Attendance varied by stakeholder group and school. For example, teachers and administrators attended meetings most often. In addition, in some schools business/community members or educational support staff regularly attended (attended at least half of the meetings) while at other schools, these groups did not attend regularly.

Exhibit 15
Overall Attendance At School Advisory Council Meetings
Varied By School And Stakeholder Group

School District	School Advisory Council	Attendance Rate					
		<i>All Members</i>	Parents**	Teachers	Business and Community	Administrators	Educational Support
Alachua	1	63%	64%	86%	52%	*	0%
	2	68%	76%	70%	38%	100%	100%
	3	67%	63%	75%	38%	88%	100%
	4	75%	76%	82%	21%	91%	9%
Monroe	5	40%	37%	46%	38%	92%	50%
Orange	6	60%	NA	56%	81%	93%	55%
Sarasota	7	72%	NA	73%	63%	82%	56%

Note: * The principal was an unofficial member of the SAC and not included in attendance records.
 ** The Orange and Sarasota county schools are technical centers that had no parent SAC members.

Source: Compiled by the Office of Program Policy Analysis and Government Accountability based on available 1994-95 school advisory council attendance records from schools visited.

SAC Membership Changes

The percentage of new members on SACs is stabilizing. For example, OPPAGA's review of 1993-94 SAC membership lists found that 57% of SAC members were serving for the first time. (See Exhibit 16.) In comparison, we found that the percentage of new SAC members decreased to 40% in 1994-95 and 1995-96.

Exhibit 16
The Percentage Of New Members On SACs Reviewed Is Stabilizing

Year	Overall Percentage of Members Serving Their First Term on 65 SACs Reviewed
1993-94	57%
1994-95	40%
1995-96	40%

Source: Compiled by the Office of Program Policy and Government Accountability based on SAC member information provided by schools.

Based on SAC membership lists, new members represent at least 50% of 1995-96 SAC membership in 21 of 65 schools (32%). These 21 schools are located in 12 of 14 school districts reviewed. (See Exhibit 17.) None of the 1995-96 SACs in two districts reviewed, Dixie and St. Johns county school districts, have more than 50% new members. Over half of the parents (252 of 453) on 1995-96 SACs and about one-third of the teachers (152 of 444) are serving their first year. The turnover of members on some SACs indicates that basic Blueprint 2000 training is needed for new SAC members.

Exhibit 17
One-Third of 1995-96 SACs Reviewed Have
More Than 50% New Members

School District	Total Number of SACs Reviewed	SACs by Percentage of New Members in 1995-96			
		75% to 100%	50% to 74%	30% to 49%	0% to 29%
Alachua	4		2	1	1
Bay	4		1	2	1
Calhoun	3		1	2	
Dade	10		3	2	5
Dixie	3				3
Hillsborough	5	1	2	2	
Lake	4	1	1		2
Monroe	3	1			2
Orange	4	1			3
Palm Beach	5		1	1	3
Pinellas	7		1	3	3
Sarasota	4		2	1	1
St. Johns	4			4	
Volusia	5	1	2		2
TOTAL	65	5	16	18	26

Source: Compiled by the Office of Program Policy Analysis and Government Accountability based on information provided by schools.

Conclusions

SACs assist schools in preparing and evaluating school improvement plans and may assist their principals in

preparing the annual school budget. SACs also provide a link between schools and the local community. State law requires SACs to include principals, teachers, education support employees, parents, and business and community citizens and to reflect the ethnic, racial, and economic community served by the school. SAC composition, racial and ethnic representation, and membership turnover are all factors that affect SACs' ability to carry out their role in implementing Blueprint 2000. We found that SAC membership problems have not improved since previous OPPAGA reviews. SACs still do not include all required stakeholder groups, school employees still dominate SACs, and the membership of about one-third of SACs is not reflective of the ethnic and racial diversity of their schools' student populations. Although the percentage of first-time members on SACs is stabilizing, new members represent at least 50% of 1995-96 SAC membership at one-third of the schools reviewed. The turnover of SAC members at these schools indicates that continuous basic Blueprint 2000 training is needed for new members.

CHAPTER V

Conclusions and Recommendations

The Legislature created Blueprint 2000 to provide guidelines for achieving school improvement and accountability and for returning responsibility to schools, teachers, and parents. Blueprint 2000 establishes seven broad state education goals and provides a framework for school communities to develop school improvement initiatives to meet these goals. OPPAGA conducted field work as schools began implementing their third school improvement plans under Blueprint 2000. We found:

- All but one of the 39 schools we reviewed included goals to improve student performance in their 1994-95 school improvement plans. Over time, school improvement plans are becoming more focused in terms of the number of improvement initiatives that schools are implementing simultaneously. Focusing on implementing fewer initiatives at the same time enables schools to set priorities for directing limited resources, such as time and funds, to activities that will most likely help them improve;
- Stakeholders at the 19 schools we visited identified over 200 initiatives they are currently implementing to improve relative to the state's education goals. Furthermore, every school we visited is implementing initiatives to improve student performance. Overall, 44% of the initiatives stakeholders identified are designed to improve the performance of students.
- Stakeholders reported they are beginning to see improvements especially in student performance. Data such as test scores, disciplinary actions, and survey results is available to document about half the improvements we reviewed;

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- Stakeholder difficulty with evaluation of outcomes is widespread. Over one-half of the school improvement plans reviewed are unclear in describing how schools will evaluate the impact of improvement initiatives. Schools need assistance to develop better methods to determine the overall impact of their initiatives;
 - Blueprint 2000's most significant contribution may be that it provides schools a sense of direction and focus for school improvement initiatives and increases the involvement of parents and community members in the school improvement process. Stakeholders indicate that Blueprint 2000 does not appear to have reduced the time teachers spend in the classroom teaching students or affected the allocation of financial resources and school based decision making;
 - High rates of students transferring into and out of school during the school year and other factors make it difficult for schools to evaluate the effect of initiatives on student performance;
 - Increased communication among schools is needed to better identify needs and evaluate the impact of school improvement initiatives. Better communication among schools is needed particularly when the intended impact of school improvement initiatives is expected to occur over the long term;
 - Confusion regarding Blueprint 2000 requirements is hindering the development of long-term plans and creating unnecessary work;
 - School boards and district administrators are taking the lead in establishing expectations for school improvement initiatives. This leadership should help schools develop challenging goals, outcome based school improvement objectives, and better methods of evaluating school improvement initiatives. However, local educators need additional assistance

to assess the impact of their school improvement initiatives and understand Blueprint 2000 requirements;

