Assembly Bill 722

Study of Pupil Personnel Ratios, Services, and Programs

Counseling and Student Support Office

California Department of Education

July 2003

A MESSAGE FROM THE STATE SUPERINTENDENT OF PUBLIC INSTRUCTION

Pupil services specialists provide crucial support to our students. Schools face a myriad of issues that extend far beyond the classroom walls, and school counselors, school psychologists, school social workers, and school nurses help break down barriers to learning and support students in attaining academic success.

Assembly Bill 722 (Corbett, Statutes of 2001) initiated the first comprehensive study to look at the status of pupil services in California. Although *California Education Code* section 49600 authorizes school district governing boards to provide a comprehensive educational counseling program for all students, California continues to have the highest ratio in the nation of students to school counselors, school social workers, and school nurses.

Assembly Bill 722 required the California Department of Education to conduct a study that would examine these ratios as well as other issues related to pupil services. An Assembly Bill 722 Work Group, representing stakeholders in education and pupil support services professional associations, was convened to develop the parameters, methodology, and format of the study, to guide its progress, and to provide feedback on the final document.

This report found that California's pupil support personnel ratios are significantly higher than what district personnel considered adequate; the majority of pupil services personnel, including those on contract, are credentialed; most districts do not have difficulties in attracting and retaining credentialed pupil support services personnel; and the most effective pupil support services and programs are aligned with district goals.

I want to thank the work group for all its hard work and its contribution to our efforts to strengthen pupil support services in California.

JACK O'CONNELL

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EXECUTIVE SUMMARY

We are facing a crisis in pupil support programs and services in California's schools. Today's students face increased challenges with decreased support. Peer pressure, bullying at school, dysfunctional families, drug and tobacco use, growing teen suicide rates all contribute to student feelings of anxiety and depression and create barriers to learning. More than ever before, counseling and pupil support services play a critical role in the academic preparation and social development of our youth.

California's pupil support services rank last out of 50 states in the nation in pupil-to-counselor ratio, pupil-to-social worker ratio, and pupil-to-nurse ratio. For example, California's pupil-to-counselor ratio of 954:1 is double the national average of 477:1. Pupil support services provide much-needed academic counseling, psychological and social services, college/career counseling, and health services for our youth. Yet in 2002, 29 percent of California school districts did not utilize a counseling program of any kind, leaving thousands of students with little or no guidance.

To address California's deficit of pupil support services, Assembly Bill (AB) 722 (Corbett, Statutes of 2001) directed the California Department of Education (CDE) to conduct a study to determine appropriate ratios for counselors and other pupil support services in California's schools. For the first time since 1975, a study has been required to address the varying needs for counseling and pupil support services, the types of services most beneficial to students, and other issues related to the design and implementation of effective pupil support services.

The AB 722 study provides a blueprint that the education community and policy makers can use to bring our schools to the level of pupil support necessary to ensure a safe environment conducive to learning in which students can excel academically and grow socially. This report describes the results of the AB722 study, including findings and recommendations.

FOCUS OF THE STUDY: ACTIVITIES

The study focuses on the seven tasks identified in AB 722:

- Determine the proper ratio of pupil-to-school counselors, pupil-to-school psychologists, and pupil-to-school social workers necessary at a school to maintain adequate pupil support services.
- Examine the varying and unique needs for pupil support services in the individual school districts of the state.
- Determine the difficulties in attracting and retaining credentialed pupil support personnel to work in the schools.
- Examine the design and implementation of effective pupil support services and programs.
- Examine the assessment of quality and pupil outcomes of the pupil support services provided in schools.
- Examine the correlation between a lower pupil-to-pupil support personnel ratio and a pupil's well-being, ability to learn, and academic achievement.

- Examine the use of credentialed pupil support personnel and the use of contracted pupil support personnel.

The following activities were initiated to complete the study: a work group, a statewide survey, an online Web site survey, local focus groups, and review of additional research studies.

General Findings

The following general findings, listed in the order of the chapters in this report, are based on an analysis of the results of the *Survey of Pupil Support Services*, the on-line survey, focus group discussions, and additional research data. The recommendations that follow the findings are addressed to the stakeholder groups to which they apply.

Chapter 2: Need for Pupil Support Services

- School districts need more pupil support programs and services.
- Districts need to provide pupil support services that are not currently provided and make existing services more effective.

Chapter 3: Effective Pupil Support Services and Programs

- Existing services and programs are effective and can become more effective with additional personnel and resources in specific areas, as described in Chapter 2.
- The most effective pupil support services and programs are those that are in accord with the desired outcomes that districts strive to attain.

Chapter 4: Ratios of Pupils-to-Pupil Support Personnel

- The survey indicated the following ratios of pupils-to-pupil support personnel were necessary to maintain adequate pupil support services in grades K through 12:

Pupil Support Personnel	Statewide Ratio	Survey Ratio	Adequate Ratio	Recommended Ratio
School Counselors	954/1	877/1	515/1	250/1
School Psychologists	1,658/1	1,588/1	1,273/1	1,000/1
School Social Workers	33,561/1	9,486/1	4,081/1	800/1
School Nurses	2,516/1	1,893/1	1,292/1	750/1

- Recognizing the variation in school counselor's roles by grade level, the following ratios of pupils-to-school counselors were needed in elementary, middle, and high school grade levels:

School Counselor Level	Adequate Ratio
Elementary	834-to-1
Middle	461-to-1
High	364-to-1

- To achieve the ratios indicated by the survey respondents, California will need to increase the number of school counselors by 70 percent, school psychologists by 27 percent, school social workers by 132 percent, and school nurses by 46 percent.

- Findings from the online survey, focus group discussions, and additional research data indicated that much lower ratios were needed than those reported on the survey. Professional associations recommend the following ratios:

Pupil Support Personnel	Recommended Ratio
School Counselors	250-to-1
School Psychologists	1,000-to-1
School Social Workers	800-to-1
School Nurses	750-to-1

Chapter 5: Relation Between Ratios of Pupils-to-Pupil Support Personnel and Student Well-Being, Ability to Learn, and Academic Achievement

- Students at all grade levels are perceived as having a high overall level of well-being, ability to learn, and academic achievement.
- Correlations between ratios of pupils-to-pupil support personnel and students' well-being, ability to learn, and academic achievement are low, but not statistically significant.
- Factors other than pupil ratios, especially District Profile data (e.g., cost of instruction per pupil, percent of English learners, and percent of Compensatory Education students) are more highly correlated with pupils' well-being, ability to learn, and academic achievement than pupil-to-pupil support personnel ratios.
- Research studies of school districts verify that students show significant improvement in behavior, attendance, and achievement when adequate pupil support services are provided.
- Local district and school studies indicate a positive relationship between pupil support services provided and improvement in pupils' well-being, ability to learn, and academic achievement when pupil outcomes are assessed to evaluate program effectiveness.

Chapter 6: Quality and Pupil Outcomes of Pupil Support Services

- Pupil support services are most effective when they are designed to achieve specific

student outcomes.
- Desired student outcomes vary considerably by grade level and by type of district—elementary, unified, or high school.

Chapter 7: Use of Credentialed and Contracted Pupil Support Personnel

- Credentialed personnel provide approximately 85 percent of pupil support services; over half of contracted personnel are also credentialed.
- Approximately one third of the school districts surveyed contract for pupil support personnel to some extent. Most contracted services are for school nursing and health services; school social work is the least often contracted service.
- The major reasons given for using contracted services are the need for additional personnel and lack of funding to employ adequate staff.
- The major reason given for using non-credentialed personnel is lack of adequate funding to hire credentialed personnel.

Chapter 8: Recruitment and Retention of Credentialed Pupil Support Personnel

- The major difficulties in attracting and retaining credentialed pupil support services personnel are lack of adequate funding and district budget limitations.
- The predominant district budget limitation is a lack of funding specifically designated for pupil personnel services.

CHAPTER 1: AUTHORIZATION AND METHODOLOGY

AUTHORIZATION

Existing law authorizes the governing board of any school district to provide a comprehensive educational counseling program for all students enrolled in the schools of the district. Extensive research and documentation, including reports of the California Department of Education (CDE), have indicated a need for more effective pupil support services and programs in California public schools. For example, California has consistently ranked last among all the states in the ratio of students to school counselors. In addition, hundreds of California school districts–especially small elementary districts–provide no pupil support services at all.

In September 2001, Assembly Bill 722 (AB 722) added section 49605 to the *Education Code*, requiring CDE to conduct a study of pupil support services and programs in the public schools, and to report the results of the study to the Governor and the Legislature. The bill appropriated $125,000 from the General Fund to conduct the study. A complete copy of AB 722 appears in the Appendix.

Section 1 of AB 722 defined "pupil support" as including school counselors, school psychologists, and school social workers. CDE, "in consultation with interested parties, as determined by the Superintendent of Public Instruction," was directed to conduct a study that accomplishes, but is not limited to, all of the following:

- Determine the proper ratio of pupil-to-school counselors, pupil-to-school psychologists, and pupil-to-school social workers necessary at a school to maintain adequate pupil support services.
- Examine the varying and unique needs for pupil support services in the individual school districts of the state.
- Determine the causes of difficulties in attracting and retaining credentialed pupil support personnel to work in the schools.
- Examine the design and implementation of effective pupil support services and programs.
- Examine the assessment of quality and pupil outcomes of the pupil support services provided in schools.
- Examine the correlation between a lower pupil-to-pupil support personnel ratio and a pupil's well-being, ability to learn, and academic achievement.
- Examine the use of credentialed pupil support personnel and the use of contracted pupil support personnel.

METHODOLOGY

CDE adopted a comprehensive methodology that included a work group, a statewide survey, an online Web site survey, local focus groups, and review of additional research studies. Following is a brief description of each of these methods.

Work Group

To assist in the study, CDE formed the AB 722 Work Group to provide direction, resources, referrals, and feedback for the study. The Work Group consisted of practitioners, representatives from professional associations, instructors in pupil personnel services credential training programs, and parent and student organizations. Organizations represented on the Work Group include the Association of California School Administrators, California Association of School Counselors, California Association of School Psychologists, California Association of Student Councils, California Association of Supervisors of Child Welfare and Attendance, California Association of Pupil Personnel Administrators, California Federation of Teachers, California School Boards Association, California School Counselor Association, California School Nurses Organization, California State Parent Teacher Association, California Teachers Association, and California Chapter of National Association of Social Workers.

The Work Group held three meetings in March, August, and November 2002, and guided the ongoing study, especially the development of the *Survey of Pupil Support Services*. The Work Group contributed to all aspects of the study, monitored its progress, and reviewed drafts of the report.

Statewide Survey

CDE conducted the study of pupil support services and programs in the public schools primarily by use of a *Survey of Pupil Support Services*. The survey consisted of seven sections, one related to each section of the bill. A complete copy of the survey is included in the Appendix.

Districts Included in Sample. The Survey was sent to a *controlled* stratified sample of 255 school districts–113 elementary, 93 unified, and 49 high school districts. This sample represented 19.9 percent of the elementary districts, 28.5 percent of the unified districts, 53.3 percent of the high school districts, and 25.9 percent of all the school districts in the state.

The sample included large, medium, and small districts, as well as districts in urban, suburban, and rural areas. District sizes, based on enrollment, were classified according to the categories established by the California Basic Educational Data System (CBEDS) Salary Survey. Categories are summarized in Table 1.1.

Table 1.1 - District Size, by Type of District, Based on Enrollment

District Size	High School	Elementary	Unified
Small (S)	0-999	0-999	0-4999
Medium (M)	1000-3999	1000-4999	5000-19999
Large (L)	4000+	5000+	20000+

Districts Not Included in Sample. To study pupil support services and programs in the public schools, as required, it is important to recognize one crucial limitation: of the 985 school districts in California in 2001-02, 306 districts (31 percent) provided *no pupil support services personnel at all*. The distribution of the 306 districts by type of district is shown in Table 1.2.

Table 1.2 – Districts with No Pupil Support Services, 2001-02

Type of District	Number	Percent of Districts Statewide
Elementary	292	51% of all elementary
Unified	13	4% of all unified
High School	1	1% of all high school

These districts were not included in the survey sample. Implications of this limitation are considered in the chapters that follow.

Online Survey

To supplement and confirm the results of the *Survey of Pupil Support Services*, four separate online versions of the survey were adapted, specifically for the use of parents, teachers, school board members, and students. These surveys were made available through CDE Counseling and Student Support Office Web site during the fall of 2002. The 291 online respondents included 130 parents, 125 teachers, 19 school board members, and 17 students.

Focus Groups

Focus groups were convened throughout the state to provide additional input from the field. CDE conducted 12 focus group sessions in northern, central, and southern regions of California. Participants numbered 277, including 140 student support services specialists, 81 students, 31 teachers, 15 parents, nine administrators, and one school board member. These participants represented 45 school districts, three county offices of education, and two non-public schools. The focus groups added pertinent "front-line" comments and suggestions related to the study of pupil support services in the schools. Focus group questions are included in the Appendix.

Additional Research Studies

The study also included a literature search; reviews of relevant district and organizational studies or surveys; reports and data from national professional associations; information on model district and state programs; and existing statewide studies, such as the *California Healthy Kids Survey* and the 1999 *Survey of Pupil Personnel Services* conducted by the California Commission on Teacher Credentialing (CCTC) and CDE. The final report to the Legislature took into consideration these research studies.

Survey Response

Response Rate

Of the *Survey* sample of 255, a total of 161 districts returned completed surveys, a response rate of 63 percent. This response rate is considered to be very acceptable, in terms of statistical sampling. The number and types of districts are shown in Table 1.3.

Table 1.3 – School Districts Responding to the Survey

Type of District	Number	Percent Return
Elementary	74	65%
Unified	60	65%
High School	27	55%

Representation

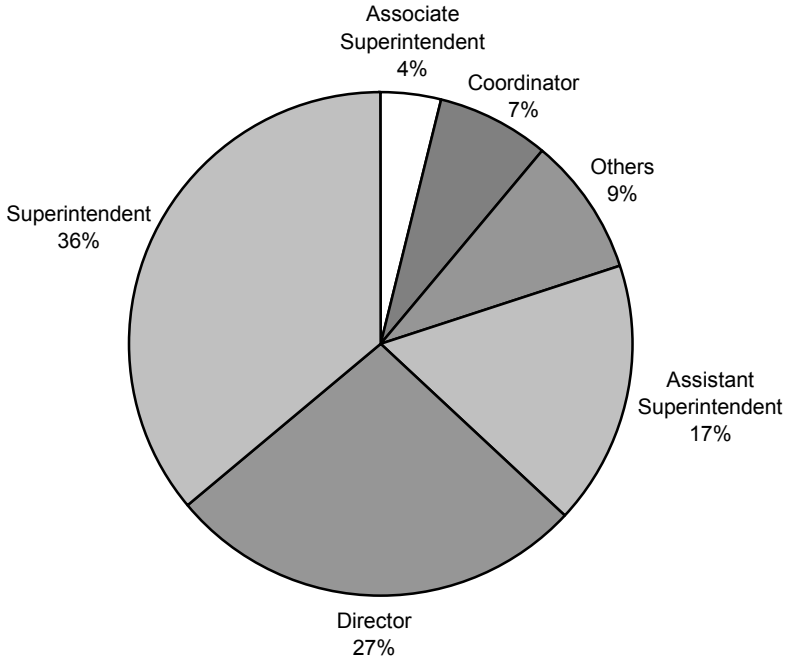
The percent of returns in Table 1.3 represent 13 percent of all the elementary districts in California, 18 percent of the unified districts, and 29 percent of the high school districts.

These 161 districts include a student enrollment of 1,355,706 in elementary school, 533,043 in middle or junior high school, and 778,689 in high school, for a total of 2,667,438 students, equal to 44 percent of California's total kindergarten through grade 12 public school enrollment in 2001-02.

Respondents

Since the survey forms were mailed to school district offices, most of the respondents were district superintendents, as expected. Chart 1.1 indicates the positions and percentages of the 161 district personnel completing the survey.

Chart 1.1 – District Personnel Completing the Survey



The 'others' included three counselors, two administrators, two program specialists, and one each–psychologist, head of guidance, guidance specialist, academic advisor, vice principal, dean, and executive officer to chancellor.

CHAPTER 2: NEED FOR PUPIL SUPPORT SERVICES

The purpose of this section is to examine the varying and unique needs for pupil support services in the state's individual school districts. This section of the *Survey* listed 22 specific services and programs, based on the services authorized by the four state Pupil Personnel Services (PPS) credential specializations (school counseling, school psychology, school social work, and child welfare and attendance). The survey requested districts to indicate the level of need for each of these specific services, considering the varying and unique needs in each district. Districts rated the need for each service according to: "Need More," "Adequate," or "Need Less."

> **The district has psychologists; however, they are used only for testing, not counseling.**
>
> **—Elementary District Superintendent**

RESULTS

A total of 159 school districts completed this section of the survey—73 elementary, 59 unified, and 27 high school districts. Overall, most districts reported that they *need more* pupil support services, with at least 50 percent of all districts stating that they *need more* of 17 of the 22 services listed.