- School Advisory Council (SAC) membership problems have not improved since 1993-94. SACs still do not include all required stakeholder groups and school employees still dominate about two-thirds of SACs. The membership of about one-third of SACs is not reflective of the ethnic and racial diversity of their schools' student populations. Although the percentage of first-time members on SACs is stabilizing, new members represent at least 50% of 1995-96 SAC membership at one-third of the schools reviewed. The turnover of SAC members at some schools indicates that continuous basic Blueprint 2000 training is still needed for new members; and
- Current law requires vocational-technical centers to include students on their SACs. Since vocational technical centers serve primarily adult students, it may not be necessary to also require their SACs to include parent members.

Recommendations to the Legislature

School advisory councils are designed to increase the involvement of all stakeholders in the identification of school needs and initiatives to address these needs. To ensure a broad-based approach to school improvement, we recommend that the Legislature:

- Amend s. 229.58(1)(a), F.S., to require that no more than 50% of a school's SAC members be employed at that school. Limiting the school employee domination of SACs will better ensure stakeholders such as parents and business/community members have adequate opportunities for input in the school improvement process as intended by the Legislature; and
- Amend s. 229.58(1)(a), F.S., to remove the requirement that vocational-technical centers include

parent members on their SACs, since vocational-technical centers serve primarily adult students.

Recommendations to the Florida Commission on Education Reform and Accountability

The Florida Commission on Education Reform and Accountability serves as an advisory body to oversee the development, establishment, implementation, and maintenance of Blueprint 2000. Blueprint 2000 requires that SACs be composed of certain stakeholders such as parents and business/community members. Because the impact of many improvement initiatives, particularly in student performance, are long-term and evaluation of the impact of these initiatives is critical to the success of Blueprint 2000, we recommend that the Commission:

- Work with school boards, the School Board Association, and the Department of Education staff to ensure the development of guidelines, methods and monitoring strategies so that district school boards follow requirements regarding SAC composition. These methods could include incentives such as school board certification that SACs meet statutory requirements as a condition of receiving special state awards or consideration for recognition programs such as Blue Ribbon Schools, Principal of the Year, Teacher of the Year, or Five Star Schools. These incentives may better ensure that school boards establish SACs that include all stakeholder groups as required by law; and
- Work with the Department of Education to ensure that local educators receive needed information concerning the development of long-term plans and assistance in evaluating the impact of their initiatives and the effect of factors such as student mobility on school efforts to improve. As part of the feedback report required by law, report on the effectiveness of these efforts.

Recommendations to the Florida Department of Education

Several factors affect the ability of schools to improve. These factors include the ability of stakeholders to determine the impact of their school improvement

initiatives, the input of all stakeholder groups in identifying needs and developing improvement initiatives, and stakeholder understanding of Blueprint 2000 requirements. We recommend that the Department of Education:

- Develop training modules and provide training to school districts and schools regarding methods to enable stakeholders to evaluate the impact of school improvement initiatives based on desired outcomes. This training should assist stakeholders in collecting data to determine the overall impact of the initiatives to improve relative to the state's seven education goals;
- Identify strategies to assist school districts and schools to develop evaluation methods that consider factors such as high mobility rates. For example, the Department could share best practices districts or schools are currently using to assess the impact of their school improvement initiatives. This information will help districts and schools with high mobility rates determine the impact of their efforts to improve student performance;
- Provide information to all school boards about the flexibility they currently have to approve long-term or continuation school improvement plans. This information will clarify the misunderstanding some stakeholders have regarding Blueprint 2000 requirements regarding school improvement plans. Clarifying these requirements will eliminate unnecessary work such as developing entirely new plans each year or developing school improvement plans for the next year before data is available to evaluate the impact of current school improvement plans;
- Continue to make training modules available to districts and schools that can be used to provide needed training to new SAC members. This training will help ensure that new SAC members understand their role and responsibilities and can fully participate in the school improvement process; and

-
- Provide information to school board members regarding statutory requirements of SAC membership. School board members need to understand their responsibilities regarding the establishment of SACs to better ensure that SACs include all required stakeholders and reflect the ethnic and racial community served by the school.

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Appendix A

Stakeholders' Perceptions of Blueprint 2000

Appendix A provides information on the perceptions of teachers and principals regarding Blueprint 2000. Information in this appendix is based on our surveys of teachers and of principals. We surveyed 331 teachers and 196 principals statewide regarding their perceptions on Blueprint 2000 and compared their responses to our 1993 survey of teachers. We asked teachers and principals their level of support for Blueprint 2000; the support of other stakeholders such as school advisory council members and school board members; and their opinions on the long-term impact of Blueprint 2000. Teachers and principals are generally supportive of Blueprint 2000 in concept; the largest portion of teachers (48%) said their level of support for Blueprint 2000 is "moderate" and the majority of principals (53%) describe their support for Blueprint 2000 as "strong." Teachers and principals generally believe that the support of teachers at their school was moderate and usually characterize SAC, superintendent, school board support for Blueprint 2000 as "strong." Both teachers and principals are divided in their opinions regarding whether Blueprint 2000 will have a long-term impact or is just a passing fad.

Teacher survey responses in 1995 regarding their level of support for Blueprint 2000 are similar to 1993 survey responses. However, a comparison of the two surveys indicates that teacher support for Blueprint 2000 may be moderating over time. Fewer teachers describe their support as "strong" compared to responses in the previous study. In contrast, 88% of teachers and 88% of principals in the 1995 survey indicate their level of support for Blueprint 2000 has either increased or remained the same over time. Table A-1 provides teachers' perceptions on the level of support for Blueprint 2000 from both statewide surveys, and Table A-2 provides principals' perceptions on the level of support for Blueprint 2000. Table A-3 provides information on teachers' and principals' perceptions on the long-term impact of Blueprint 2000.

Table A-1
Level of Support for Blueprint 2000
As Perceived Teachers Surveyed

Level of Support Based on Teachers Surveyed In the Summer of 1995 (n= 331)	Strong Support	Moderate Support	Weak Support	Do Not Know
Teacher's (Own)	34%	48%	15%	2%
Other Teachers	19%	58%	16%	7%
Principals	76%	12%	4%	7%
SAC Members	57%	28%	5%	9%
Superintendent	71%	8%	3%	18%
School Boards	65%	14%	3%	18%

Level of Support Based on Teachers Surveyed In the Fall of 1993 (n= 375)	Strong Support	Moderate Support	Weak Support	Do Not Know
Teacher's (Own)	41%	39%	13%	7%
Other Teachers	26%	45%	16%	13%
Principals	76%	10%	2%	12%
SAC Members	60%	18%	3%	19%
Superintendent and Other District Administrators	65%	5%	2%	28%
School Boards	62%	7%	4%	27%

Source: Compiled by the Office of Program Policy Analysis and Government Accountability.

Table A-2
Level of Support for Blueprint 2000
As Perceived by Principals Surveyed

Level of Support Based on Principals Surveyed In the Summer of 1995 (n= 196)	Strong Support	Moderate Support	Weak Support	Do Not Know
Principal's (Own)	53%	38%	8%	1%
Teachers at Their School	26%	60%	13%	1%
SAC Members	58%	34%	7%	1%
Superintendent	87%	9%	< 1%	4%
School Boards	81%	12%	3%	4%

Source: Compiled by the Office of Program Policy Analysis and Government Accountability.

Table A-3
Blueprint 2000: Long-Term Impact or Passing Fad?
As Perceived by Principals and Teachers Surveyed

	Principals Surveyed In 1995 (n=196)	Teachers Surveyed In 1995 (n=331)	Teachers Surveyed In 1993 (n=375)
Long-Term Impact	51%	44%	40%
Passing Fad	40%	43%	41%
Not Sure	9%	13%	19%

Source: Compiled by the Office of Program Policy Analysis and Government Accountability.

Appendix B

Groups Represented on School Advisory Councils

Appendix B provides information on the school advisory councils of 65 schools in 14 school districts. The information is based on membership lists provided by schools and school district administrators.⁹ Each table provides specific information on the number of administrators, teachers, support staff, parents, business community members and members employed by the school or school district. Table B-1 contains information on 1995-96 school advisory councils, Table B-2 contains information on 1994-95 school advisory councils, and Table B-3 contains information on 1993-94 school advisory councils.

⁹ These 14 school districts are Alachua, Bay, Calhoun, Dade, Dixie, Hillsborough, Lake, Monroe, Orange, Palm Beach, Pinellas, St. Johns, Sarasota, and Volusia.

Table B-1
Groups Represented on SACs According to
SAC Membership Lists for 1995-96

	School	Number of Non-Student SAC Members	Administrators	Teachers	Support Staff	Parents	Business Community	Teacher Union Steward	Other	Number of SAC Members	
										Employed by School	Not Employed by School
ALACHUA	1	15	1	5	1	5	3	0	0	7	8
	2	17	1	5	1	5	5	0	0	7	10
	3	19	2	5	1	5	6	0	0	8	11
	4	14	1	4	1	4	4	0	0	6	8
BAY	5	23	2	5	0	13	3	0	0	9	14
	6	12	2	1	5	4	0	0	0	9	3
	7	12	2	6	1	3	0	0	0	9	3
	8	34	3	6	0	24	1	0	0	9	25
CALHOUN	9	13	1	6	1	3	2	0	0	8	5
	10	21	3	9	1	7	1	0	0	13	8
	11	25	2	12	2	6	3	0	0	16	9
DADE	12	15	1	8	1	2	2	1	0	13	2
	13	13	1	6	2	3	0	1	0	11	2
	14	12	1	4	1	4	1	1	0	8	4
	15	25	4	9	3	4	4	1	0	18	7
	16	4	1	0	0	1	1	1	0	3	1
	17	13	1	5	2	3	1	1	0	9	4
	18	17	2	9	0	4	1	1	0	12	5
	19	16	2	7	2	2	2	1	0	13	3
	20	15	2	7	0	4	1	1	0	10	5
	21	18	2	8	2	5	1	0	0	12	6
DIXIE	22	23	2	13	2	3	3	0	0	17	6
	23	13	1	3	1	6	2	0	0	7	6
	24	13	1	5	2	4	1	0	0	7	6
HILLSBOROUGH	25	25	2	8	2	9	4	0	0	13	12
	26	19	2	9	3	2	1	2	0	16	3
	27	32	2	12	4	12	1	1	0	19	13
	28	23	2	4	3	9	4	1	0	10	13
	29	31	2	16	2	6	4	1	0	22	9
LAKE	30	23	1	6	3	11	2	0	0	11	12
	31	16	1	8	0	5	2	0	0	9	7
	32	24	1	11	2	8	2	0	0	14	10
	33	22	2	10	0	8	2	0	0	12	10
MONROE	34	17	2	1	1	12	1	0	0	4	13
	35	17	1	1	0	15	0	0	0	2	15
	36	29	3	3	2	19	2	0	0	9	20
ORANGE	37	26	1	8	4	5	8	0	0	13	13
	38	20	1	8	2	9	0	0	0	11	9
	39	19	3	6	1	8	1	0	0	10	9
	40	27	4	11	6	0	6	0	0	20	7