At least 84 percent of districts reported that they *need more* of these three specific services, in rank order:

- Providing school-wide prevention and intervention strategies and counseling services
- Providing psychological counseling for individuals, groups, and families
- Identifying and providing intervention strategies for children and their families, including counseling, case management, and crisis intervention

From 50 to 74 percent of districts reported that they *need more* of the 15 following services, in rank order:

- Providing consultation, training, and professional development to teachers and parents regarding students' needs
- Coordinating family, school, and community resources on behalf of students (e.g., Student Success Teams, case management, and home visits)
- Developing, planning, implementing, and evaluating a school counseling and guidance program that includes academic, career, personal, and social development
- Assessing home, school, personal, and community factors that may affect a student's learning in a culturally competent manner
- Providing services that enhance academic performance
- Promoting higher academic achievement and social development of all students
- Obtaining appropriate services from both public and private providers, including law

enforcement and social services
- Implementing strategies to improve school attendance
- Designing strategies and programs to address problems of adjustment
- Providing professional development and technical assistance in classroom management and school-wide behavioral support systems
- Consulting with other educators and parents on issues of social development, behavioral, and academic difficulties
- Consulting with teachers, administrators, and other school staff regarding social and emotional needs of students
- Coordinating intervention strategies for management of individual and school-wide crises
- Promoting understanding and appreciation of those factors that affect the attendance of the student population
- Conducting psycho-educational assessments for the purposes of identifying special needs

Less than 50 percent of districts indicated that they *need more* of these four services:

- Participating in school-wide reform efforts
- Providing professional development to school personnel regarding state and federal laws pertaining to due process and child welfare and attendance
- Supervising a district-approved advisory program
- Addressing school policies and procedures that inhibit academic success

While generally rating the current level of services as adequate, districts indicated that they would need more of most of the services listed in order to provide a comprehensive pupil support program to achieve quality and desired student outcomes. Very few districts reported that they *need less* of any specific service, with fewer than eight percent of the districts stating they *need less* of the following:

- Participating in school-wide reform efforts
- Supervising a district-approved advisory program
- Providing professional development and technical assistance in classroom management and school-wide behavioral support systems
- Providing professional development to school personnel regarding state and federal laws pertaining to due process and child welfare and attendance

Ratings on the level of need for specific services of all 159 school districts, as well as the 73 elementary school districts, 59 unified school districts, and 27 high school districts, are presented in Appendix D.

Discussion

Survey results indicated that the vast majority of districts need more pupil support services, with at least 50 percent of all districts reporting that they need more of 17 of the 22 specific services listed in Appendix D. In discussing these findings, differences in district needs should be considered. In examining district needs, it should also be noted that nearly one-third of the school districts in California were not included in the *Survey*.

Differences in District Needs. Unified school districts indicate a greater need for more services than high school or elementary districts. This difference should be considered in providing specific services and in evaluating the relative effectiveness of those services in relation to differences in desired pupil outcomes.

Districts Not Included in the Survey. To study pupil support services and programs in the public schools, as required, it was important to recognize 306 districts (31 percent) the 985 school districts in California in 2001-02 provided *no* pupil support services personnel at all. Of those 306 districts, 292 were small elementary school districts. Those districts were *not* included in the survey sample.

SUMMARY

Conclusions based on an examination of the varying and unique needs for pupil support services in the individual school districts of the state include:

- Over half of all districts need more of all the services provided by credentialed pupil support personnel.
- Four out of five districts need more services related specifically to prevention and intervention strategies, school counseling, psychological counseling for individuals, groups, and families; and intervention strategies for children and families.
- Less than eight percent of the districts need less of any specific service.

CHAPTER 3: EFFECTIVE PUPIL SUPPORT SERVICES AND PROGRAMS

The purpose of this section was to examine the design and implementation of effective pupil support services and programs. This section of the *Survey* listed the same 22 specific services and programs given in the survey section on Needs for Pupil Support Services. Districts were asked to indicate which services and programs were provided, and to rate the effectiveness of each service provided, in terms of "meeting the needs of your students, parents, teachers, administrators, and the community." Districts rated the services provided as "Very Effective," "Effective," or "Not Effective."

> **Some efforts are not effective due to small numbers of staff available. Teachers and administrators are swamped. They need trained counselors and social workers to meet high demand for support for students with social and emotional needs.**
>
> **—Elementary District Superintendent**

RESULTS

A total of 156 school districts completed this section of the survey–71 elementary, 59 unified, and 26 high school districts. The results of the design of effective services and implementation of effective services are reported.

Design of Effective Services. The *design* of effective pupil support services and programs is indicated by the relative effectiveness of specific services, as rated by the school districts. The effectiveness of pupil support programs was indicated by the percent of districts rating these specific services as *effective* or *very effective*. In general, all services and programs were rated favorably. The median rating for all services was *effective*, with only a few variations by type of district.

The most effective services (rated as *effective* or *very effective* by over 70 percent of districts) were the following (in rank order):

- Addressing school policies and procedures that inhibit academic success regarding students' needs
- Conducting psycho-educational assessments for the purposes of identifying special needs
- Providing services that enhance academic performance
- Obtaining appropriate services from both public and private providers, including law enforcement and social services
- Coordinating intervention strategies for management of individual and school-wide crises
- Consulting with other educators and parents on issues of social development, behavioral, and academic difficulties
- Promoting higher academic achievement and social development of all students

- Participating in school-wide reform efforts
- Coordinating family, school, and community resources on behalf of students (e.g., SSTs, case management, and home visits)
- Consulting with teachers, administrators, and other school staff regarding social and emotional needs of students
- Promoting understanding and appreciation of those factors that affect the attendance of the student population

Other effective services (rated as *effective* or *very effective* by 50 to 70 percent of districts) were:

- Implementing strategies to improve school attendance
- Providing professional development to school personnel regarding state and federal laws pertaining to due process and child welfare and attendance
- Designing strategies and programs to address problems of adjustment
- Supervising a district-approved advisory program
- Assessing home, school, personal, and community factors that may affect a student's learning
- Providing consultation, training, and professional development to teachers and parents regarding students' needs
- Providing professional development and technical assistance in classroom management and school-wide behavioral support systems
- Identifying and providing intervention strategies for children and their families, including counseling, case management, and crisis intervention
- Developing, planning, implementing, and evaluating a school counseling and guidance program that includes academic, career, personal, and social development
- Providing psychological counseling for individuals, groups, and families
- Providing school-wide prevention and intervention strategies and counseling services

The effectiveness of services provided, as indicated by the ratings of 156 school districts, is summarized in Appendix E.

District ratings on program effectiveness varied very little according to the type of district responding. The most significant differences in reported levels of effectiveness were related to five specific services. Those services, and the major differences in district ratings were as follows:

- Obtaining appropriate services from both public and private providers, including law enforcement and social services—rated as more effective by unified and high school, than by elementary school districts.
- Designing strategies and programs to address problems of adjustment—rated as more effective by elementary districts than by unified and high school districts.
- Consulting with teachers, administrators, and other school staff regarding social and emotional needs of students—rated as more effective by unified districts than by high school districts.

- Coordinating family, school, and community resources on behalf of students (e.g., SSTs, case management, and home visits) —rated as more effective by unified districts than by high school districts
- Providing professional development to school personnel regarding state and federal laws pertaining to due process and child welfare and attendance—rated as more effective by high school districts than by elementary school districts

Complete ratings of services and programs listed by rank order by type of district are presented in the Appendix. These graphs show the percent of districts rating each of the 22 services and programs as 'Very Effective,' 'Effective,' and 'Not Effective.'

Implementation of Effective Services. The implementation of effective services is indicated by the extent to which the services were provided. Of the 22 services listed, 18 were provided by at least 90 percent of the districts. Only four services were not provided. Those services were:

- Supervising a district-approved advisory program—not provided in 29 percent of the districts, mostly elementary. This service was rated as effective or very effective by 62 percent of the school districts where it was provided.
- Developing, planning, implementing, and evaluating a school counseling and guidance program that includes academic, career, personal, and social development—not provided in 13 percent of the districts, predominantly elementary. This service was rated as effective or very effective by 56 percent of the school districts in which it was provided.
- Providing psychological counseling for individuals, groups, and families—not provided in 12 percent of the districts, mostly elementary. This service was rated as effective or very effective by 54 percent of the school districts where it was provided.
- Providing professional development and technical assistance in classroom management and school-wide behavioral support system—not provided in 12 percent of the districts, mostly elementary. This service was rated as effective or very effective by 58 percent of the school districts in which it was provided.

Discussion

The *design* of effective pupil support services is indicated by the effectiveness of services provided. The services that districts rated as "Effective" or "Very Effective" were considered the *most effective*. Survey results identified 11 specific services and programs that more than 70 percent of the districts considered *most effective*. Those services are designed primarily to improve or enhance student attendance, behavior, or achievement.

The *implementation* of effective services refers to the extent to which effective services are provided by the school districts. These results indicate that, in terms of implementing effective pupil support services, nine out of ten school districts are providing 80 percent of the services listed. Of the services not provided, lack of services was noted primarily in elementary school districts.

A summary of the survey ratings of the 22 services provided indicates that the most effective services and programs were provided by a variety of pupil personnel services specialists—school

counselors, psychologists, social workers, child welfare and attendance supervisors, and nurses. This finding indicates that implementing effective pupil support services requires that each district's entire pupil support staff work together to bring about desired improvements in student attendance, behavior, and achievement. These desired improvements vary by type of district. Therefore, the real effectiveness of pupil support services and programs may depend upon the extent to which they are related to *pupil outcomes* that districts strive to attain.

Relation to Pupil Outcomes. Districts have identified the outcomes that they want. They are the major pupil outcomes that districts assess "to document program effectiveness of pupil support services provided," in Chapter 6.

- Elementary Districts indicated an increase or improvement in school attendance, school safety, and in achievement test scores; they want a decrease in disciplinary actions or referrals and in absenteeism.
- Unified Districts indicated an increase or improvement in school attendance, graduation rate, achievement test scores, the number of students taking college entrance exams, and in school safety; they want a decrease in disciplinary actions or referrals, school dropout rate, absenteeism, and in school violence or vandalism.
- High School Districts indicated an increase or improvement in graduation rate, school attendance, the number of students meeting University of California entrance requirements, diversity and number of students enrolled in Advanced Placement courses, and in the number of students taking college entrance exams; they want a decrease in absenteeism.

In discussing effective pupil support services, one might ask this question: "To what extent are the services and programs provided *designed and implemented* specifically to bring about the *pupil outcomes* desired by the district?"

> **The issue is time. When counselors have the time, they are very effective. To be more effective, we need to remove clerical and quasi-administrative tasks, provide more time, and redefine role and function.**
>
> **—Unified District Director**

SUMMARY

Conclusions based on an examination of the design and implementation of effective pupil support services and programs are:

- A majority of districts indicated that nearly all pupil services and programs provided are effective or very effective.
- Program effectiveness ratings varied little by type of district.
- Nine out of ten districts are providing 80 percent of the effective services identified.
- Elementary districts most often indicated that some pupil services were not provided.
- The most effective services and programs are provided by a variety of pupil personnel

services specialists.

- The effectiveness of services and programs may be related to the attainment of desired pupil outcomes.

CHAPTER 4: RATIOS OF PUPILS-TO-PUPIL SUPPORT PERSONNEL

The purpose of this chapter is to describe the ratios of pupils-to-pupil support personnel necessary to maintain adequate pupil support services and programs as reported by the field. This section of the *Survey* requested information on the following:

- Current student enrollment in the district
- Number of full time equivalents (FTEs) of school counselors, school psychologists, school social workers, and school nurses currently employed as defined and reported on the California Basic Education Data System (CBEDS)
- Number of FTEs of school counselors, school psychologists, school social workers, and school nurses considered necessary to maintain adequate services

The *Survey* included questions related to school nurses even though nurses are not listed in the definition of *pupil support* as it appears in AB 722. School nurses were included because, in practice, most school districts consider school nursing and health services as an integral part of pupil support services and programs.

The data collected included:

- Enrollment in elementary school, middle or junior high school, and high school
- Number of FTE *school counselors* assigned to elementary school, middle or junior high school, high school, to other programs, and the total number of school counselors
- Number of FTE *school psychologists* assigned to public schools, K-12; special education, K-12; to other programs (infant, preschool, non-public, etc.); and the total number of school psychologists
- Number of FTE *school social workers* and *school nurses* assigned to public schools, K-12; to other programs; and the total number of school social workers and school nurses.

School district enrollment and numbers of FTE pupil support services being administered was taken from the 2001-02 Pupil Personnel Services CBEDS.

We don't need more ideal plans–we have them. We need more qualified personnel to work with children.

—Unified District Superintendent

RESULTS

All 161 responding school districts completed this section of the survey–74 elementary, 60 unified, and 27 high school districts. Districts provided information on current student enrollment, number of FTE pupil support personnel and school nurses currently employed, and the number of each considered necessary to maintain adequate services in the schools.

These data were used to calculate ratios of pupils-to-school counselors, pupils-to-school psychologists, pupils-to-school social workers, and pupils-to-school nurses. *Survey* ratios were obtained by dividing the sum of each district's current enrollment by the number of FTEs currently employed as reported on the district surveys. *Adequate* ratios were calculated by comparing current enrollment with the number of FTEs considered necessary by the school districts to provide adequate pupil support services and programs.

Survey ratios and *adequate* ratios for all districts are compared in Table 4.1. For simplicity, these figures have been rounded off to the nearest hundred and appear in Chapter 9—Findings and Recommendations—as school counselors, 500-to-1; school psychologists, 1,300-to-1; school social workers, 4,100-to-1; and school nurses, 1,300-to-1.

Table 4.1 - Survey and Adequate Ratios, All Districts, K-12

Pupil Support Personnel	Survey Ratio	Adequate Ratio
School Counselors	877/1	515/1
School Psychologists	1,588/1	1,273/1
School Social Workers	9,486/1	4,081/1
School Nurses	1,893/1	1,255/1

The ratios for all districts do not accurately portray the differences in the number of pupil support personnel necessary to maintain adequate services in elementary, unified, and high school districts. *Adequate* ratios by type of district are presented in Table 4.2.

Table 4.2 - Adequate Ratios by Type of District

Pupil Support Personnel	Type of District		
	Elementary	Unified	High School
School Counselors	793/1	498/1	395/1
School Psychologists	1,138/1	1,269/1	1,651/1
School Social Workers	3,452/1	4,555/1	2,617/1
School Nurses	1,548/1	1,194/1	2,189/1

These results document the need for significant increases in pupil support personnel in all districts in order to maintain adequate pupil services in the schools. In order to achieve an adequate ratio, California would need to increase the FTE school counselors by 70 percent, school psychologists by 27 percent, school social workers by 132 percent, and school nurses by 46 percent. A more complete summary of *survey* and *adequate* FTEs and ratios, by district type and school level is presented in Appendix F.

Discussion

The results of the survey indicate the need to increase the number of pupil support personnel in school districts in order to ensure adequate pupil support for students. Other factors discussed are adequacy of current services, school district type, and ratios by pupil support personnel.

Districts Providing No Pupil Support Services. An important factor to be considered in discussing adequate pupil ratios is the number of districts that provide no pupil support services. The adequate ratios of pupils-to-pupil support service personnel reported here reflect the needs of districts *providing* pupil personnel services. Of the 985 school districts in California in 2001-02, 306 districts (31 percent) provided *no* pupil support services personnel at all. In calculating ratios statewide and by counties, we include all districts, even those with no pupil support services. For example, CBEDS reports on district pupil ratios include ratios derived by comparing the number of FTE pupil services personnel with the total student enrollment of each district. Therefore, some district and county ratios may be misleading, as well as statewide data based on district and county ratios reported on the *Survey,* because not all districts employ pupil personnel services.

Adequacy of Current Services. The numbers of school counselors, psychologists, social workers, and nurses currently employed were compared to the numbers considered necessary to maintain adequate services. Overall, 29 percent of the districts surveyed indicated that their current number of combined pupil support personnel was adequate; 70 percent indicated a need for more, and 1 percent indicated a need for fewer personnel. Of the 113 districts needing more FTEs in order to provide adequate services, 79 percent requested more school counselors, 76 percent requested more school nurses, 67 percent requested more school psychologists, and 59 percent requested more school social workers. These results are summarized in Table 4.3.

Table 4.3-Adequacy of Number of Pupil Support Personnel

	Percent of Districts Reporting Adequacy of Current Services		
Pupil Support Personnel	**Adequate**	**Need More**	**Need Fewer**
School Counselors	17%	79%	4%
School Psychologists	32%	67%	1%
School Social Workers	41%	59%	0
School Nurses	23%	76%	1%
Total	**29%**	**70%**	**1%**

Results varied slightly depending on whether the school district was an elementary, a unified, or a high school district. As shown on Table 4.4, more unified districts than elementary or high school districts reported a need for additional pupil support personnel, but the variation was not significant.

The survey results also varied according to size of districts. When grouped by size, the medium-sized and large districts indicated a greater need for more pupil support personnel than did small districts.

Table 4.4-Pupil Support Personnel by District Type

Elementary	Adequate	Need More	Need Less
Counselors	12%	80%	8%
Psychologists	36%	74%	0%
Social Workers	45%	55%	0%
Nurses	27%	70%	3%
Total	**30%**	**68%**	**2%**
Unified	**Adequate**	**Need More**	**Need Less**
Counselors	15%	82%	3%
Psychologists	23%	75%	2%
Social Workers	43%	57%	0%
Nurses	33%	67%	0%
Total	**25%**	**73%**	**2%**
High School	**Adequate**	**Need More**	**Need Less**
Counselors	33%	63%	4%
Psychologists	37%	63%	0%
Social Workers	37%	63%	0%
Nurses	19%	81%	0%
Total	**31%**	**68%**	**1%**

Ratios by Support Personnel Specialists. Survey participants were asked to indicate their current number of FTEs and their desired number of FTEs to maintain adequate pupil support services. These numbers were used to determine ratios of pupils-to-school counselors, pupils-to-school psychologists, pupils-to-school social workers, and pupils-to-school nurses.