	School	Number of Non-Student SAC Members	Administrators	Teachers	Support Staff	Parents	Business Community	Teacher Union Steward	Other	Number of SAC Members	
										Employed by School	Not Employed by School
PALM BEACH	41	21	1	5	5	7	3	0	0	12	9
	42	10	1	4	2	3	0	0	0	7	3
	43	29	1	14	1	13	0	0	0	17	12
	44	22	2	5	0	13	2	0	0	7	15
	45	36	3	6	2	23	0	0	2	13	23
PINELLAS	46	22	5	7	1	9	0	0	0	11	11
	47	21	2	9	0	6	4	0	0	11	10
	48	19	1	7	1	8	1	0	1	11	8
	49	21	2	8	2	7	2	0	0	10	11
	50	27	5	6	1	7	8	0	0	10	17
	51	19	2	5	1	6	5	0	0	7	12
	52	16	2	5	1	5	2	0	1	8	8
SARASOTA	53	10	1	3	1	4	1	0	0	5	5
	54	14	1	4	3	6	0	0	0	7	7
	55	13	2	3	1	5	2	0	0	6	7
	56	10	3	2	1	0	4	0	0	5	5
ST. JOHNS	57	20	2	6	4	5	3	0	0	11	9
	58	18	2	8	1	7	0	0	0	11	7
	59	17	1	10	0	6	0	0	0	11	6
	60	21	2	14	2	3	0	0	0	17	4
VOLUSIA	61	20	3	6	2	8	1	0	0	11	9
	62	20	2	8	1	9	0	0	0	11	9
	63	24	1	8	3	12	0	0	0	12	12
	64	18	1	8	2	7	0	0	0	11	7
	65	34	4	13	2	12	3	0	0	18	16

Source: Based on data provided by schools and the Department of Education.

Table B-2
Groups Represented on SACs According to
SAC Membership Lists for 1994-95

	School	Number of Non-Student SAC Members	Administrators	Teachers	Support Staff	Parents	Business Community	Teacher Union Steward	Other	Number of SAC Members	
										Employed by School	Not Employed by School
ALACHUA	1	13	1	4	1	4	3	0	0	7	6
	2	16	1	5	1	5	4	0	0	7	9
	3	17	2	5	2	4	4	0	0	8	9
	4	11	1	3	1	3	3	0	0	5	6
BAY	5	22	4	2	0	14	1	0	1	7	15
	6	13	1	2	3	6	1	0	0	9	4
	7	13	2	6	2	3	0	0	0	10	3
	8	58	2	5	0	50	1	0	0	7	51
CALHOUN	9	13	1	4	2	3	3	0	0	7	6
	10	21	2	9	2	7	1	0	0	13	8
	11	6	2	4	0	0	0	0	0	6	0
DADE	12	18	2	6	3	5	1	1	0	16	2
	13	16	1	6	2	5	1	1	0	12	4
	14	13	1	4	2	4	1	1	0	8	5
	15	22	1	8	4	7	2	0	0	14	8
	16	4	1	0	0	1	1	1	0	3	1
	17	16	1	6	2	5	1	1	0	11	5
	18	17	1	7	2	5	1	1	0	11	6
	19	12	1	6	1	2	1	1	0	10	2
	20	15	2	7	0	4	1	1	0	10	5
	21	18	2	7	2	5	1	1	0	12	6
	22	6	1	1	1	1	2	0	0	3	3
DIXIE	23	13	1	2	1	7	2	0	0	7	6
	24	10	4	2	1	1	2	0	0	6	4
HILLSBOROUGH	25	14	2	4	1	5	2	0	0	7	7
	26	23	2	9	2	6	2	2	0	15	8
	27	28	2	11	5	6	3	1	0	20	8
	28	20	2	4	4	7	3	0	0	10	10
	29	31	2	12	5	4	7	1	0	20	11
LAKE	30	16	1	6	1	6	2	0	0	11	5
	31	16	1	7	1	5	2	0	0	9	7
	32	24	1	10	2	9	2	0	0	13	11
	33	26	3	11	1	5	6	0	0	15	11
MONROE	34	19	2	2	2	11	2	0	0	6	13
	35	28	2	6	1	16	3	0	0	9	19
	36	38	3	3	1	28	3	0	0	7	31
ORANGE	37	27	1	9	4	6	7	0	0	14	13
	38	19	1	9	1	8	0	0	0	12	7
	39	22	1	11	1	8	1	0	0	13	9
	40	17	4	5	7	0	1	0	0	15	2

	School	Number of Non-Student SAC Members	Administrators	Teachers	Support Staff	Parents	Business Community	Teacher Union Steward	Other	Number of SAC Members	
										Employed by School	Not Employed by School
PALM BEACH	41	17	1	6	2	5	3	0	0	9	8
	42	11	1	4	0	6	0	0	0	5	6
	43	21	1	8	1	10	1	0	0	10	11
	44	15	2	3	2	8	0	0	0	6	9
	45	6	1	2	0	2	1	0	0	2	4
PINELLAS	46	21	5	6	1	6	3	0	0	10	11
	47	24	3	12	0	5	4	0	0	15	9
	48	17	1	7	2	6	1	0	0	9	8
	49	22	2	7	3	8	2	0	0	10	12
	50	23	3	6	2	6	6	0	0	10	13
	51	19	2	5	1	6	5	0	0	7	12
	52	16	2	5	1	5	3	0	0	8	8
SARASOTA	53	10	1	3	1	4	1	0	0	5	5
	54	13	2	4	1	4	2	0	0	7	6
	55	10	2	1	1	3	3	0	0	4	6
	56	9	3	2	1	0	3	0	0	6	3
ST. JOHNS	57	20	1	7	4	5	3	0	0	11	9
	58	34	2	14	2	13	1	2	0	18	16
	59	17	1	12	1	2	1	0	0	13	4
	60	13	1	4	5	3	0	0	0	9	4
VOLUSIA	61	20	3	6	2	8	1	0	0	10	10
	62	20	2	8	1	9	0	0	0	12	8
	63	26	1	8	2	15	0	0	0	12	14
	64	17	1	1	2	13	0	0	0	4	13
	65	25	2	10	2	7	4	0	0	12	13

Source: Based on data provided by schools and the Department of Education.

Table B-3
Groups Represented on SACs According to
SAC Membership Lists for 1993-94

	School	Number of Non-Student SAC Members	Administrators	Teachers	Support Staff	Parents	Business Community	Teacher Union Steward	Other	Number of SAC Members	
										Employed by School	Not Employed by School
ALACHUA	1	16	1	5	0	5	5	0	0	7	9
	2	15	1	5	1	5	3	0	0	7	8
	3	17	2	4	1	6	4	0	0	7	10
	4	12	2	3	1	3	3	0	0	6	6
BAY	5	37	4	9	0	19	4	0	1	13	24
	6	13	1	4	0	8	0	0	0	7	6
	7	13	3	3	1	3	3	0	0	7	6
	8	61	3	10	0	48	0	0	0	13	48
CALHOUN	9	12	1	6	1	2	2	0	0	8	4
	10	11	1	4	2	3	1	0	0	7	4
	11	13	1	5	2	4	1	0	0	8	5
DADE	12	18	2	6	3	5	1	1	0	17	1
	13	16	1	6	2	5	1	1	0	12	4
	14	11	1	3	1	3	2	1	0	6	5
	15	16	1	5	3	5	1	1	0	11	5
	16	4	1	0	0	1	1	1	0	1	3
	17	16	1	6	2	5	1	1	0	11	5
	18	18	2	9	0	5	1	1	0	12	6
	19	13	1	6	0	4	1	1	0	9	4
	20	15	2	6	1	4	1	1	0	9	6
	21	18	2	7	2	5	1	1	0	12	6
	22	6	1	4	0	0	1	0	0	5	1
DIXIE	23	13	1	2	1	8	1	0	0	6	7
	24	6	0	3	0	1	2	0	0	3	3
HILLSBOROUGH	25	20	2	8	4	4	1	1	0	15	5
	26	21	2	9	5	2	1	2	0	18	3
	27	17	2	7	5	1	1	1	0	15	2
	28	18	2	6	2	6	1	1	0	11	7
	29	42	3	32	3	2	0	2	0	40	2
LAKE	30	18	1	7	1	7	2	0	0	12	6
	31	16	1	7	1	5	2	0	0	9	7
	32	25	1	11	2	9	2	0	0	15	10
	33	25	3	10	1	6	5	0	0	15	10
MONROE	34	18	2	8	0	7	1	0	0	10	8
	35	23	2	1	0	19	1	0	0	4	19
	36	39	2	3	0	33	1	0	0	5	34
ORANGE	37	13	1	6	1	5	0	0	0	8	5
	38	19	2	6	4	7	0	0	0	13	6
	39	40	2	10	0	27	1	0	0	11	29
	40	25	5	8	6	0	6	0	0	19	6

	School	Number of Non-Student SAC Members	Administrators	Teachers	Support Staff	Parents	Business Community	Teacher Union Steward	Other	Number of SAC Members	
										Employed by School	Not Employed by School
PALM BEACH	41	20	1	7	1	6	5	0	0	9	11
	42	19	1	6	3	9	0	0	0	10	9
	43	25	1	6	1	16	1	0	0	8	17
	44	30	2	11	2	15	0	0	0	15	15
	45	28	4	13	0	9	2	0	0	17	11
PINELLAS	46	22	3	5	1	8	5	0	0	9	13
	47	21	2	10	0	7	2	0	0	12	9
	48	7	1	0	1	4	0	0	1	2	5
	49	20	2	7	2	8	1	0	0	10	10
	50	26	3	6	2	8	7	0	0	10	16
	51	19	3	5	1	7	3	0	0	8	11
	52	19	2	5	0	8	3	0	1	10	9
SARASOTA	53	11	1	3	2	5	0	0	0	6	5
	54	13	1	5	2	2	3	0	0	8	5
	55	10	1	3	1	3	2	0	0	5	5
	56	10	2	3	1	0	4	0	0	6	4
ST. JOHNS	57	21	1	8	2	7	3	0	0	11	10
	58	22	2	10	1	7	1	0	1	13	8
	59	17	1	10	2	3	1	0	0	13	4
	60	15	1	8	1	2	3	0	0	10	5
VOLUSIA	61	24	3	11	2	6	1	0	1	16	7
	62	16	2	6	1	7	0	0	0	9	7
	63	22	2	6	4	9	1	0	0	12	10
	64	17	1	8	1	7	0	0	0	10	7
	65	26	2	11	1	10	0	0	2	14	10

Source: Based on data provided by schools and the Department of Education.

Appendix C

Racial and Ethnic Composition of School Advisory Councils

Appendix C provides racial and ethnic information on school advisory council members and students of 65 schools in 14 school districts.¹⁰ The information is based on membership lists provided by schools and school district administrators. Table C-1 contains information on 1995-96 school advisory councils, Table C-2 contains information on 1994-95 school advisory councils, and Table C-3 contains information on 1993-94 school advisory councils.

¹⁰ These 14 school districts are Alachua, Bay, Calhoun, Dade, Dixie, Hillsborough, Lake, Monroe, Orange, Palm Beach, Pinellas, St. Johns, Sarasota, and Volusia.