School Counselors

As Table 4.5 shows, survey results from the 161 responding school districts indicate that the adequate pupil-to-counselor ratio necessary to maintain adequate services was 515-to-1, significantly less than the current pupil-to-school counselor ratio of 877-to-1. Most of the increased FTEs are needed at the elementary level. An adequate elementary student-to-counselor ratio of 834-to-1 represents a 261 percent increase in elementary school counselors. The

adequate middle level student-to-counselor ratio of 461-to-1 represents a 44 percent increase in middle school counselors. The student-to-counselor ratio determined to be adequate at the high school level was 364-to-1 and represents a 34 percent increase in high school counselors. Overall, respondents reported a desired increase of 70 percent over the current number of school counselors.

Table 4.5 – Average School Counselor Ratios

School Level	Survey Ratio	Adequate Ratio
Elementary	3,009/1	834/1
Middle	665/1	461/1
High	486/1	364/1
Total K-12	**877/1**	**515/1**

The ratios are based on the combined data from elementary, unified, and high school districts. When examined by type of district, the results vary. The lowest current student-to-counselor ratios are found in high school districts, and the highest ratios are in the elementary districts. More information on school counselor ratios is presented in Appendix F.

School Psychologists

Survey results indicate that the pupils-to-school psychologist ratio must be 1273-to-1 in order to maintain adequate services. This is significantly less than the current pupil-to-school psychologist ratio of 1588-to-1 documented in the survey. To attain this adequate ratio would require an average increase of 25 percent in the number of FTE school psychologists.

In elementary and unified school districts, the need for additional school psychologist FTEs was greatest in general education. In high school districts, there was a greater need for school psychologists in special education. More information on school psychologist ratios is provided in Appendix F.

School Social Workers

The survey results show that an adequate ratio of pupils-to-school social worker is 4081-to-1. This number of students is approximately 5000 less than the current ratio of 9486 students per school social worker. To attain the adequate ratio would require an overall increase of 132 percent in the total number of social workers and an increase of more than 600 percent of school social workers assigned to general education students.

The need for more social workers was the greatest need of the pupil support services studied, even though social workers serve in positions with other job classifications, such as school counselors, and therefore may not be reported as school social workers on the CBEDS database. Unified districts, where 85 percent of the school social workers are employed, indicated that an increase of 674 percent was needed. In considering these ratios, it should be noted that very few

school districts have any school social workers. It would therefore be difficult for them to determine whether such services are adequate or needed.

The student-to-school social worker ratio determined to be adequate in this study was 4081/1, considerably higher than what is recommended by professional associations. This may be due to the fact that school social workers are employed mainly by larger urban districts. Nearly every school district that currently employed school social workers indicated additional FTE's would be necessary to provide adequate services. However, districts that did not have school social workers did not indicate the need for them. One conclusion may be that districts that employ school social workers knew the added value they provide to a student's education and felt more were needed to provide *adequate services*.

School Nurses

The adequate pupil-to-school ratio was calculated to be 1292-to-1, lower than the current ratio of 1893-to-1. To achieve this ratio would require an overall increase of 46 percent in FTE school nurses, primarily in general education programs.

Overall, elementary districts reported the greatest desired increase in school nurses. Unified Districts indicated that a ratio of 1194-to-1 was adequate; for high school districts, the adequate ratio was 2189-to-1.

Comparison Of Ratios

The pupil-to-pupil support personnel ratios discussed in this section are based on data from the *Survey*. The survey ratios and the adequate ratios calculated are considerably different from statewide ratios and recommended ratios. The various ratios are presented in Table 4.6.

- *Statewide ratios* are calculated by dividing the total state K-12 enrollment by the number of FTE personnel in each of the pupil support services specialist areas.
- *Survey ratios* are based on the student enrollment and FTEs of the districts participating in the survey. Only districts with pupil support personnel specialists were included in the survey.
- *Adequate ratios* are determined from information reported by the districts participating in the survey.
- *Recommended ratios* are those suggested as adequate by national organizations representing the different support personnel specialists–the American School Counselor Association, the National Association of School Psychologists, the School Social Work Association of America, and the National Association of School Nurses.

Table 4.6-Ratios of Support Personnel Specialists

Pupil Support Personnel	Statewide Ratio	Survey Ratio	Adequate Ratio	Recommended Ratio
School Counselors	954/1	877/1	515/1	250/1
School Psychologists	1,658/1	1,588/1	1,273/1	1,000/1
School Social Workers	33,561/1	9,486/1	4,081/1	800/1
School Nurses	2,516/1	1,893/1	1,292/1	750/1

> High caseloads and lack of personnel hinder our effectiveness.
>
> **—Unified District Coordinator**

SUMMARY

Findings from the *Survey* results indicate that adequate ratios of pupils-to-pupil support services specialists necessary to maintain adequate pupil support services and programs are:

- School counselors 515-to-1
- School psychologists 1,273-to-1
- School social workers 4,081-to-1
- School nurses 1,292-to-1

Adequate ratios of pupils-to-school counselors by grade level are:

- Elementary schools 834-to-1
- Middle or junior high 461-to-1
- High schools 364-to-1

CHAPTER 5: RELATIONSHIP BETWEEN RATIOS OF PUPILS-TO-PUPIL SUPPORT PERSONNEL AND PUPIL WELL-BEING, ABILITY TO LEARN, AND ACADEMIC ACHIEVEMENT

The purpose of this section is to examine the correlation between a lower pupil-to-pupil support personnel ratio and pupils' well-being, ability to learn, and academic achievement. To examine these relationships, the study employed two sets of data—*Survey* questions and correlations between variables. This is the only section of the study that relied primarily upon data obtained from sources other than the *Survey* questions.

SURVEY QUESTIONS

This section of the *Survey* consisted of three general questions regarding student performance or behavior. To assist respondents in answering these questions, the *Survey* provided operational definitions of the terms 'pupils-to-pupil support personnel ratio,' 'pupils' well-being,' 'ability to learn,' and 'academic achievement.' These terms are defined in the *Survey*. Following the definitions, respondents were asked to rate the pupils in the district—at the elementary school, middle or junior high school, and high school levels—on their overall level of well-being, ability to learn, and academic achievement, on a scale of 1 to 10 (with 10 being the highest).

Results of Survey Data

A total of 154 school districts completed this section of the survey—73 elementary, 55 unified, and 26 high school districts. All ratings were relatively high. The ratings are summarized in the table below:

Table 5.1-Summary of Ratings

	Elementary		Middle/Jr. High		High	
	Median	Average	Median	Average	Median	Average
Pupils' Well-Being	7.0	6.8	7.0	6.5	6.0	6.4
Ability to Learn	7.0	7.1	7.0	6.0	7.0	7.0
Academic Achievement	7.0	6.8	7.0	6.5	6.0	6.2

These results indicate that the districts' students were rated as follows: elementary school students have the highest overall level of well-being, ability to learn, and academic achievement. Middle or junior high school students have a higher level of well-being and academic achievement than high school students, but a lower level of ability to learn. High school students rate lowest on well-being and achievement.

Correlations Between Variables

In order to examine the correlation between a lower pupil ratio and pupils' well-being, ability to learn, and academic achievement, data were collected on the ratios of pupils-to-pupil support personnel and on 15 additional district factors (variables) related to these three aspects of student behavior and performance. The main source of this additional information was District Profile data available online from Ed-Data on CDE Website <http://www.cde.ca.gov>. These variables are defined as follows:

Pupils-to-Pupil Support Personnel Ratios

- Ratios of pupils to pupil support personnel (based on CDE *Pupil Personnel Services 2001-02 Report*, California Basic Educational Data System—CBEDS)

Pupils' Well-Being and Ability to Learn

- Average Daily Attendance (ADA) expressed as a percent of enrollment, 2000-01
- School safety—total number of incidents per 1,000 pupils, for 7 specified categories of crimes, as reported on the California Safe Schools Assessment (CSSA), 2000-01

Academic Achievement

- Academic Performance Index (API)—percent of district schools with a 2001 Statewide API 2001 rank of 6 to 10
- Standardized Testing and Reporting (STAR) 2002 Test Results—Stanford 9 Scores, sum of percent scoring at or above 50th percentile in 3 grades, on Total Reading
- STAR 2002 Test Results—Stanford 9 Scores, sum of percent scoring at or above 50th percentile in 3 grades, on Total Math
- STAR 2002 Test Results—Stanford 9 Scores, sum of percent scoring at or above 50th percentile in 3 grades, on Total Language
- California 2002 Standards Test Scores—average of mean scaled scores, in 3 grades, on English/Language Arts
- California 2002 Standards Test Scores—average of mean scaled scores, in 3 grades, on Mathematics
- Graduates—percent of graduates with University of California and California State University required courses (unified and high school districts)

The three grades selected for all achievement measures were: Grades 4, 7, and 8 in K-8 elementary districts, or 4, 5, and 6 for K-6 districts; Grades 4, 7, and 10 in unified districts; and Grades 9, 10, and 11 in high school districts.

District Profile Data

Data traditionally related to student performance:

- Expenditures—cost per pupil for instruction
- Percent minority enrollment
- Percent English Learners
- Percent of students receiving free or reduced-price meals
- Percent CalWORKS students
- Percent Compensatory Education students

Interpretations of Correlations

In interpreting correlations, it should be noted that *correlation does not mean causation.* That is, if two variables or factors are correlated, at any level of statistical significance, that correlation does not indicate that one is the cause of the other. For example, the fact that a lower pupil-to-pupil personnel ratio correlates with higher school safety (lower crime rate) does not mean that one factor causes the other.

In examining coefficients of correlation, in some cases a *positive* correlation is desirable, while in other cases a *negative* correlation is desirable. A positive correlation indicates that when one measure increases, the other measure increases also. For example, there is a high positive correlation between students' test scores in reading and test scores in English and language arts. A negative correlation indicates that when one measure increases, the other decreases. For example, there is a low negative correlation between pupil ratios and district cost of instruction per pupil.

Results

Correlations Between Pupil Ratios and Pupils' Well-Being, Ability to Learn, and Academic Achievement

These correlations are listed, by type of district, in Table 5.2

Table 5.2 – Correlations Between Pupil Ratios and Pupils' Well-Being, Ability to Learn, and Academic Achievement

Coefficients of Correlation Between Ratios and Nine Variables			
	Correlation, by Type of District		
Variables	Elementary	Unified	High School
Attendance	.190	.089	.166
School safety	.046	.002	–.494
Academic Performance Index	–.063	0	.071
Stanford 9 Scores – Reading	–.041	.063	–.054
Stanford 9 Scores – Math	–.038	.068	.109
Stanford 9 Scores – Language	–.009	.047	.079
Standards Test Scores – English/Language Arts	.005	.045	.048
Standards Test Scores – Mathematics	.008	.109	.243
Graduates with UC/CSU courses	n/a	–.066	.212

All of these correlations were low. No correlations were statistically significant. They did indicate, however, that *lower pupil-support personnel ratios* are slightly related to the following outcomes:

- Lower school attendance – ADA (r = + .089 to +.190)
- Higher school safety (lower crime rate) in elementary and unified districts (r = +.046 and +.002), and lower school safety in high school districts (r = –.494}
- Lower Academic Performance Index (fewer high-ranking schools) in high school districts (r = +.071), and higher API scores in elementary districts (r = –.063)
- Higher Stanford 9 Reading scores in elementary and high school districts (r = –.041 and -.054), and lower Reading scores in unified districts (r = +.063)
- Higher Stanford 9 Math scores in elementary districts (r = –.038), and lower Math scores in unified and high school districts (r = +.068 and +.109)
- Higher Stanford 9 Language scores in elementary districts (r = –.009), and lower Language scores in unified and high school districts (r = +.047 and +.079)
- Lower 2002 Standards test scores in English/Language Arts in all districts (r =+ .005 to +.048)
- Lower 2002 Standards test scores in Math in all districts (r =+ .008 to +243)
- Higher percentage of Graduates with UC/CSU courses in unified districts (r = –.066), and lower percentage in high school districts (r = +.212)

Correlations Between Pupil Ratios and District Profile Data

These correlations are listed, by type of district, in Table 5.3.

Table 5.3 – Correlations Between Pupil Ratios and District Profile Data

Coefficients of Correlation Between Ratios and Six District Variables			
	Correlation, by Type of District		
Variables	Elementary	Unified	High School
Cost of Instruction, per pupil	–.177	–.024	–.313
Percent Minority Enrollment	.127	–.195	.138
Percent of English Learners	.015	–.178	.272
Percent Free or Reduced Price Meals	–.107	–.077	–.064
Percent CalWORKs students	–.257	–.028	–.084
Percent Compensatory Education students	–.200	.112	.111

These correlations were not statistically significant. They did indicate, however, that lower pupil-support personnel ratios are slightly related to the following district characteristics:

- Higher costs of instruction per pupil in all districts (r = –.177, –.024, and –.313)
- Lower percent of minority enrollment in elementary and high school districts (r = +.127 and +.138), and higher percent in unified school districts (r = –.195)
- Lower percent of English Learners in elementary and high school districts (r = +.015 and +.272), and higher percent in unified school districts (r = –.178)
- Higher percent of students receiving free or reduced price meals in all districts (r = –.107, -.077, and -.064)
- Higher percent of CalWORKs students in all districts (r = –.257, –.028, and –.084)
- Higher percent of Compensatory Education students in elementary districts (r = –.200), and lower percent in unified and high school districts (r = +.112, +.111)

Correlations Between Variables Other Than Pupil Ratios

Correlations were calculated between each of the District Profile data variables listed in Tables 5.2 and 5.3. These correlations are summarized in Appendix G, by type of district—elementary, unified, and high school districts.

An examination of these results indicates that, in general, District Profile data were more positively correlated with pupils' well-being, ability to learn, and academic achievement, than pupil ratios were.

> **Poverty, second language status, and low parental education do not equal low ability but they do make low scores more likely.**
>
> **—High School District Superintendent**

Discussion

In discussing the relation between pupil ratios and pupil's well-being, ability to learn, and academic achievement, several complex concepts must be considered. These concepts include a definition of terms, district ratings, correlations with pupil ratios, correlations between variables other than pupil ratios, relation to student outcomes, and relationships with other data or research studies.

Definition of Terms. Although 'academic achievement' is a relatively concrete construct that is easily assessed and documented, other aspects of pupil performance and behavior, such as 'pupils' well-being' and 'ability to learn' are rather abstract and more difficult to measure. Standard dictionary definitions for *well-being, ability*, and *learning* were considered in developing the definitions included in the *Survey*. Most respondents had no difficulty in rating their students on their overall level of well-being, ability to learn, and academic achievement. Only two respondents commented on the subjective nature of the questions.

District Ratings. Respondents' ratings of pupils on well-being, ability to learn, and academic achievement were high—all ratings of 6 and above on a scale of 1 to 10, with only slight variations by grade levels or type of district. As noted, elementary school students are

perceived as having a higher overall level of well-being, ability to learn, and academic achievement than middle or junior high school students. Middle or junior high school students rate higher than high school students in unified districts, but lower than high school students in high school districts. Because of the lack of a suitable range in the distribution of ratings, there was no correlation calculated between the district ratings and other measures related to pupil performance.

Correlations with Pupil Ratios. Correlations between pupil ratios and indicators of pupil well-being, ability to learn, academic achievement, and district profile data were not statistically significant. Several relationships, however, were evident:

- Lower ratios were not related to higher attendance, but were related to higher school safety (lower crime rates) in most districts.
- Lower ratios were related to higher academic achievement in elementary districts, but not in unified or high school districts.
- Lower ratios were related to high percentage ratings on most district profile data (in 12 measures out of 18). The correlations were higher and more positive in high school and elementary than in unified school districts.

Correlations Between Variables Other Than Pupil Ratios. Variables other than pupil ratios were more related to school safety, attendance, academic achievement, and to district profile data than were pupil ratios.

A review of the correlations reported in Tables 1.3, 1.4, and 1.5 in Appendix G revealed many relationships among these variables. The most important finding was that, in nearly all cases, at all levels*, variables related to academic achievement were correlated positively with each other but negatively with district profile data.*

For example, the highest correlations noted for each variable were as follows:

- Attendance – related to low minority enrollment
- School safety – related to reading and math scores
- Academic Performance Index – related to Stanford language and reading scores
- Stanford 9 Scores in Reading – related to test scores in language and language arts
- Stanford 9 Scores in Math – related to Standards test scores in language arts
- Stanford 9 Scores in Language – related to Standards test scores in English
- Standards Test Scores in English/Language Arts – related to Stanford test scores in reading and language
- Standards Test Scores in Mathematics – related to Stanford test scores in math
- Cost of Instruction, per pupil – related to low attendance
- Percent Minority Enrollment – related to percent of English learners
- Percent English Learners – related to high minority enrollment and low reading scores
- Percent Free or Reduced Price Meals – related to low Stanford reading scores and high minority enrollment
- Percent CalWORKs students – related to low Stanford language scores
- Percent Compensatory Education students – related to free or reduced price meals

Relation to Student Outcomes. Factors other than ratios of pupils-to-pupil support personnel are more related to pupil well-being, ability to learn, and academic achievement. District profile data are also more closely related than pupil ratios to student outcomes, especially attendance and school safety.