Table C-1
Racial and Ethnic Representation 1995-1996

School Number	Total Number of Non-Student SAC Members	Total Number of Students	WHITE		BLACK		OTHER		HISPANIC		
			SAC	Student Population	SAC	Student Population	SAC	Student Population	SAC	Student Population	
ALACHUA	1	15	413	53%	62%	47%	37%	0%	1%	0%	1%
	2	17	934	88%	66%	12%	28%	0%	2%	0%	3%
	3	19	1,135	68%	44%	32%	52%	0%	2%	0%	3%
	4	14	1,471	57%	48%	43%	46%	0%	5%	0%	1%
BAY	5	23	850	96%	88%	0%	10%	0%	2%	4%	1%
	6	12	583	42%	84%	50%	14%	8%	0%	0%	2%
	7	12	981	92%	87%	8%	11%	0%	2%	0%	1%
	8	34	2,038	71%	68%	24%	23%	3%	7%	3%	2%
CALHOUN	9	13	629	100%	98%	0%	0%	0%	0%	0%	2%
	10	21	663	81%	71%	19%	27%	0%	1%	0%	1%
	11	25	406	92%	75%	8%	24%	0%	0%	0%	0%
DADE	12	15	1,825	27%	3%	20%	2%	0%	0%	53%	95%
	13	13	1,138	38%	30%	31%	18%	0%	4%	31%	48%
	14	12	1,214	50%	31%	33%	26%	0%	1%	17%	42%
	15	25	1,546	40%	5%	7%	2%	0%	1%	52%	92%
	16	4	800	75%	40%	0%	8%	0%	4%	25%	48%
	17	13	620	15%	0%	77%	97%	0%	0%	8%	3%
	18	17	1,616	76%	48%	18%	24%	0%	2%	6%	26%
	19	16	1,305	50%	17%	25%	23%	6%	1%	19%	59%
	20	15	2,275	20%	2%	67%	89%	0%	1%	13%	8%
	21	18	3,860	50%	26%	17%	7%	0%	3%	33%	64%
DIXIE	22	23	502	100%	99%	0%	1%	0%	0%	0%	0%
	23	13	679	92%	79%	8%	21%	0%	0%	0%	0%
	24	13	546	92%	90%	8%	10%	0%	0%	0%	0%
HILLSBOROUGH	25	25	520	68%	52%	20%	23%	0%	8%	12%	18%
	26	19	814	89%	84%	5%	9%	0%	0%	5%	7%
	27	32	934	44%	34%	44%	48%	0%	2%	13%	16%
	28	23	618	48%	63%	26%	21%	0%	2%	26%	14%
	29	31	2,014	71%	67%	19%	16%	0%	3%	10%	14%
LAKE	30	23	349	39%	36%	57%	63%	0%	0%	4%	1%
	31	16	576	88%	85%	6%	13%	0%	0%	6%	2%
	32	24	486	63%	63%	25%	11%	8%	0%	4%	26%
	33	22	1,528	77%	72%	23%	25%	0%	1%	0%	1%
MONROE	34	17	627	88%	81%	0%	5%	0%	1%	12%	12%
	35	17	903	41%	61%	35%	16%	12%	1%	12%	22%
	36	29	640	93%	70%	3%	8%	0%	1%	3%	21%
ORANGE	37	26	538	50%	11%	50%	86%	0%	0%	0%	3%
	38	20	1,183	65%	70%	10%	15%	5%	3%	20%	13%
	39	19	3,108	68%	66%	11%	5%	0%	5%	21%	24%
	40	27	29,997	85%	55%	15%	24%	0%	4%	0%	17%

	School Number	Total Number of Non-Student SAC Members	Total Number of Students	WHITE		BLACK		OTHER		HISPANIC	
				SAC	Student Population	SAC	Student Population	SAC	Student Population	SAC	Student Population
PALM BEACH	41	21	792	29%	1%	48%	70%	0%	0%	24%	28%
	42	10	930	70%	42%	10%	47%	10%	3%	10%	8%
	43	29	1,550	86%	38%	7%	31%	0%	2%	7%	30%
	44	22	1,356	86%	85%	5%	10%	0%	2%	9%	4%
	45	36	2,520	89%	74%	11%	13%	0%	3%	0%	10%
PINELLAS	46	22	861	91%	92%	9%	6%	0%	1%	0%	1%
	47	21	780	90%	65%	10%	31%	0%	2%	0%	1%
	48	19	1,047	84%	66%	11%	21%	5%	9%	0%	5%
	49	21	1,228	95%	91%	5%	7%	0%	1%	0%	1%
	50	27	1,633	81%	67%	19%	27%	0%	3%	0%	3%
	51	19	1,836	95%	93%	0%	5%	5%	1%	0%	2%
	52	16	908	88%	88%	6%	9%	0%	1%	6%	2%
SARASOTA	53	10	708	100%	85%	0%	11%	0%	0%	0%	3%
	54	14	1,383	100%	97%	0%	1%	0%	1%	0%	1%
	55	13	2,150	92%	89%	8%	8%	0%	1%	0%	2%
	56	10	10,819	90%	92%	0%	5%	0%	1%	10%	2%
ST. JOHNS	57	20	698	55%	95%	45%	1%	0%	1%	0%	2%
	58	18	522	94%	84%	6%	14%	0%	1%	0%	1%
	59	17	698	100%	95%	0%	1%	0%	1%	0%	2%
	60	21	1,981	81%	76%	10%	21%	0%	1%	10%	2%
VOLUSIA	61	20	687	35%	36%	65%	61%	0%	1%	0%	2%
	62	20	484	65%	44%	10%	6%	0%	0%	25%	49%
	63	24	1,875	75%	77%	17%	8%	0%	1%	8%	14%
	64	18	967	83%	65%	17%	32%	0%	1%	0%	3%
	65	34	1,668	91%	91%	9%	7%	0%	1%	0%	1%
NOTE: Data for schools 40 and 56 reflect cumulative, unduplicated student counts as of March 1996.											

Source: Based on data provided by schools and the Department of Education.