These findings are consistent with the major pupil outcomes used by school districts to document the effectiveness of pupil support services. Those pupil outcomes, from Chapter 6, include the following:

- An increase or improvement in school attendance, school safety, achievement test scores, school climate, grades, and grade point averages
- A decrease in absenteeism, school violence or vandalism, school tardiness, and aggressiveness, hostility, or bullying

Summary

Conclusions based on an examination of the correlations between lower pupil-to-pupil support personnel ratios and pupils' well-being, ability to learn, and academic achievement indicate:

- Elementary school students are perceived as having a higher overall level of well-being, ability to learn, and academic achievement than middle or junior high school students.
- There is little or no relationship between district ratings of pupils on levels of well-being, ability to learn, and academic achievement and other measures or indicators of those three aspects of pupil behavior and performance.
- Correlations are low between lower pupil ratios and indicators of pupil well-being, ability to learn, academic achievement, and district profile data.
- The correlations are higher in unified districts than in elementary and high school districts.
- Variables other than pupil ratios are more positively related to school safety, attendance, and academic achievement, than pupil ratios.
- Nearly all variables related to academic achievement are correlated positively with each other but negatively with district profile data.

Factors other than lower pupil ratios, especially district profile data, are more highly related to pupils' well-being, ability to learn, and academic achievement than pupil-to-pupil support personnel ratios.

CHAPTER 6: QUALITY AND STUDENT OUTCOMES OF PUPIL SUPPORT SERVICES

The chapter discusses the assessment of quality and pupil outcomes of the pupil support services provided in schools. The *Survey* asked responding schools the following:

- What methods are used to assess the quality or effectiveness of pupil support programs and services?
- What are the major pupil outcomes that you assess to document the effectiveness of pupil support services?
- What is the most significant indicator used to assess effectiveness?

Respondents selected items from two lists. One list featured standardized measures, and scales and the other informal instruments or devices to indicate methods used. Respondents also selected items from a second list to indicate major pupil outcomes assessed. The list of pupil outcomes consisted of examples of an *increase or improvement* in positive student performance or behavior and examples of a *decrease* in negative performance or behavior. Respondents checked *services and programs provided*, *pupil outcomes*, or *both* to report the most significant indicator of effectiveness.

Testing takes much of the counselor's time that could be used in areas needed more.

--High School Guidance Director

RESULTS

All 161 responding school districts completed this section of the survey–74 elementary, 60 unified, and 27 high school districts. Survey results indicated the methods districts used to assess the quality of services provided, major pupil outcomes used to document effectiveness of services, and the most significant indicator of effectiveness.

Methods Used to Assess Quality of Services. Methods used to assess the quality of services were *standardized measures and scales,* and *informal instruments*. The ten standardized *measures and scales* used most often are listed in rank order from most to least used:

1. Academic Performance Index (API)
2. California High School Exit Exam (CAHSEE)
3. Achievement tests
4. California Healthy Kids Survey (CAHKS)
5. Teachers' rating scales
6. California Safe Schools Assessment (CSSA)
7. Tests of psychomotor skills and physical fitness
8. Student self-report inventories
9. Parents' rating scales
10. Other

All responding districts chose the *Academic Performance Index (API)* as the most important standardized measure. There was considerable consistency in the use of the various measures. The only significant difference reported was expected: high school and unified districts ranked the use of the California High School Exit Exam (CAHSEE) as second and third, while elementary districts ranked it last. Rankings by type of district school appears in Appendix H.

Informal Instruments or Devices–the ten *informal instruments or devices* used most are listed in rank order from most to least used:

1. Observation of classroom behavior
2. School Accountability Report Card (SARC)
3. District-developed surveys
4. Observation of playground or campus behavior
5. Teacher interviews
6. Parent interviews
7. Student interviews
8. Teacher-made achievement tests
9. Autobiographical data (portfolios, etc.)
10. Other

The use of informal instruments did not vary much by type of district. High school and unified districts chose the *School Accountability Report Card* (SARC) as the most important informal instrument, while elementary districts chose observation of classroom behavior as the most important. Rankings by type of district, e.g., elementary, unified, and high school appear in Appendix H.

Major Pupil Outcomes Assessed to Document Effectiveness. In rank order, the ten major pupil outcomes used most to document the effectiveness of pupil support services in districts are:

1. Decrease in disciplinary actions or referrals
2. Increase or improvement in school attendance
3. Decrease in absenteeism
4. Increase in school safety
5. Increase or improvement in achievement test scores
6. Decrease in school violence or vandalism
7. Increase or improvement in school climate
8. Increase or improvement in grades and grade point average (GPA)
9. Decrease in school tardiness
10. Decrease in aggressiveness, hostility, or bullying

The major *pupil outcomes* used to document the effectiveness of services provided were different in elementary school districts in comparison to high school and unified districts. The main outcomes identified by at least 75 percent of the districts are listed below by *type* of district:

Elementary School Districts

- Decrease in disciplinary actions or referrals

- Increase or improvement in school attendance
- Increase in school safety
- Decrease in absenteeism
- Increase or improvement in achievement test scores

Unified School Districts

- Increase or improvement in school attendance
- Decrease in disciplinary actions or referrals
- Increase in graduation rate
- Increase or improvement in achievement test scores
- Decrease in school dropout rate
- Decrease in absenteeism
- Increase in number of students taking college entrance exams
- Increase in school safety
- Decrease in school violence or vandalism

High School Districts

- Increase in graduation rate
- Increase or improvement in school attendance
- Number of students meeting University of California entrance requirements
- Diversity and number of students enrolled in Advanced Placement (AP) courses
- Increase in number of students taking college entrance exams
- Decrease in absenteeism

The complete rankings of pupil outcomes are summarized in Appendix H.

Assessing Program Effectiveness. In assessing the effectiveness of pupil support services, districts cite the services and programs it provided, or the pupil outcomes (changes in performance as a result of services and programs), or both. The survey results showed that 62% of districts used both services and programs provided and pupil outcomes to assess program effectiveness, 26% indicated using pupil outcomes, and 12% used services and programs. Elementary districts used pupil outcomes to assess program quality and effectiveness more than high school and unified districts. Unified districts used services and programs more than elementary and high school districts.

Discussion

When discussing the quality of pupil services, it is necessary to consider the methods used to assess the effectiveness of services provided, and the resulting student outcomes. There was considerable consistency in the methods used to document the effectiveness of pupil services provided, but a great deal of variation in the pupil outcomes identified to indicate program effectiveness. One of the limitations of this study was that the most widely used indicator of academic achievement, the *Academic Performance Index*, reports school-level scores but does not provide district-wide data.

Student Outcomes. Pupil outcomes in general are related to three aspects of student performance–attendance, behavior, and achievement. The major outcomes identified by districts include all three areas, with important differences between districts.

Elementary school districts focus on behavior and attendance, while high school and unified districts place more emphasis on achievement and preparation for college and university entrance. Unified districts consider a decrease in disciplinary actions or referrals and an increase or improvement in school attendance as the most important pupil outcomes.

High school districts and unified districts list a higher graduation rate, a lower school dropout rate, more students taking college entrance examinations, and more students meeting University of California entrance requirements in the ten most desirable pupil outcomes. High school districts consider the increase or improvement in graduation rate as the most important pupil outcome. High school districts do not rate improvement in achievement test scores, decrease in school violence, improvement in school climate, or decrease in school tardiness in the ten most important pupil outcomes.

Review of Additional Research Studies. When pupil outcomes are assessed to document pupil support services program effectiveness, a positive relationship between programs and services and pupils outcome is documented. In a Missouri statewide evaluation study for accreditation review, Lapan, Gysbers, and Sune (1997) investigated the impact of a fully implemented guidance program on the school experience of high school students. Survey data using a self-study process was collected from students, parents, and school personnel. In schools with "more fully implemented comprehensive guidance programs" findings showed:

1. Students reported higher grades.
2. Students were more likely to indicate that their school was preparing them well for later life.
3. Students were more likely to report that career and college information was readily available to them.
4. Students were more likely to report a positive school climate (defined primarily in terms of perceptions of safety, orderliness and belonging).

The Orange County Department of Education (2002) conducted a study to investigate prevention program effectiveness and how, if effective, prevention programs support student achievement. This study documents the effective use of prevention activities using a multidisciplinary core group of educators, parents, and community members to affect changes in student achievement and well-being. Using a variety of interventions and youth development activities, school sites that implemented academic and prevention programs demonstrated considerable improvement in their Academic Performance Index scores as well as improvement in student self-esteem, commitment to learning, and positive identity. Five findings of the study were statistically significant ($p < .05$):

1. Elementary and middle school students who were not exposed to consistent prevention and youth development activities showed a significant decrease in their commitment to learning.

2. Elementary and middle school students who were exposed to consistent prevention and youth development activities showed a significant increase in their test scores and commitment to learning.
3. Elementary and middle school students exposed to consistent prevention and youth development activities reported that they were more connected to teachers, school, and community.
4. Elementary and middle school students exposed to consistent prevention and youth development activities reported feeling safer in school.
5. Teachers' attitudes toward their work environment and level of involvement with youth showed improvement when promoting a positive "school culture" and empowering students at their school.

Another study, examined the relationship between assets and API scores using data from the resiliency module report from the *California Healthy Kids Survey* (2001). An aggregated database of all CHKS surveys for grades 7, 9, and 11 indicated "schools where students are low in health risk factors and high in protective factors have higher levels of academic achievement than other schools." Three statistically significant indicators emerged after controlling for school demographic differences of race/ethnic composition of the school, average parental education, percent of students receiving subsidized meals, and school grade. The significant health risk indicator was eating breakfast on the day of the survey. The second significant indicator was student perception of school safety. The third major indicator was the student perception of high levels of assets across four environments: the school, family, community, and peer group. Student perception of the protective factors of caring relationships, high expectations, and meaningful opportunities to participate are those assets most related to low levels of involvement in risk behaviors, academic achievement, and positive youth development. Student support programs promote the development of connectedness, provide caring relationships, encourage high expectations, and assist students to participate in meaningful opportunities.

School-based studies also demonstrate the relationship between affective counseling programs and student outcomes. For example, Moreno Valley Unified School District (MVUSD) adopted a results-based school counseling program aligned with the American School Counselor Association National Standards. Results of MVUSD counseling programs show student outcomes in all three standard domains: academic, personal/social, and career (Hatch & Holland, 2003). For example:

- At one elementary school, students with irregular attendance were identified and presented counselor lessons in large groups and individually to emphasize the relationship of attendance and grades. In the next year, 95 percent of the students targeted improved their attendance.
- At another elementary school, there were 177 suspensions in one school year. The following year, the school counselor presented classroom lessons on violence prevention in all grades, and a 70 percent decrease in suspensions occurred.
- In one MVUSD alternative high school, 225 eighteen year olds were monitored every six weeks for credit completion and post-high school plans. Their credit earning average exceeded that of other students, and out of the 225 students monitored, only 12 students chose not to continue in post-secondary education.

Numerous other studies demonstrate the effectiveness of pupil support programs and services. Some examples are the following: reduction of high school attrition (Praport, 1993), dropout prevention (Kaufman, Klein, & Frase, 1999), suicide prevention (Jones, 2001), trauma and grief counseling (Chavez, 2003), decrease in number of discipline referrals (Myrick & Sorensen, 1992), improvement in grades (Boutwell & Myrick, 1992), reduction of bullying behaviors and improvement of school climate (Hanish, & Guerra, 2000), violence prevention (Commission for the Prevention of Youth Violence, 2000), improvement of student achievement (Lee, 1993) and encouragement of student educational expectations (Mau, Hitchcock, & Calvert, 1998).

Relation to National Standards. The American School Counselor Association, in its *National Standards for School Counseling Programs*, classifies school counseling services and programs into three domains–academic, career, and personal development. Outcomes in the academic domain appear in the top ten pupil outcomes identified by all three types of school districts. Districts ranked pupil outcomes in the career domain, such as enrollment in career and technical training programs, work-based learning activities, and individual career development plans, in the lowest fourth of selected pupil outcomes. Personal and social outcomes were dispersed throughout the rankings, with some specific outcomes, such as a decrease in anxiety, suicidal tendencies, or depression, considered among the least important.

Counselors must be aware of and adopt National Standards…

--Unified District Guidance Coordinator

SUMMARY

Conclusions based on an examination of the assessment of quality and pupil outcomes of the pupil support services provided in schools are:

1. Both standardized tests and informal instruments are used to assess the quality of services provided in schools.
2. Desired pupil outcomes are related primarily to student attendance, behavior, and academic achievement.
3. Elementary school districts emphasize outcomes related to student discipline, attendance, safety, and achievement.
4. Unified school districts stress outcomes related to student attendance, discipline, graduation, achievement, college entrance examinations, and safety.
5. High school districts focus on outcomes related to student graduation, attendance, completion of university course requirements, enrollment in Advanced Placement classes, and college entrance examinations.
6. Nearly all districts assess the quality and effectiveness of their pupil support services by both the number of services provided and the resulting pupil outcomes.

CHAPTER 7: USE OF CREDENTIALED AND CONTRACTED PUPIL SUPPORT PERSONNEL

The purpose of this section is to examine the use of credentialed pupil support personnel and the use of contracted pupil support personnel. This section of the *Survey* consisted of four detailed questions, related to the following:

- Percent of pupil support services provided by credentialed school counselors, psychologists, and social workers, employed or contracted
- Percent of school nursing services provided by credentialed school nurses, non-credentialed personnel, and other, employed or contracted
- Percent of services provided by non-credentialed licensed personnel
- Percent of contracted services for school counseling services, for school psychological services, and for school social work services
- Others (paraprofessionals, interns, etc.), employed or contracted
- Major reasons for using non-credentialed personnel
- Major reasons for using contracted services

RESULTS

A total of 159 districts completed this section of the survey–73 elementary, 59 unified, and 27 high school districts. Results indicated the percent of district pupil support services and school nursing services that were provided by credentialed and contracted personnel, how contracted services were distributed, major reasons for contracting, and major reasons for using non-credentialed personnel.

Credentialed Services. The percent of pupil support services provided by credentialed personnel varied considerably by the type of district. In elementary districts, 82.9 percent of personnel were credentialed. In high school districts, 84.6 percent were credentialed. In unified districts, 86.5 percent were credentialed. These results are summarized in Table 7.1 – Use of Credentialed and Contracted School Counselors, Psychologists, and Social Workers.

Table 7.1 – Use of Credentialed and Contracted School Counselors, Psychologists, and Social Workers

Elementary Districts	Employed	Contracted	Other
Credentialed school counselors, psychologists, and social workers	76.2%	4.4%	2.3%
Non-credentialed licensed personnel (including Licensed Educational Psychologists, Marriage Family Therapists, Licensed Clinical Social Workers, etc.)	3.0%	3.6%	0.4%
Others (volunteers, paraprofessionals, interns, etc.)	8.3%	1.4%	0.4%
Total	87.5%	9.4%	3.1%

High School Districts	Employed	Contracted	Other
Credentialed school counselors, psychologists, and social workers	71.6%	8.0%	5.0%
Non-credentialed licensed personnel (including Licensed Educational Psychologists, Marriage Family Therapists, Licensed Clinical Social Workers, etc.)	3.3%	6.3%	0.1%
Others (volunteers, paraprofessionals, interns, etc.)	2.5%	0.9%	2.3%
Total	77.4%	15.2%	7.4%

Unified Districts	Employed	Contracted	Other
Credentialed school counselors, psychologists, and social workers	79.3%	5.6%	1.6%
Non-credentialed licensed personnel (including Licensed Educational Psychologists, Marriage Family Therapists, Licensed Clinical Social Workers, etc.)	2.2%	3.7%	0.3%
Others (volunteers, paraprofessionals, interns, etc.)	4.5%	2.4%	0.4%
Total	86%	11.7%	2.3%

These results indicate that approximately 84.5 percent of pupil support services are provided by credentialed school counselors, psychologists, and social workers, either employed or contracted.

The percent of school nurses services provided by credentialed school nurses was approximately 73.8 percent. The percentages for elementary districts (68.4 percent), high school districts (64.9 percent), and unified districts (84 percent) are summarized in Table 7.2 – Use of Credentialed and Contracted School Nurses

Table 7.2 – Use of Credentialed and Contracted School Nurses

Elementary Districts	Employed	Contracted	Other
Credentialed school nurses	61.0%	7.0%	0.4%
Non-credentialed personnel (including Registered Nurse, Licensed Vocational Nurse, etc.)	9.2%	6.9%	0.8%
Others	10.3%	2.0%	2.4%
Total	80.5%	15.9%	3.6%

High School Districts	Employed	Contracted	Other
Credentialed school nurses	49.6%	15.3%	0
Non-credentialed personnel (including Registered Nurse, Licensed Vocational Nurse, etc.)	18.2%	4.1%	4.1%
Others	8.7%	0	0
Total	76.5%	19.4%	4.1%

Unified Districts	Employed	Contracted	Other
Credentialed school nurses	76.8%	5.5%	1.7%
Non-credentialed personnel (including Registered Nurse, Licensed Vocational Nurse, etc.)	8.1%	1.5%	0
Others	6.7%	0.5%	0.2%
Total	90.6%	7.5%	1.9%

Non-Credentialed Licensed Personnel. The percent of services provided by non-credentialed licensed personnel (including Licensed Educational Psychologists, Marriage Family Therapists, Licensed Clinical Social Workers, Registered Nurse, Licensed Vocational Nurse, etc.) varied considerably. Non-credentialed, licensed personnel employed by the district provide approximately 3 percent of pupil support services. Of the contracted pupil support services, approximately 37 percent are provided by non-credentialed, licensed personnel. These figures are shown in Table 7.1, 7.2, and 7.6.

Contracted Services. Districts contracted an average of 11.2 percent of the pupil support services. High school districts contracted the highest percentage of pupil support services, and elementary districts contracted the least. The percent of services provided by employed and contracted personnel is summarized in Table 7.3.

Table 7.3–Percent of Pupil Support Services Provided by Employed or Contracted Personnel

Type of District	Employed	Contracted	Other
Elementary	87.5%	9.4%	3.1%
Unified	86.0%	11.7%	2.3%
High School	77.4%	15.2%	7.4%
All Districts	**85.2%**	**11.2%**	**3.5%**

For school nursing services, the average percent contracted was 13.4 percent. High school districts contracted the most, and unified districts contracted the least. Table 7.4 shows the percent of nursing services provided by employed or contracted personnel.

Table 7.4–Percent of School Nursing Services Provided by Employed or Contracted Personnel

Type of District	Employed	Contracted	Other
Elementary	80.5%	15.9%	3.6%
Unified	90.6%	7.5%	1.9%
High School	76.5%	19.4%	4.1%
All Districts	83.5%	13.4%	3.1%

Of the 159 districts that responded to the survey, 62 districts, or 39 percent, contracted all or part of their pupil support services. Some of these district contracted both credentialed and non-credentialed personnel. Table 7.5 indicates the percent of districts contracting credentialed, non-credentialed, and intern or paraprofessional services.

Table 7.5–Percent of Districts Contracting Pupil Support Services, by Credential

Type of Personnel	Percent Contracting
Credentialed	20%
Non-credentialed	21%
Intern/Paraprofessional	11%
Total	**39%***

*Some districts contract with more than one type of personnel.

High school districts contracted slightly more than did elementary or unified districts (Table 7.6). The size of the district did not influence the rate at which the district contracted pupil support services.

Table 7.6–Percent of Districts Contracting Pupil Support Services, by District

Type of District	Percent Contracting
Elementary	36%
Unified	37%
High School	48%
All Districts	**39%***

*Some districts contract with more than one type of personnel.

Type of Personnel Contracted by Districts. Of the districts that did contract, school nursing services were contracted the most, followed by school counseling and school psychological services. High school districts contracted more than unified and elementary districts. Table 7.7 indicates the types and percent of services contracted by districts.

Table 7.7–Types and Percent of Services Contracted by District

Type of District	School Counselors	School Psychologists	School Social Workers	School Nurses and Health Personnel
Elementary	16%	19%	1%	21%
Unified	18%	13%	5%	23%
High School	26%	26%	11%	24%
All Districts	**19%**	**18%**	**4%**	**22%**

The districts surveyed reported that pupil support personnel were contracted at an average rate of 11.2 percent, although almost half of these were credentialed personnel. Table 7.8 summarizes the types of personnel that are contracted. Of the personnel contracted, 48 percent were credentialed personnel (school counselors, school psychologists, or school social workers), 37 percent were non-credentialed, licensed personnel (Marriage Family Therapists, Licensed Educational Psychologists, and Licensed Clinical Social Workers), and 15 percent were other personnel (non-credentialed paraprofessionals, interns, or volunteers). More than half (53 percent) of the personnel contracted by high school districts were credentialed.

Table 7.8–Types of Personnel Contracted by Districts

Type of District	Credentialed	Non-credentialed	Other	Total
Elementary	47%	38%	15%	9.4%
Unified	48%	32%	20%	11.7%
High School	53%	41%	6%	15.2%
All Districts	**48%**	**37%**	**15%**	**11.2%**

Reasons for Using Contracted Services. Districts contract for services because a need exists to provide additional services that they cannot afford to provide. One district administrator, in responding to why they contracted, put it bluntly: “it’s cheaper”. Major reasons for contracting services by district type are:

1. Elementary School Districts—Many elementary districts indicated they were contracting with their county office of education for pupil support services. Elementary districts reported that their main reason for contracting was the need for more services, especially in providing services to students with special needs. They also indicated that a lack of funding, often due to their small size, was the reason and reported that contracting was more cost effective.

2. Unified School Districts—More than half of the responses from unified districts indicated the reason they contracted was to provide additional services, primarily for health screenings or special education services or assessments. The remaining reasons were lack of adequate funding due to small enrollment, categorical or grant funding, and lack of qualified personnel.

3. High School Districts—The two main reasons for high school districts contracting were lack of adequate funding, and the need for additional services such as intensive counseling with students and families. The remaining reasons were categorical funding, and lack of credentialed personnel.

Discussion

It was difficult to examine this topic because "credentialed" and "contracted" pupil support personnel are not mutually exclusive. For example, many pupil support personnel who contract with a district for the services they provide are credentialed. This factor may have made the survey questions more complicated, and may have resulted in unclear reporting by some districts. Nevertheless, the data collected provided valuable information on districts' use of pupil support personnel who were employed, contracted, credentialed, non-credentialed, paraprofessional, licensed, and unlicensed.

Distribution of Contracted Services. Of the districts that did contract for services, school nursing services were contracted most often, followed by school counseling and school psychological services. Some districts contracted for more than one type of personnel.

Reasons for Using Non-Credentialed Personnel. Many districts want to provide additional services, but do not seem concerned about the quality of the services provided. The major reasons for using non-credentialed and under-qualified staff are that it is more cost effective or it is all the district can afford due to budget limitations. It appears from the comments made that the debate over quantity versus quality in the area of pupil support services will continue.

The use of non-credentialed and paraprofessional staff instead of highly trained, credentialed pupil support professionals is in contrast to recent state and national efforts to improve the quality and training of school personnel. Legislative efforts at both the state and federal level have attempted to raise the standards for teachers and administrators, such as the provisions in *No Child Left Behind* for highly qualified teachers and recent professional development for principal (Assembly Bill 75). Very little has been done legislatively, however, to ensure that pupil support personnel in schools are highly trained and qualified, or that they receive professional development.

Reasons for Using Contracted Services. The major reason districts contract for services is to save money. Contracting for pupil support personnel can be a very economical and cost-effective way to increase support services to students, if the services supplement and do not supplant the use of fully credentialed employees. Some districts do, however, contract with non-credentialed personnel for 100 percent of the pupil support services. Most professional organizations representing pupil support services personnel have developed policy or position statements opposing the contracting of pupil services.

District administrators may be unaware of the *Education Code* sections and *California Code of Regulations–Title 5* regulations requiring that specific credentialed pupil support services personnel must provide particular services. Currently, all service credentials must be registered with the County Superintendent of Schools in the county of employment. County Offices of Education are required to monitor teaching and service credentials of all the certificated staff in their county. According to information from the California Commission on Teacher Credentialing, they regularly monitor only teaching credentials.

SUMMARY

Conclusions based on an examination of the use of credentialed and contracted pupil support personnel are:

- Over 85 percent of pupil support services are provided by personnel employed by the district; less than 15 percent are provided by contracted personnel.
- Approximately 84.5 percent of pupil support services are provided by credentialed school counselors, psychologists, and social workers, either employed or contracted.
- More than 83 percent of school nursing and health services are provided by personnel employed by the district; less than 17 percent are provided by contracted personnel.
- The percent of school nurses services provided by credentialed school nurses was approximately 73.8 percent.
- Non-credentialed, licensed personnel employed by the district provide approximately 3 percent of pupil support services; contracted non-credentialed, licensed personnel provide approximately 37 percent of the pupil support services.
- The percentage of school districts contracting for pupil support services has increased during the past four years.
- High school districts contract more for services than elementary or unified districts.
- Of contracted services, about 22 percent are for school nursing, 19 percent for school counseling, 18 percent for psychological services, and 4 percent for school social work.
- The major reasons for using contracted services are the need for additional personnel and lack of funding to employ adequate staff to meet district needs.
- The major reason for using non-credentialed personnel is lack of adequate funding to hire credentialed personnel.

CHAPTER 8: RECRUITMENT AND RETENTION OF CREDENTIALED PUPIL SUPPORT PERSONNEL

The purpose of this section is to determine the causes of difficulties in recruitment and retention of credentialed pupil support personnel to work in the schools. This section of the *Survey* consisted of questions, related to the following:

- Major difficulties encountered in *recruiting* (*hiring*) and *retaining* (*keeping*) credentialed pupil support personnel to work in the schools
- Major causes of these difficulties
- Budget difficulties encountered in building and sustaining pupil services
- Specific actions, strategies, or remedies recommended for helping to overcome the difficulties in hiring and in keeping credentialed pupil support personnel

To indicate the major difficulties, causes of these difficulties, and budget difficulties encountered, respondents selected choices from lists provided for each question. Respondents could also use blank spaces that were provided to list specific actions, strategies, or remedies recommended to overcome the difficulties in *recruiting* personnel and *retaining* personnel.

RESULTS

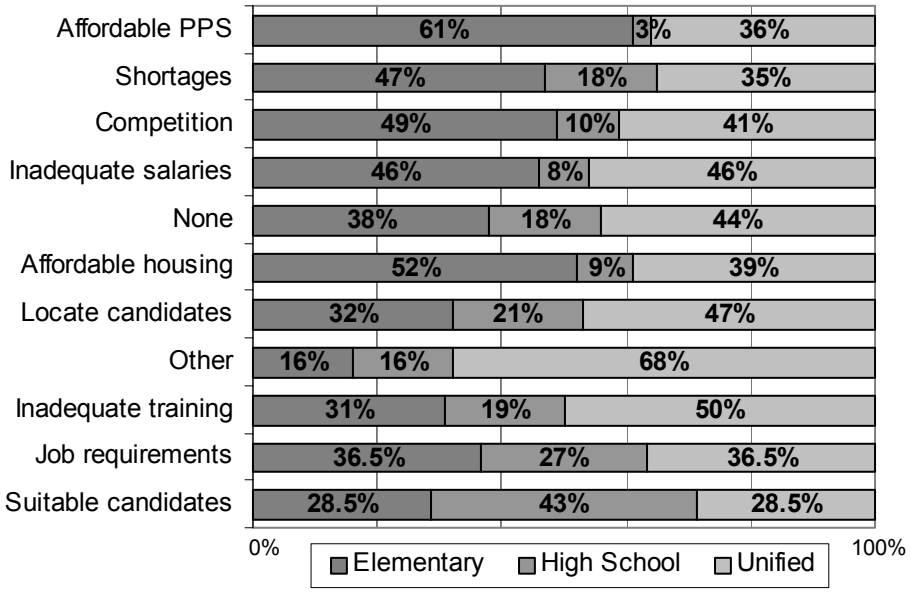
All 161 school districts completed this section of the survey–74 elementary, 60 unified and 27 high school districts. Survey results revealed many districts had little difficulty in recruiting and retaining credentialed personnel. Nevertheless, districts did indicate the major difficulties districts encountered in recruiting and retaining credentialed personnel, the major causes of these difficulties, and districts' recommendations for overcoming these difficulties.

Difficulties in Recruiting Credentialed Personnel. Districts identified the major difficulties in *hiring* personnel as follows (in rank order, for all districts):

- District cannot afford pupil support personnel
- Shortages of qualified applicants
- Competition with other school districts
- Inadequate salaries and benefits
- None (no difficulties)
- Lack of suitable or affordable housing in the community
- Inability to locate qualified candidates
- Other (specified)
- Applicants inadequately trained
- Job requirements (role and function)
- No suitable candidates

Overall, *none* was ranked fifth among 11 difficulties listed. Complete district rankings of the major difficulties in hiring personnel are summarized, by type of district, in Graph 8.1–Difficulties in Hiring.

Graph 8.1–Difficulties in Hiring

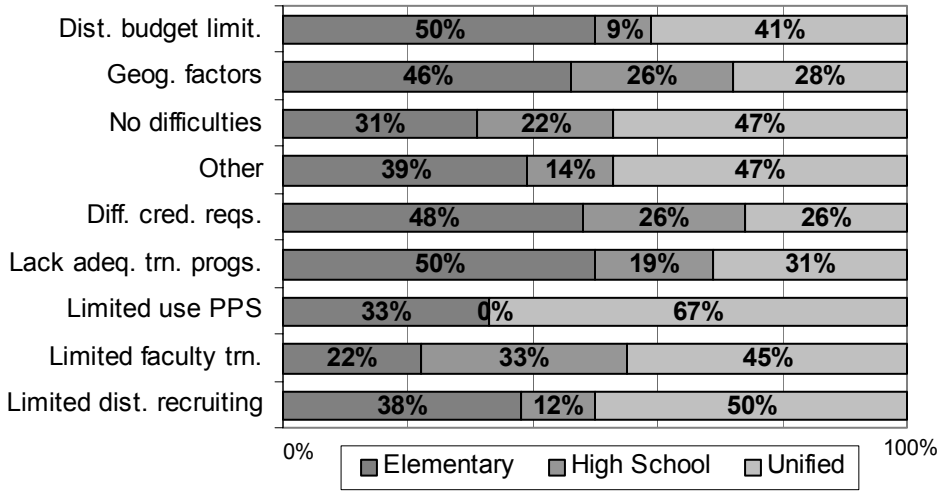


Major Causes of Difficulties in Recruiting Credentialed Personnel. Districts identified the major causes of difficulties in recruiting personnel as the following (in rank order, for all districts):

- District budget limitations
- Geographical factors (location, climate, etc.)
- No difficulties
- Other (specified)
- Difficult credential program requirements (hours, cost, courses)
- Lack of adequate credential training programs
- Limited use of pupil support services personnel
- Limited faculty at training institutions
- Limited district outreach and recruiting policies

The top-ranked cause, *district budget limitations*, was cited nearly three times as often as any other. Both elementary and unified districts indicated that this was the primary cause of hiring difficulties. High school districts ranked *geographical factors (location, climate, etc.)* as the primary cause, with *district budget limitations* second. *No difficulties* ranked third overall. Complete district rankings of the major causes of difficulties in hiring personnel are summarized, by type of district, in Graph 8.2–Major Causes of Difficulties in Hiring.

Graph 8.2–Major Causes of Difficulties in Hiring

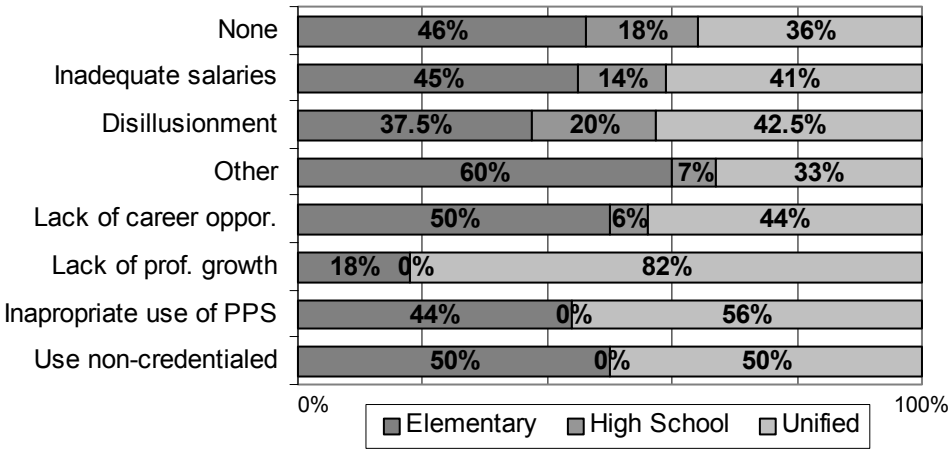


Difficulties in Retaining Credentialed Personnel. In identifying difficulties in retaining personnel, all districts—elementary, high school, and unified—reported *none* as their top response; this response was chosen almost twice as often as any other. The major difficulties in retaining credentialed pupil support personnel to work in the schools were as follows (in rank order, for all districts):

- None
- Inadequate salaries and benefits
- Disillusionment (disparity between job expectations and job reality)
- Other (specified)
- Lack of opportunities for career advancement
- Lack of opportunities for professional growth (advanced degrees, etc.)
- Inappropriate use of pupil support personnel
- Extensive use of non-credentialed pupil support personnel

The major difficulties in retaining personnel are summarized, by type of district, in Graph 8.3–Difficulties in Retention.