Table C-2
Racial and Ethnic Representation 1994-1995

	School Number	Total Number of Non-Student SAC Members	Total Number of Students	WHITE		BLACK		OTHER		HISPANIC	
				SAC	Student Population	SAC	Student Population	SAC	Student Population	SAC	Student Population
ALACHUA	1	13	416	54%	59%	46%	40%	0%	0%	0%	1%
	2	16	922	75%	69%	25%	27%	0%	2%	0%	2%
	3	17	1,124	59%	46%	41%	50%	0%	1%	0%	3%
	4	11	1,470	55%	47%	45%	47%	0%	4%	0%	1%
BAY	5	22	881	91%	85%	5%	11%	0%	2%	5%	1%
	6	13	435	54%	69%	46%	28%	0%	2%	0%	2%
	7	13	971	92%	86%	8%	11%	0%	2%	0%	2%
	8	58	1,994	81%	68%	17%	23%	0%	7%	2%	2%
CALHOUN	9	13	586	92%	97%	0%	0%	0%	1%	8%	2%
	10	21	713	76%	69%	0%	30%	24%	1%	0%	1%
	11	6	403	83%	77%	17%	22%	0%	1%	0%	0%
DADE	12	18	1,977	22%	3%	11%	1%	0%	0%	67%	96%
	13	16	932	38%	20%	25%	21%	0%	0%	38%	58%
	14	13	1,142	46%	37%	46%	24%	0%	2%	8%	37%
	15	22	1,538	23%	6%	5%	2%	0%	0%	73%	92%
	16	4	812	75%	43%	0%	8%	0%	4%	25%	44%
	17	16	574	19%	1%	75%	96%	0%	0%	6%	3%
	18	17	1,632	76%	48%	18%	26%	0%	2%	6%	24%
	19	12	1,241	42%	19%	25%	24%	0%	1%	33%	56%
	20	15	2,201	20%	2%	73%	91%	0%	0%	7%	7%
	21	18	3,622	61%	27%	17%	8%	0%	3%	22%	61%
DIXIE	22	6	448	100%	98%	0%	1%	0%	0%	0%	0%
	23	13	719	92%	80%	8%	20%	0%	0%	0%	0%
	24	10	524	90%	90%	10%	9%	0%	0%	0%	0%
HILLSBOROUGH	25	14	515	64%	54%	14%	21%	0%	6%	21%	19%
	26	23	877	87%	81%	9%	9%	0%	0%	4%	9%
	27	28	948	68%	37%	25%	47%	0%	2%	7%	14%
	28	20	609	55%	63%	30%	22%	0%	1%	15%	14%
	29	31	2,038	77%	70%	13%	13%	3%	4%	6%	13%
LAKE	30	16	352	50%	32%	44%	66%	0%	0%	6%	1%
	31	16	573	81%	93%	13%	5%	0%	0%	6%	2%
	32	24	439	83%	64%	13%	15%	0%	0%	4%	20%
	33	26	1,544	77%	74%	23%	24%	0%	1%	0%	1%
MONROE	34	19	604	84%	82%	0%	5%	0%	1%	16%	11%
	35	28	887	89%	65%	0%	18%	0%	1%	11%	16%
	36	38	595	84%	69%	3%	10%	5%	1%	8%	20%
ORANGE	37	27	528	44%	11%	56%	88%	0%	0%	0%	2%
	38	19	1,130	74%	72%	21%	14%	0%	1%	5%	12%
	39	22	2,843	64%	67%	9%	4%	0%	6%	27%	23%
	40	17	55,828	65%	59%	24%	25%	0%	3%	12%	13%

	School Number	Total Number of Non-Student SAC Members	Total Number of Students	WHITE		BLACK		OTHER		HISPANIC	
				SAC	Student Population	SAC	Student Population	SAC	Student Population	SAC	Student Population
PALM BEACH	41	17	721	41%	2%	35%	74%	0%	0%	24%	24%
	42	11	1,026	73%	43%	18%	46%	0%	3%	9%	8%
	43	21	1,547	86%	45%	5%	27%	0%	1%	10%	27%
	44	15	1,312	80%	87%	7%	8%	0%	2%	13%	3%
	45	6	2,533	100%	76%	0%	12%	0%	3%	0%	9%
PINELLAS	46	21	956	76%	93%	24%	5%	0%	1%	0%	1%
	47	24	748	96%	66%	4%	31%	0%	2%	0%	1%
	48	17	1,007	82%	65%	12%	23%	0%	9%	6%	3%
	49	22	1,262	86%	91%	14%	7%	0%	1%	0%	1%
	50	23	1,679	78%	70%	22%	25%	0%	3%	0%	3%
	51	19	1,858	89%	93%	5%	4%	5%	1%	0%	1%
	52	16	920	88%	89%	6%	8%	0%	2%	6%	1%
SARASOTA	53	10	702	90%	84%	10%	13%	0%	0%	0%	2%
	54	13	1,401	100%	98%	0%	1%	0%	1%	0%	1%
	55	10	1,999	90%	89%	10%	7%	0%	1%	0%	2%
	56	9	15,095	100%	91%	0%	5%	0%	1%	0%	2%
ST. JOHNS	57	20	274	55%	32%	45%	67%	0%	0%	0%	0%
	58	34	516	97%	82%	3%	16%	0%	0%	0%	2%
	59	17	649	100%	97%	0%	1%	0%	1%	0%	1%
	60	13	2,013	74%	76%	21%	22%	0%	1%	5%	2%
VOLUSIA	61	20	661	40%	38%	55%	59%	5%	1%	0%	2%
	62	20	496	80%	40%	5%	5%	0%	0%	15%	54%
	63	26	1,733	85%	80%	8%	7%	0%	1%	8%	12%
	64	17	917	82%	66%	18%	32%	0%	0%	0%	2%
	65	25	1,648	84%	91%	16%	7%	0%	1%	0%	1%

NOTE: Data for schools 40 and 56 reflect cumulative, unduplicated student counts.

Source: Based on data provided by schools and the Department of Education.