Graph 8.3–Difficulties in Retention

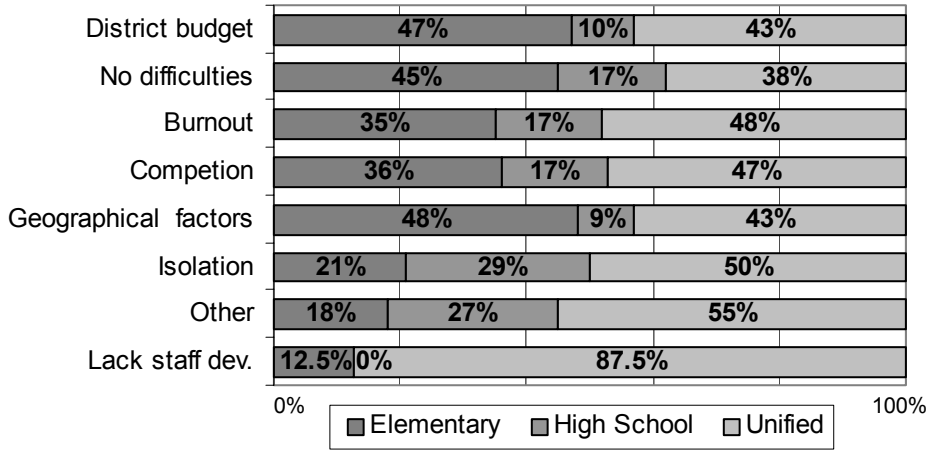


Major Causes of Difficulties in Retaining Credentialed Personnel. Districts identified the major *causes* of difficulties in keeping personnel as follows (in rank order, for all districts):

- District budget limitations
- No difficulties
- Burnout–high workload for pupil support personnel
- Competition with other school districts
- Geographical factors (location, climate, etc.)
- Isolation from higher education institutions
- Other (specified)
- Lack of suitable staff development

Elementary and unified districts cited *district budget limitations* as the main cause of difficulties; high school districts reported *no difficulties* as the main cause. The major causes of difficulties in retaining credentialed pupil support personnel to work in the schools are summarized, by type of district, in Graph 8.4–Major Causes of Difficulties in Retention.

Graph 8.4–Major Causes of Difficulties in Retention



Budget Difficulties in Building and Sustaining Pupil Services. All districts identified the same budget difficulties, and ranked them in the same order, as follows:

- Lack of defined funding for pupil services
- Dependence on short-term, grant and categorical funding sources
- Categorical funding limitations
- Lack of opportunities to blend various categorical and grant funding resources

Recommendations to Overcome Hiring Difficulties. Specific actions, strategies, or remedies recommended to overcome the difficulties in *hiring* credentialed pupil support personnel were in proportion to the number of districts responding to this question–44 percent elementary, 39 percent unified, and 17 percent high school districts. Of those expressing difficulties in hiring, 92 percent of the recommendations were related to the following remedies:

- Improved funding (52 percent)
- Improved salary scales, more appropriate training (22 percent)

- Ratios of pupils-to-pupil support personnel, personnel roles (18 percent)

The remaining responses indicated that there were *no difficulties* in hiring credentialed pupil support personnel.

Typical recommendations for overcoming hiring difficulties:

- Provide ongoing funding specific to pupil services.
- Include separate state and federal funding as a specific line item in budget.
- Provide districts with money and the hiring ratios for PPS personnel.
- Loosen restrictions on hiring qualified people who are from out of state, and establish more reciprocal credential agreements.
- Change the *Education Code* (Section 49600) from "may" to "shall" [provide a counseling program]; include ratio; require funding from general fund.
- Work with universities to develop intern programs.
- Institute training programs for minority psychologists to work in inner city districts.
- Include school social workers in the general fund.
- Establish a staffing ratio program similar to class size reduction program.
- Fund full time personnel, or create opportunities for small districts to co-hire a full time person.
- Recognize that all students, not just Special Education students, need support personnel, such as nurses and counselors.
- Avoid budget cutbacks so that we can afford to keep personnel on our staff.
- Broaden the role for counselors and train them accordingly–more than a program or academic counselor.

Recommendations to Overcome Difficulties in Retention. Specific actions, strategies, or remedies recommended to overcome the difficulties in *keeping* credentialed pupil support personnel were representative of the number of districts responding to this question–46 percent elementary, 38 percent unified, and 16 percent high school districts. Of those expressing difficulty in retaining personnel, 67 percent of the recommendations were related to the following remedies:

- Improved funding (24 percent)
- Improved salaries and affordable housing (19 percent)
- Improved ratios and adequate staffing (13 percent)
- More appropriate role (6 percent)
- More adequate inservice and staff development (5 percent)

The remaining responses indicated that there were *no difficulties* in keeping credentialed pupil support personnel, or referred to the answer given in the previous question.

Typical recommendations to overcome difficulties in retention:

- Ensure that pupil personnel services staff does appropriate work, consistent with their training and student needs.
- Improve job satisfaction, with a manageable caseload, competitive salary, and benefits package.
- Exclude pupil support personnel from teachers unit (for collective bargaining), but do not include them in administrative numbers to increase salaries.
- Make it easier for small school districts to share personnel with another district; provide full-time work if possible.
- Reduce the amount of mandated paper work; reduce high workload.
- Provide enough funding to hire adequate credentialed personnel, to avoid overloaded staff, and prevent burnout (a major problem).
- Offer more college and university school nursing programs.
- Establish defined funding for PPS and decrease ratio of pupils to counselors.
- Establish and fund positions (keeping is not the problem).
- Hire individuals willing to remain in rural, safe, isolated areas.
- Offer jobs that are varied in the services offered (not just special education testing, but providing counseling, consultation, inservice opportunities, working with school staff, etc.).

Discussion

To determine the causes of difficulties districts face in hiring and keeping credentialed personnel, it was first necessary to identify those difficulties. In addition, the *Survey* collected data on budget difficulties encountered and district recommendations for overcoming the difficulties that were identified.

Difficulties in Hiring Personnel. Major difficulties in recruiting credentialed personnel include insufficient district funding, shortages of qualified applicants, and competition with other districts. Some school districts have no difficulties in hiring and keeping credentialed personnel.

Causes of Difficulties. The major cause of difficulties in both recruiting and retaining credentialed personnel is inadequate funding. The major causes of difficulties in recruiting personnel are district budget limitations, geographical factors, difficult credential program requirements, and lack of adequate credential training programs.

Difficulties in Keeping Personnel. Major difficulties in retaining credentialed personnel include inadequate salaries and benefits, disparity between job expectations and job reality, and lack of opportunities for career advancement and professional growth. Many elementary, high school, and unified districts do not have difficulties in retaining credentialed pupil support personnel to work in the schools.

Causes of Difficulties. The major causes of difficulties in retaining personnel are district budget limitations, burnout or high workload, and competition with other districts.

Budget Difficulties. Elementary, high school, and unified districts all agreed that lack of defined funding for pupil services was the main cause of budget difficulties a district encounters in building and sustaining pupil services. Short-term grant and categorical funding limitations as well as lack of opportunities to blend such funding resources pose difficult funding challenges for districts to adequately fund and maintain pupil services.

District Recommendations. Suggestions for improving funding stressed a defined and mandated funding stream for pupil support services and an adequate ratio providing appropriate services for all students. Suggestions for improving retention of credentialed personnel stressed adequate funding, improved salaries and benefits, and support for optimum use of personnel by adequate staffing, appropriate role definition, and supportive professional development.

Summary

Conclusions based on a determination of the causes of difficulties in recruiting and retaining credentialed pupil support personnel to work in the schools are:

- Many districts indicated that they did not have difficulty in hiring or retaining credentialed personnel.
- Major difficulties in recruiting credentialed personnel include insufficient district funding, shortages of qualified applicants, and competition with other districts.
- The major causes of difficulties in recruiting personnel are district budget limitations, geographical factors, difficult credential program requirements, and lack of adequate credential training programs.
- Major difficulties in retaining credentialed personnel include inadequate salaries and benefits, disparity between job expectations and job reality, and lack of opportunities for career advancement and professional growth.
- The major causes of difficulties in retaining personnel are district budget limitations, burnout or high workload, and competition with other districts.
- District budget limitations result primarily from a lack of defined funding for pupil personnel services. Dependence on short-term funding sources and categorical funding make it difficult for districts to maintain adequate pupil support services.
- Some school districts have no difficulties in hiring and keeping credentialed personnel.

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APPENDIX A

ASSEMBLY BILL 722

Assembly Bill No. 722

CHAPTER 250

An act to add and repeal Section 49605 of the Education Code, relating to educational counseling, and making an appropriation therefor.

[Approved by Governor September 5, 2001. Filed with Secretary of State September 5, 2001.]

LEGISLATIVE COUNSEL'S DIGEST

AB 722, Corbett. Educational counseling.

Existing law authorizes the governing board of any school district to provide a comprehensive educational counseling program for all pupils enrolled in the schools of the district.

This bill would require the State Department of Education to conduct a study of pupil support, defined to include school counselors, school psychologists, and school social workers, in the schools, as specified. The bill would require the State Department of Education to report the results of the study to the Governor and the Legislature by January 1, 2003. The bill would appropriate $125,000 from the General Fund to the State Department of Education to conduct the study.

Appropriation: yes.

The people of the State of California do enact as follows:

SECTION 1. Section 49605 is added to the Education Code, to read: 49605. (a) For the purposes of this section, ''pupil support'' is defined to include school counselors, school psychologists, and school social workers.

(b) The State Department of Education, in consultation with interested parties, as determined by the Superintendent of Public Instruction, shall conduct a study that accomplishes, but is not limited to, all of the following:

(1) Determine the proper ratios of pupil-to-school counselors, pupil-to-school psychologists, and pupil-to-school social workers necessary at a school to maintain adequate pupil support services.

(2) Examine the varying and unique needs for pupil support services in the individual school districts of the state.

(3) Determine the causes of difficulties in attracting and retaining credentialed pupil support personnel to work in the schools.

(4) Examine the design and implementation of effective pupil support services and programs.

(5) Examine the assessment of quality and pupil outcomes of the pupil support services provided in schools.

(6) Examine the correlation between a lower pupil-to-pupil support personnel ratio and a pupil's well-being, ability to learn, and academic achievement.

(7) Examine the use of credentialed pupil support personnel and the use of contracted pupil support personnel.

(c) The State Department of Education shall report the results of the study to the Governor and the Legislature by January 1, 2003.

(d) This section shall remain in effect only until January 1, 2003, and as of that date is repealed, unless a later enacted statute, that is enacted before January 1, 2003, deletes or extends that date.

SEC. 2. The sum of one hundred twenty-five thousand dollars ($125,000) is hereby appropriated from the General Fund to the State Department of Education for purposes of conducting the study required by Section 1 of this act.

APPENDIX B

SURVEY OF PUPIL SUPPORT SERVICES

LIST OF SCHOOLS WHO RETURNED THE SURVEY

DIRECTIONS: Please respond to each item as requested, by filling in the blanks, circling the number representing your response, or checking multiple choices. Space for optional comments is provided in each section. Please sign the completed survey, and return it in the stamped envelope provided. Please do not remove the mailing label that identifies your district. **Please return the completed survey before May 31, 2002.** Thank you.

Section 1: Ratio of Pupils to Pupil Support Personnel

1. What is the current student enrollment in your district?

Elementary School: _____ Middle or Junior High School: _____ High School: _____

2a. How many school counselors [Full-Time Equivalents (FTEs*)] does your district currently employ?

Elementary School _____
Middle or Junior High School _____
High School _____
Assigned to other programs _____
Total # of school counselors _____

Full-Time Equivalents as reported on the California Basic Educational Data System (CBEDs)

2b. How many school counselors (FTEs*) do you consider necessary to maintain adequate services?

Elementary School _____
Middle or Junior High School _____
High School _____
Assigned to other programs _____
Total # of school counselors _____

Full-Time Equivalents as reported on the California Basic Educational Data System (CBEDs)

3a. How many school psychologists (FTEs*) does your district currently employ?

Assigned to public schools, K-12 _____
Assigned to special education, K-12 _____
Assigned to other programs (infant, preschool, non-public, etc.) _____
Total # of school psychologists _____

Full-Time Equivalents as reported on the California Basic Educational Data System (CBEDs)

3b. How many school psychologists (FTEs*) do you consider necessary to maintain adequate services?

Assigned to public schools, K-12 _____
Assigned to special education, K-12 _____
Assigned to other programs (infant, preschool, non-public, etc.) _____
Total # of school psychologists _____

Full-Time Equivalents as reported on the California Basic Educational Data System (CBEDs)

4a. How many school social workers (FTEs*) does your district currently employ?

Assigned to public schools, K-12 _____
Assigned to other programs _____
Total # of school social workers _____

Full-Time Equivalents (FTEs) as reported on the California Basic Educational Data System (CBEDs)

4b. How many school social workers (FTEs*) do you consider necessary to maintain adequate services?

Assigned to public schools, K-12 _____
Assigned to other programs _____
Total # of school social workers _____

Full-Time Equivalents (FTEs) as reported on the California Basic Educational Data System (CBEDs)

5a. How many school nurses (FTEs*) does your district currently employ?

Assigned to public schools, K-12 _____
Assigned to other programs _____
Total # of school nurses _____

Full-Time Equivalents (FTEs) as reported on the California Basic Educational Data System (CBEDs)

5b. How many school nurses (FTEs*) do you consider necessary to maintain adequate services?

Assigned to public schools, K-12 _____
Assigned to other programs _____
Total # of school nurses _____

Full-Time Equivalents (FTEs) as reported on the California Basic Educational Data System (CBEDs)

Comments (optional): _____

Section 2: Needs for Pupil Support Services

Considering the varying and unique needs in your district, please indicate the level of need for specific pupil support services and programs by circling the number representing your response:

Pupil Support Services	Need Less	Adequate	Need More
Obtaining appropriate services from both public and private providers, including law enforcement and social services	1	2	3
Addressing school policies and procedures that inhibit academic success	1	2	3
Promoting higher academic achievement and social development of all students	1	2	3
Assessing home, school, personal, and community factors that may affect a student's learning in a culturally competent manner	1	2	3
Conducting psycho-educational assessments for the purposes of identifying special needs	1	2	3
Consulting with other educators and parents on issues of social development, behavioral, and academic difficulties	1	2	3
Consulting with teachers, administrators, and other school staff regarding social and emotional needs of students	1	2	3
Coordinating family, school, and community resources on behalf of students [e.g. Student Success Teams (SSTs), case management, and home visits]	1	2	3
Coordinating intervention strategies for management of individual and school-wide crises	1	2	3
Designing strategies and programs to address problems of adjustment	1	2	3
Developing, planning, implementing, and evaluating a school counseling and guidance program that includes academic, career, personal, and social development	1	2	3
Identifying and providing intervention strategies for children and their families, including counseling, case management, and crisis intervention	1	2	3
Implementing strategies to improve school attendance	1	2	3
Participating in school-wide reform efforts	1	2	3
Promoting understanding and appreciation of those factors that affect the attendance of the student population	1	2	3
Providing consultation, training, and professional development to teachers and parents regarding students' needs	1	2	3
Providing psychological counseling for individuals, groups, and families	1	2	3
Providing school-wide prevention and intervention strategies and counseling services	1	2	3
Providing services that enhance academic performance	1	2	3
Providing professional development to school personnel regarding state and federal laws pertaining to due process and child welfare and attendance	1	2	3
Supervising a district-approved advisory program	1	2	3
Providing professional development and technical assistance in classroom management and school-wide behavioral support systems	1	2	3

Comments (optional): _____

_____

Section 3: Causes of Difficulties in Attracting and Retaining Credentialed Personnel

1. What are the major difficulties your district encounters in *attracting (hiring)* credentialed pupil support personnel—school counselors, school psychologists, school social workers—to work in the schools? (Check all that apply)

[ ] None
[ ] No suitable candidates
[ ] Shortages of qualified applicants
[ ] Applicants inadequately trained
[ ] Inability to locate qualified candidates
[ ] Job requirements (role and function)
[ ] Inadequate salaries and benefits
[ ] Competition with other school districts
[ ] District cannot afford pupil support personnel
[ ] Lack of suitable or affordable housing in the community
[ ] Other (please specify): _____

2. What are the major causes of these difficulties? (Check all that apply)

[ ] No difficulties
[ ] Lack of adequate credential training programs
[ ] Limited faculty at training institutions
[ ] Difficult credential program requirements (hours, cost, courses)
[ ] Limited district outreach and recruiting policies
[ ] Limited use of pupil support services personnel
[ ] District budget limitations
[ ] Geographical factors (location, climate, etc.)
[ ] Other (please specify): _____

3. What are the major difficulties your district encounters in retaining (keeping) credentialed pupil support personnel to work in the schools? (Check all that apply)

[ ] None
[ ] Inappropriate use of pupil support personnel
[ ] Extensive use of non-credentialed pupil support personnel
[ ] Disillusionment (disparity between job expectations and job reality)
[ ] Inadequate salaries and benefits
[ ] Lack of opportunities for career advancement
[ ] Lack of opportunities for professional growth (advanced degrees, etc.)
[ ] Other (please specify): _____

4. What are the major causes of these difficulties? (Check all that apply)

[ ] No difficulties
[ ] District budget limitations
[ ] Lack of suitable staff development
[ ] Competition with other school districts
[ ] Isolation from higher education institutions
[ ] Burnout -- high work load for pupil support personnel
[ ] Geographical factors (location, climate, etc.)
[ ] Other (please specify): _____

5. What are the budget difficulties your district encounters in building and sustaining pupil services?

[ ] Categorical funding limitations
[ ] Lack of opportunities to blend various categorical and grant funding resources
[ ] Lack of defined funding for pupil services
[ ] Dependance on short-term, grant and categorical funding sources

6. What specific actions, strategies, or remedies would you recommend for helping to overcome the difficulties in *hiring* credentialed pupil support personnel?