Table C-3
Racial and Ethnic Representation 1993-1994

School Number	Total Number of Non-Student SAC Members	Total Number of Students	WHITE		BLACK		OTHER		HISPANIC		
			SAC	Student Population	SAC	Student Population	SAC	Student Population	SAC	Student Population	
ALACHUA	1	16	428	63%	62%	31%	38%	0%	0%	6%	1%
	2	15	917	87%	72%	13%	25%	0%	2%	0%	1%
	3	17	1,137	71%	48%	29%	49%	0%	1%	0%	2%
	4	12	1,403	67%	48%	33%	46%	0%	4%	0%	1%
BAY	5	37	835	84%	85%	14%	11%	0%	3%	3%	1%
	6	13	420	69%	72%	31%	27%	0%	0%	0%	1%
	7	13	843	92%	86%	8%	12%	0%	2%	0%	1%
	8	61	1,941	74%	69%	13%	23%	0%	6%	13%	2%
CALHOUN	9	12	499	92%	98%	0%	0%	0%	0%	8%	2%
	10	11	751	73%	71%	27%	28%	0%	1%	0%	1%
	11	13	402	85%	77%	15%	21%	0%	1%	0%	0%
DADE	12	18	2,131	17%	3%	11%	1%	0%	1%	72%	95%
	13	16	905	38%	22%	25%	24%	0%	1%	38%	53%
	14	11	1,031	64%	46%	18%	21%	9%	2%	9%	32%
	15	16	1,533	19%	5%	6%	2%	0%	0%	75%	92%
	16	4	740	100%	47%	0%	8%	0%	4%	0%	41%
	17	16	552	19%	1%	75%	95%	0%	0%	6%	3%
	18	18	1,632	72%	51%	22%	26%	0%	2%	6%	21%
	19	13	1,230	46%	19%	23%	24%	0%	1%	31%	56%
	20	15	2,164	20%	2%	73%	92%	0%	0%	7%	5%
	21	18	3,576	61%	29%	17%	8%	0%	3%	22%	60%
DIXIE	22	6	518	100%	99%	0%	1%	0%	0%	0%	0%
	23	13	773	92%	80%	8%	20%	0%	0%	0%	0%
	24	6	872	83%	91%	17%	9%	0%	0%	0%	0%
HILLSBOROUGH	25	20	497	75%	61%	15%	23%	0%	6%	10%	10%
	26	21	810	90%	84%	5%	8%	0%	0%	5%	8%
	27	17	1,031	53%	40%	24%	46%	0%	1%	24%	13%
	28	18	601	56%	63%	33%	24%	0%	1%	11%	12%
	29	42	2,142	69%	72%	21%	13%	2%	3%	7%	13%
LAKE	30	18	369	56%	40%	39%	59%	0%	0%	6%	1%
	31	16	561	81%	93%	13%	5%	0%	0%	6%	2%
	32	25	407	80%	65%	16%	15%	0%	1%	4%	19%
	33	25	1,559	80%	74%	20%	24%	0%	1%	0%	2%
MONROE	34	18	563	78%	78%	6%	6%	0%	1%	17%	14%
	35	23	898	91%	66%	9%	18%	0%	2%	0%	14%
	36	39	519	92%	69%	0%	11%	0%	1%	8%	19%
ORANGE	37	13	525	46%	12%	54%	87%	0%	0%	0%	1%
	38	19	1,208	89%	74%	5%	14%	0%	1%	5%	10%
	39	40	2,572	95%	69%	0%	4%	0%	6%	5%	22%
	40	25	62,901	76%	62%	20%	22%	0%	3%	4%	13%

	School Number	Total Number of Non-Student SAC Members	Total Number of Students	WHITE		BLACKS		OTHER		HISPANIC	
				SAC	Student Population	SAC	Student Population	SAC	Student Population	SAC	Student Population
PALM BEACH	41	20	708	45%	1%	30%	72%	0%	0%	25%	27%
	42	19	1,475	74%	47%	11%	40%	5%	3%	11%	9%
	43	25	1,463	92%	48%	8%	27%	0%	1%	0%	24%
	44	30	1,196	87%	85%	7%	9%	0%	2%	7%	3%
	45	28	2,404	89%	79%	7%	10%	0%	3%	4%	8%
PINELLAS	46	22	948	91%	93%	9%	5%	0%	1%	0%	1%
	47	21	693	86%	67%	14%	32%	0%	1%	0%	1%
	48	7	1,004	86%	66%	0%	24%	0%	8%	14%	3%
	49	20	1,200	90%	93%	10%	6%	0%	1%	0%	1%
	50	26	1,734	81%	70%	19%	24%	0%	4%	0%	2%
	51	19	1,908	95%	93%	5%	5%	0%	1%	0%	1%
	52	19	879	95%	90%	5%	7%	0%	2%	0%	1%
SARASOTA	53	11	680	91%	86%	9%	11%	0%	0%	0%	2%
	54	13	1,318	92%	96%	8%	1%	0%	1%	0%	2%
	55	10	2,014	90%	89%	10%	8%	0%	1%	0%	2%
	56	10	12,600	100%	92%	0%	5%	0%	1%	0%	2%
ST. JOHNS	57	22	278	41%	34%	59%	65%	0%	0%	0%	1%
	58	22	549	86%	83%	14%	15%	0%	0%	0%	2%
	59	17	613	100%	98%	0%	1%	0%	1%	0%	0%
	60	15	1,871	73%	74%	27%	23%	0%	1%	0%	2%
VOLUSIA	61	24	720	58%	41%	42%	57%	0%	1%	0%	2%
	62	16	551	56%	42%	6%	5%	13%	0%	25%	53%
	63	22	1,615	91%	80%	0%	7%	0%	1%	9%	13%
	64	17	914	76%	65%	24%	32%	0%	1%	0%	2%
	65	26	1,593	85%	90%	15%	8%	0%	0%	0%	1%

NOTE: Data for schools 40 and 56 reflect cumulative, unduplicated student counts.

Source: Based on data provided by schools and the Department of Education.

Appendix D

Response From the Department of Education

In accordance with the provisions of s. 11.45(7)(d), F.S., a list of preliminary and tentative review findings was submitted to the Commissioner of the Department of Education for his review and response.

The Commissioner's written response is reprinted herein beginning on page 63.

AGENCY RESPONSE NOT AVAILABLE ELECTRONICALLY

Appendix E

Response From the Florida Commission on Education Reform and Accountability

In accordance with the provisions of s. 11.45(7)(d), F.S., a list of preliminary and tentative review findings was submitted to the Executive Director of the Florida Commission on Education Reform and Accountability for his review and response.

The Executive Director's written response is reprinted herein beginning on page 65.

AGENCY RESPONSE NOT AVAILABLE ELECTRONICALLY