_____

_____

7. What specific actions, strategies, or remedies would you recommend for helping to overcome the difficulties in *keeping* credentialed pupil support personnel?

_____

_____

Comments (optional):_____

_____

Section 4: Design and Implementation of Effective Pupil Support Services and Programs

Please indicate which of the following pupil support services and programs are provided in your district (the same services as listed in Section 2), and rate the *effectiveness* of each, in terms of meeting the needs of your students, parents, teachers, administrators, and the community, by circling the number representing your response:

Pupil Support Services	Not Provided	Not Effective	Effective	Very Effective
Obtaining appropriate services from both public and private providers, including law enforcement and social services	0	1	2	3
Addressing school policies and procedures that inhibit academic success	0	1	2	3
Promoting higher academic achievement and social development of all students	0	1	2	3
Assessing home, school, personal, and community factors that may affect a student's learning in a culturally competent manner	0	1	2	3
Conducting psycho-educational assessments for the purposes of identifying special needs	0	1	2	3
Consulting with other educators and parents on issues of social development, behavioral, and academic difficulties	0	1	2	3
Consulting with teachers, administrators, and other school staff regarding social and emotional needs of students	0	1	2	3
Coordinating family, school, and community resources on behalf of students (e.g. SSTs, case management, and home visits)	0	1	2	3
Coordinating intervention strategies for management of individual and school-wide crises	0	1	2	3
Designing strategies and programs to address problems of adjustment	0	1	2	3
Developing, planning, implementing, and evaluating a school counseling and guidance program that includes academic, career, personal, and social development	0	1	2	3
Identifying and providing intervention strategies for children and their families, including counseling, case management, and crisis intervention	0	1	2	3
Implementing strategies to improve school attendance	0	1	2	3
Participating in school-wide reform efforts	0	1	2	3
Promoting understanding and appreciation of those factors that affect the attendance of the student population	0	1	2	3
Providing consultation, training, and professional development to teachers and parents regarding students' needs	0	1	2	3
Providing psychological counseling for individuals, groups, and families	0	1	2	3
Providing school-wide prevention and intervention strategies and counseling services	0	1	2	3
Providing services that enhance academic performance	0	1	2	3
Providing professional development to school personnel regarding state and federal laws pertaining to due process and child welfare and attendance	0	1	2	3
Supervising a district-approved advisory program	0	1	2	3
Providing professional development and technical assistance in classroom management and school-wide behavioral support systems	0	1	2	3

Comments (optional): _____

Section 5: Assessment of Quality and Student Outcomes of Pupil Support Services

1. What methods are used in your district to assess the quality or effectiveness of pupil support programs and services provided? (Check all that apply)

Standardized measures and scales, including:

[ ] Academic Performance Index (API)
[ ] California High School Exit Examination (CAHSEE)
[ ] achievement tests
[ ] student self-report inventories
[ ] tests of psychomotor skills and physical fitness
[ ] teachers' rating scales
[ ] parents' rating scales
[ ] California Healthy Kids Survey
[ ] California Safe Schools Assessment
[ ] other (please specify): _____

Informal instruments or devices, including:

[ ] school accountability report card
[ ] district-developed surveys
[ ] teacher-made achievement tests
[ ] observation of classroom behavior
[ ] observation of playground or campus behavior
[ ] teacher interviews
[ ] parent interviews
[ ] student interviews
[ ] autobiographical data (portfolios, etc.)
[ ] other (please specify): _____

2. What are the major *pupil outcomes* that you assess in your district to document the effectiveness of pupil support services provided? (Check all that apply)

Increase or improvement in:

[ ] achievement test scores
[ ] graduation rate
[ ] school attendance
[ ] school safety
[ ] school climate
[ ] learning skills and competencies
[ ] quality of academic work and products
[ ] awards and honors received
[ ] positive peer group participation
[ ] participation in school activities
[ ] grades and grade point average (GPA)
[ ] attitude toward school
[ ] completion of classroom assignments
[ ] completion of homework assignments
[ ] teachers' perceptions of personal and social development
[ ] parents' perceptions of personal and social development
[ ] respect for self and others
[ ] positive leisure activities
[ ] participation in peer programs (conflict resolution, peer helpers)
[ ] number of special education students returned to general education
[ ] knowledge and use of community resources
[ ] individual career development plans
[ ] work-based learning activities (ROP, apprenticeships)
[ ] enrollment in career and technical training programs
[ ] number of students meeting University of California entrance requirements
[ ] diversity and number of students enrolled in Advanced Placement (AP) courses
[ ] number of students taking college entrance exams (PSAT, SAT, ACT)
[ ] admission to college or university
[ ] other (please specify): _____

Decrease in:

[ ] disciplinary actions or referrals
[ ] school violence or vandalism
[ ] school tardiness
[ ] aggressiveness, hostility, or bullying
[ ] anxiety
[ ] requests for class or program changes
[ ] absenteeism
[ ] school dropout rate
[ ] incidence of teen pregnancy
[ ] School Attendance Review Board referrals
[ ] retention rates
[ ] alcohol, tobacco, or drug use
[ ] evidence of suicidal tendencies
[ ] depression
[ ] other (please specify): _____

3. In assessing the quality of your district's pupil support services, which one of the following is considered to be the most significant indicator of effectiveness?

(Please check one item only)

[ ] Services and programs provided
[ ] Pupil outcomes (changes in performance or behavior as a result of services or programs)
[ ] Both of the above

Comments (optional): _____

_____

Section 6: Relation Between Ratios of Pupils-to-Pupil Support Personnel and Pupils' Well-Being, Ability to Learn, and Academic Achievement

Pupils-to-pupil support personnel ratio

Definition: *the number of pupils enrolled for each school counselor, school psychologist, or school social worker employed by the district (full-time equivalent), as determined by data provided in Section 1 and state reports.*

For example: a district with an enrollment of 2,835 with 3.0 FTE counselors has a pupil-counselor ratio of 945-to-1.

Pupils' well-being

Definition: *a general estimate of the overall status of the district's student population, in terms of physical, mental, and emotional health, as determined by such data as ratings on the CDE Healthy Kids Survey Resiliency Module, results of California Fitness Tests, and evidence of "mental and emotional development" as described in the state* ***Health Framework*** *(CDE, 1994).*

For example: pupil well-being may be estimated by the extent to which district students typically exhibit such age-appropriate skills and behavior as are listed in the ***Health Framework*** *(pages 59-144).*

1. On a scale of 1 to 10 (with 10 being the highest), how would you rate the overall level of 'well-being' of the pupils in your district?

Elementary school: _____ Middle or junior high school: _____ High school: _____

Ability to learn

Definition: *a general estimate of the overall status of the district's student population, in terms of academic potential, intelligence, aptitude, or competency, as determined by such data as scores on standardized tests, performance, or work samples.*

For example, ability to learn may be estimated by ratings on selected standardized assessment instruments.

2. On a scale of 1 to 10, how would you rate the overall level of 'ability to learn' of the pupils in your district?

Elementary school: _____ Middle or junior high school: _____ High school: _____

Academic achievement

Definition: *a general estimate of the overall status of the district's student population, in terms of attainment of educational goals, as determined by such data as scores on standardized achievement tests, grades on teacher-made tests, report cards, grade point averages, and state and local assessments of academic progress.*

For example: academic achievement may be estimated by ratings on the state Academic Performance Index (API).

3. On a scale of 1 to 10, how would you rate the overall level of 'academic achievement' of the pupils in your district?

Elementary school: _____ Middle or junior high school: _____ High school: _____

Comments (optional): _____

_____

Section 7: Use of Credentialed and Contracted Pupil Support Personnel

1.a. Approximately what percent of your district's pupil support services are provided by the following personnel?

	Employed	Contracted	Other*
(1) Credentialed school counselors, psychologists, and social workers	_____ %	_____ %	_____ %
(2) Non-credentialed licensed personnel (including Licensed Educational Psychologists, Marriage Family Therapists, Licensed Clinical Social Workers, etc.)	_____ %	_____ %	_____ %
(3) *Others (volunteers, paraprofessionals, interns, etc.) Please explain: _____	_____ %	_____ %	_____ %
Totals [sum (1)+(2)+(3)]:	**_____ % +**	**_____ % +**	**_____ % = 100%**

1.b. Approximately what percent of your district's school nursing services are provided by the following personnel?

	Employed	Contracted	Other*
(1) Credentialed school nurses	_____ %	_____ %	_____ %
(2) Non-credentialed personnel (including Registered Nurse, Licensed Vocational Nurse, etc.)	_____ %	_____ %	_____ %
(3) *Others Please explain: _____	_____ %	_____ %	_____ %
Totals [sum (1)+(2)+(3)]:	**_____ % +**	**_____ % +**	**_____ % = 100%**

2. If you contract for pupil support services, how are the contracted services distributed?

_____ % for school counseling services _____ % for school psychological services

_____ % for school social work services

3. If you use contracted services, what are the major reasons for doing so?

_____

_____

4. If you use non-credentialed personnel, what are the major reasons for doing so?

_____

_____

Comments (optional): _____

_____

Please sign and provide the following information:

Signature: _____

Name: _____ **Title:** _____

Phone #: _____ **Fax #:** _____ **E-mail:** _____

Additional Comments: _____

_____

_____

_____

_____

_____

_____

_____

_____

_____

_____

Thank you for your very kind attention in completing the survey.

Please return the completed survey before May 31, 2002.

List of Schools Who Returned the AB 722 Survey

Elementary School Districts: 74
Unified School Districts: 60
High School Districts: 27

Number Surveys Returned: 160
Return Rate: 62.745%
Number of Surveys Sent: 255

Elementary School Districts		Unified School Districts		High School Districts
Number of Elementary Districts: 567 (58% of all districts) Number Surveys Sent: 113 Number Surveys Returned: 74 Return Rate: 65.486%		Number of Unified Districts: 326 (33% of all districts) Number Surveys Sent: 92 Number Surveys Returned: 60 Return Rate: 65.217%		Number of High School Districts: 92 (9% of all districts) Number Surveys Sent: 49 Number Surveys Returned: 27 Return Rate: 55.102%
Alisal Union	McCloud Union	Albany	Lucia Mar	Anaheim Union
Alum Rock Union	McKinleyville Union	Amador County	Madera	Antelope Valley Union
Anaheim City	Merced City	Calaveras	Modesto City	Bret Harte Union
Bakersfield City	Oak Grove	Calexico	Modoc Joint	Chaffey Joint Union
Bass Lake Joint Union	Ocean View	Capistrano	Montebello	El Dorado Union
Bishop Union	Ontario-Montclair	Ceres	Moreno Valley	El Monte Union
Buckeye Union	Orcutt Union	Chico	Monterey Peninsula	Escondido Union
Burton	Oroville City	Claremont	Mt. Diablo	Grossmont Union
Buttonwillow Union	Panama-Buena Vista	Conejo Valley	Napa Valley	Hamilton Union
Castaic Union	Placer Hills Union	Colusa	Novato	Huntington Beach Union
Chula Vista	Red Bluff Union	Corona-Norco	Oakland	Kern Union
Columbia	Richfield	Cotati-Rohnert Park	Orland Joint	Lassen Union
Corning	Rohnerville	Davis	Sacramento City	Merced Union
Cucamonga	Robla	Del Norte County	Saddleback Valley	Northern Humboldt Union
Del Paso Heights	Rosedale Union	Elk Grove	San Bernardino City	Perris Union
Dry Creek Joint	Roseland	Exeter Union	San Diego City	Roseville Joint Union
El Centro	Rosemead	Fontana	San Jose	San Benito
El Monte City	Ross Valley	Fresno	San Juan	San Rafael City
Enterprise	Salida Union	Gateway	San Marcos	Santa Maria Joint Union
Goleta Union	Salinas City	Hayward	Santa Cruz City	Santa Paula Union
Grass Valley	San Rafael City	Hesperia	Sierra-Plumas Joint	Sonora Union
Greenfield Union	Santa Maria-Bonita	Inglewood	Sierra Sands	Sutter Union
Hamilton Union	Santa Paula	Kings Canyon	South San Francisco	Sweetwater Union
Hanford	Saratoga Union	Lake Tahoe	Stockton	Tamalpais Union
Hollister	Sonora	Livermore Valley Joint	Tracy Joint	Trinity Union
Jefferson	Soquel Union	Lodi	Vacaville	Whittier Union
Kingsburg Joint Union	Spreckels Union	Lone Pine	Val Verde	Yreka Union
Knightsen	Standard	Long Beach	Ventura	
Laguna Salada Union	Sylvan Union	Los Angeles	Visalia	
La Mesa-Spring Valley	Taft City	Los Molinos	Yuba City	
Larkspur	Thermalito Union			
Lennox	Tulare City			
Lemon Grove	Union Hill			
Live Oak	Upper Lake Union			
Los Gatos Union	Waugh			
Lucerne	Westminister			
Mark West Union	Whittier City			

APPENDIX C

FOCUS GROUP QUESTIONS

Focus Group Questions

Focus Group Questions for Pupil Support Services Personnel	
AB 722 Survey Section	**Questions**
1	What do you think is the proper ratio for pupil support services personnel?
2	What are the varying and unique needs for pupil support services and programs in your school?
3	What, if any, are the difficulties in recruiting and retaining credentialed personnel? What recommendations would you make?
4	How do you think you could be more effective in your role? What would make you more effective in your position?
5	What is being used in your school (district) to measure the effectiveness of pupil support services and programs? What would you use to evaluate the effectiveness of pupil support services and programs?
7	Are any student support services contracted in your district? To what extent? What are the major reasons for doing so?

Focus Group Questions for Students	
AB 722 Survey Section	**Questions**
1	Is the number of counselors, psychologists, social workers, or nurses in your school adequate to help students? If not, what more do you think you need? Explain
2	What services are most important?
4	What services are the most effective? What assistance that you received was most valuable? What services are the least effective? If you could change the counseling and student support program at your school, what would you do?

Focus Group Questions for Teachers, Parents, Administrators, Board Members (as appropriate)	
AB 722 Survey Section	**Questions**
1	Do you think the staffing for pupil support services (school counselors, psychologists, social workers, nurses) is adequate at your school? If not, what do you think is the appropriate staffing for student support services?
2	What pupil support services do you have at your school? What other services do you need?
4	What pupil support services in your school (district) do you consider most effective? What would you improve?
5	How is the success of your pupil support services being measured in your school (district)? If you were to look at pupil outcomes, what would you use to evaluate the effectiveness of pupil support services and programs?

Focus Group Questions for Administrators and Board Members	
AB 722 Survey Section	**Questions**
3	What are the major difficulties your district encounters in hiring credentialed pupil support personnel? What are the causes? What would you recommend to improve this situation? What are the major difficulties in keeping credentialed pupil support personnel? What are the causes? What would you recommend to improve this situation?
7	Do you contract for pupil support services? If you contract for pupil support services, how are the contracted services distributed?

APPENDIX D

CHAPTER 2 GRAPHS—NEED FOR PUPIL SUPPORT SERVICES AND PROGRAMS

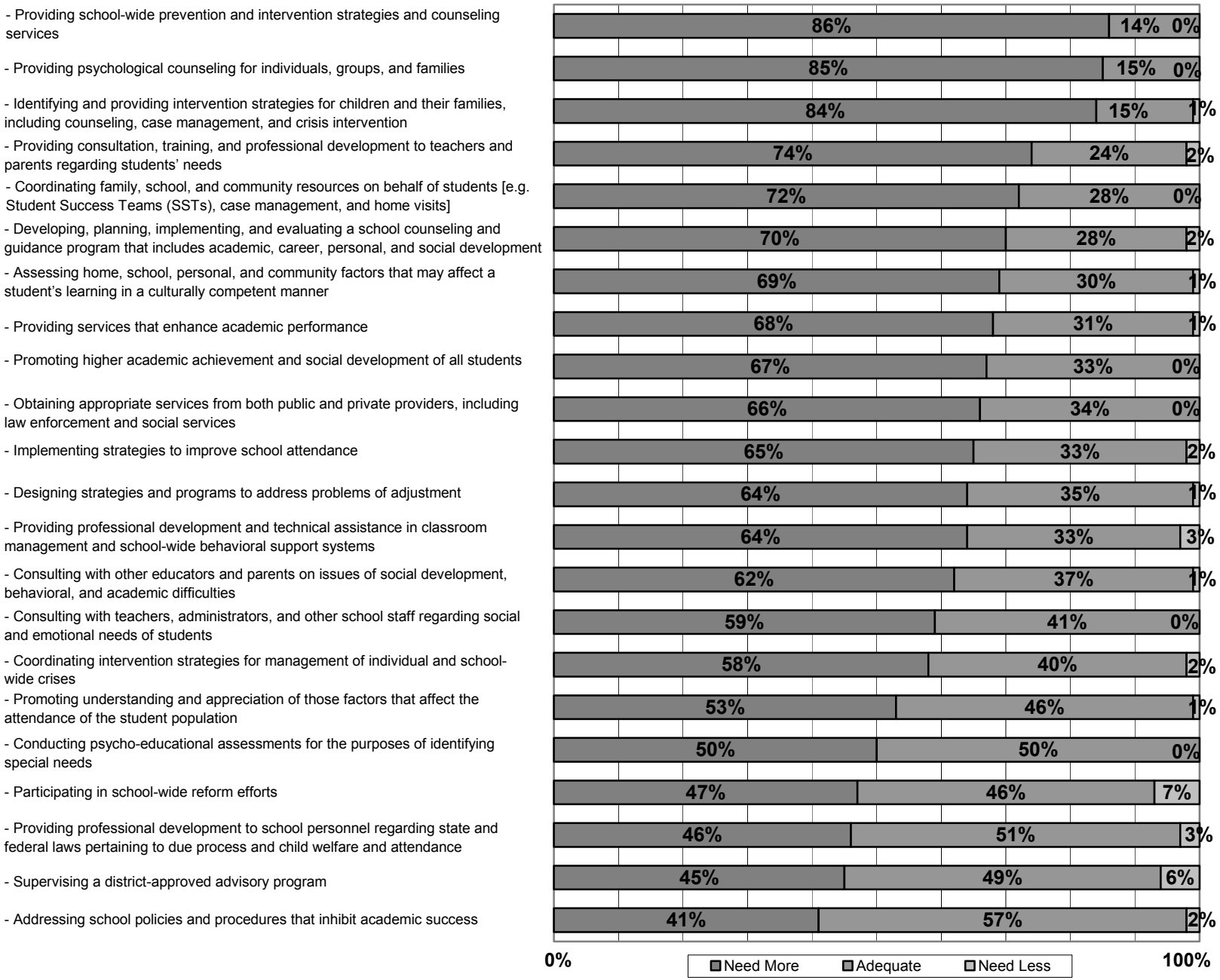
ALL SCHOOL DISTRICTS

ELEMENTARY SCHOOL DISTRICTS

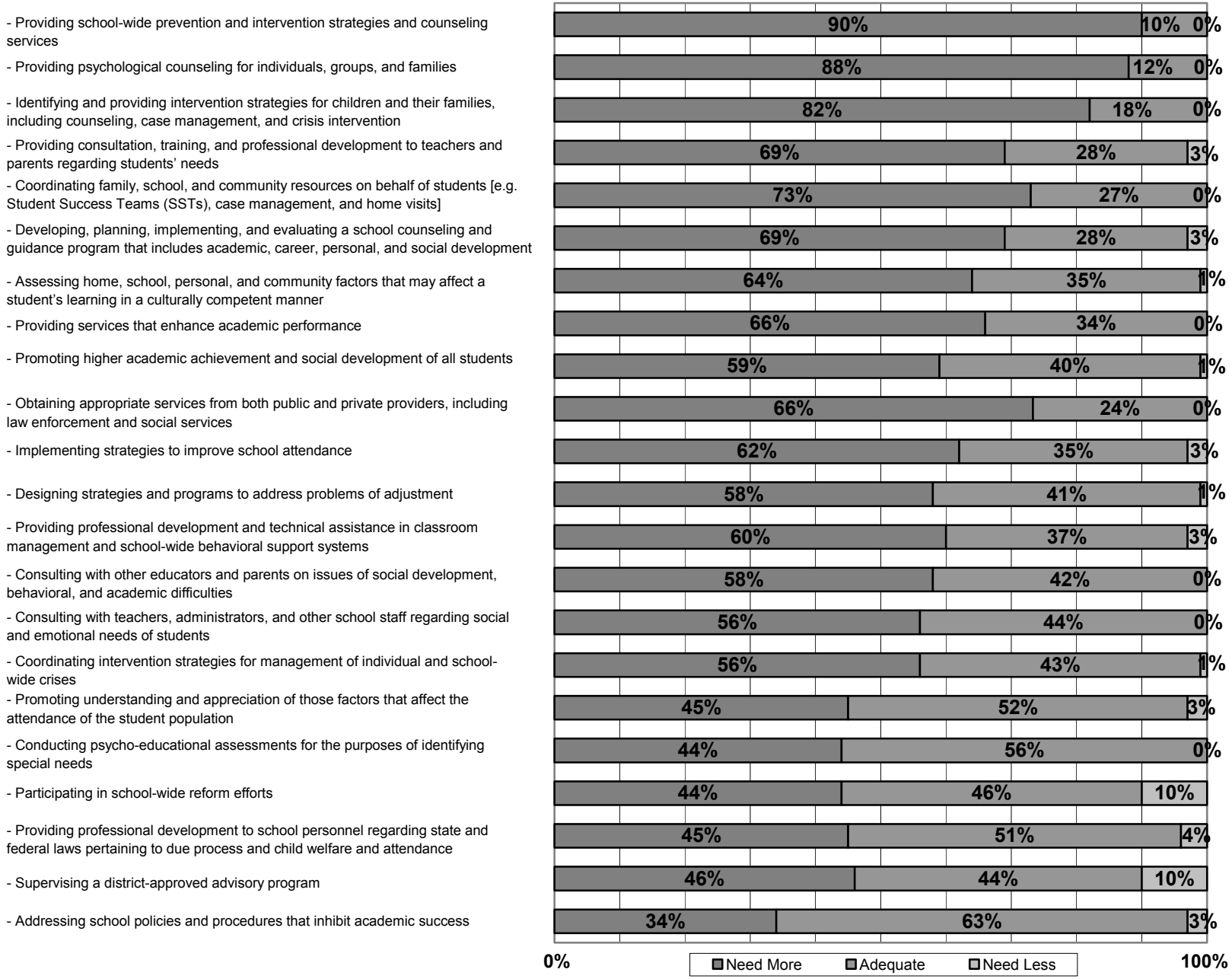
UNIFIED SCHOOL DISTRICTS

HIGH SCHOOL DISTRICTS

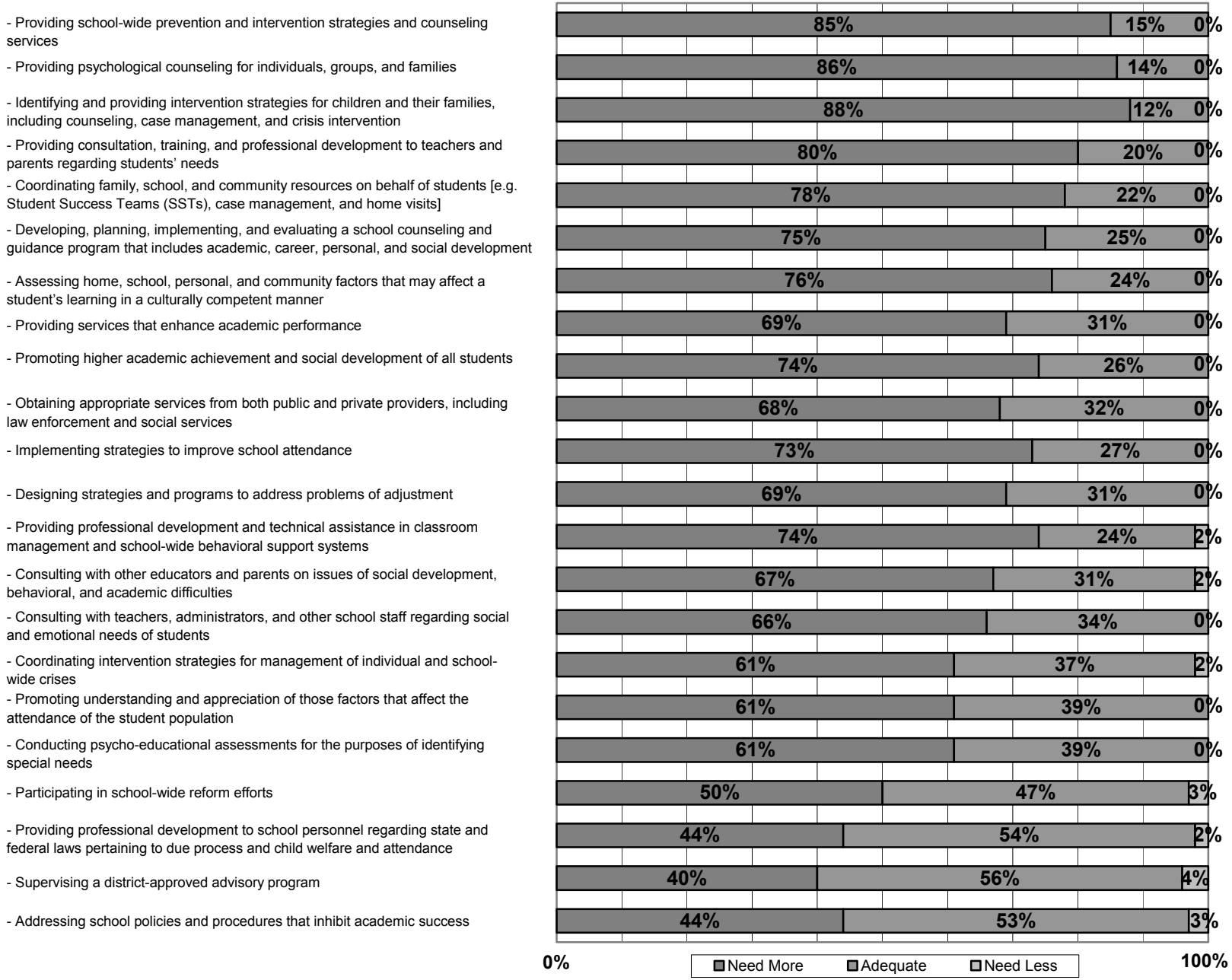
Graph 1.1–Need for Pupil Support Services and Programs–All School Districts



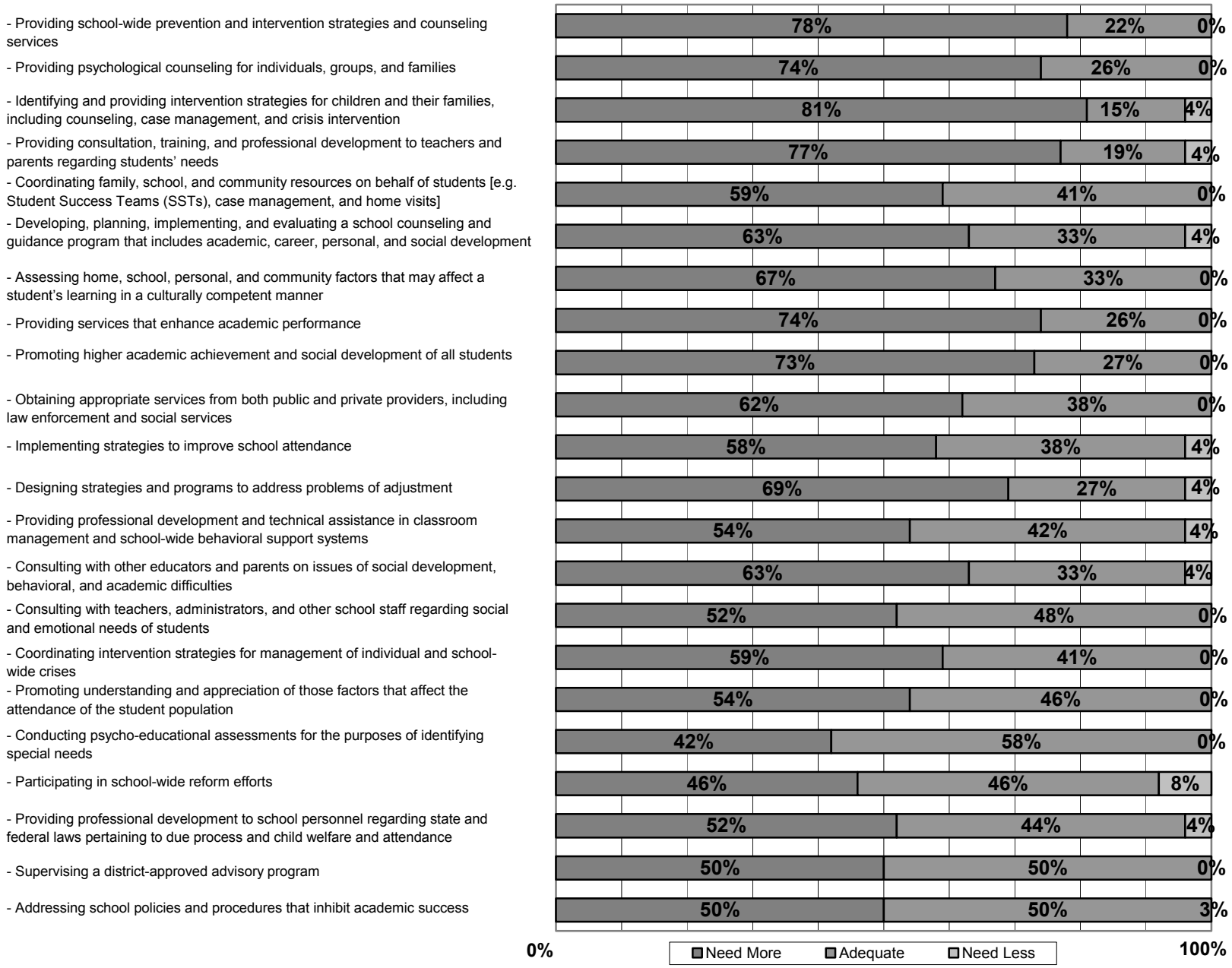
Graph 1.2–Need for Pupil Support Services and Programs–Elementary School Districts



Graph 1.3–Need for Pupil Support Services and Programs–Unified School Districts



Graph 1.4–Need for Pupil Support Services and Programs–High School Districts



APPENDIX E

CHAPTER 3 GRAPHS—EFFECTIVE PUPIL SUPPORT SERVICES AND PROGRAMS

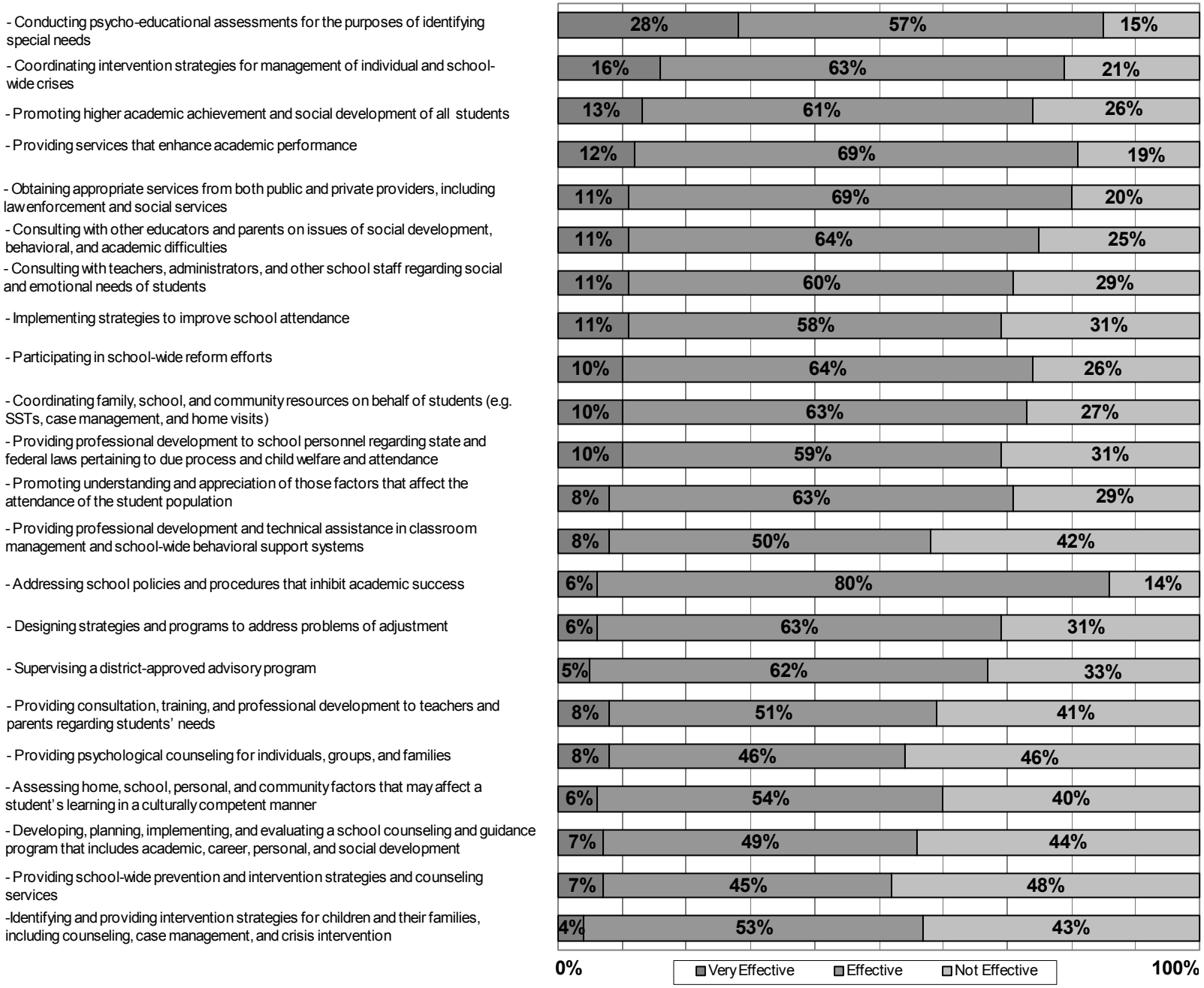
ALL SCHOOL DISTRICTS

ELEMENTARY SCHOOL DISTRICTS

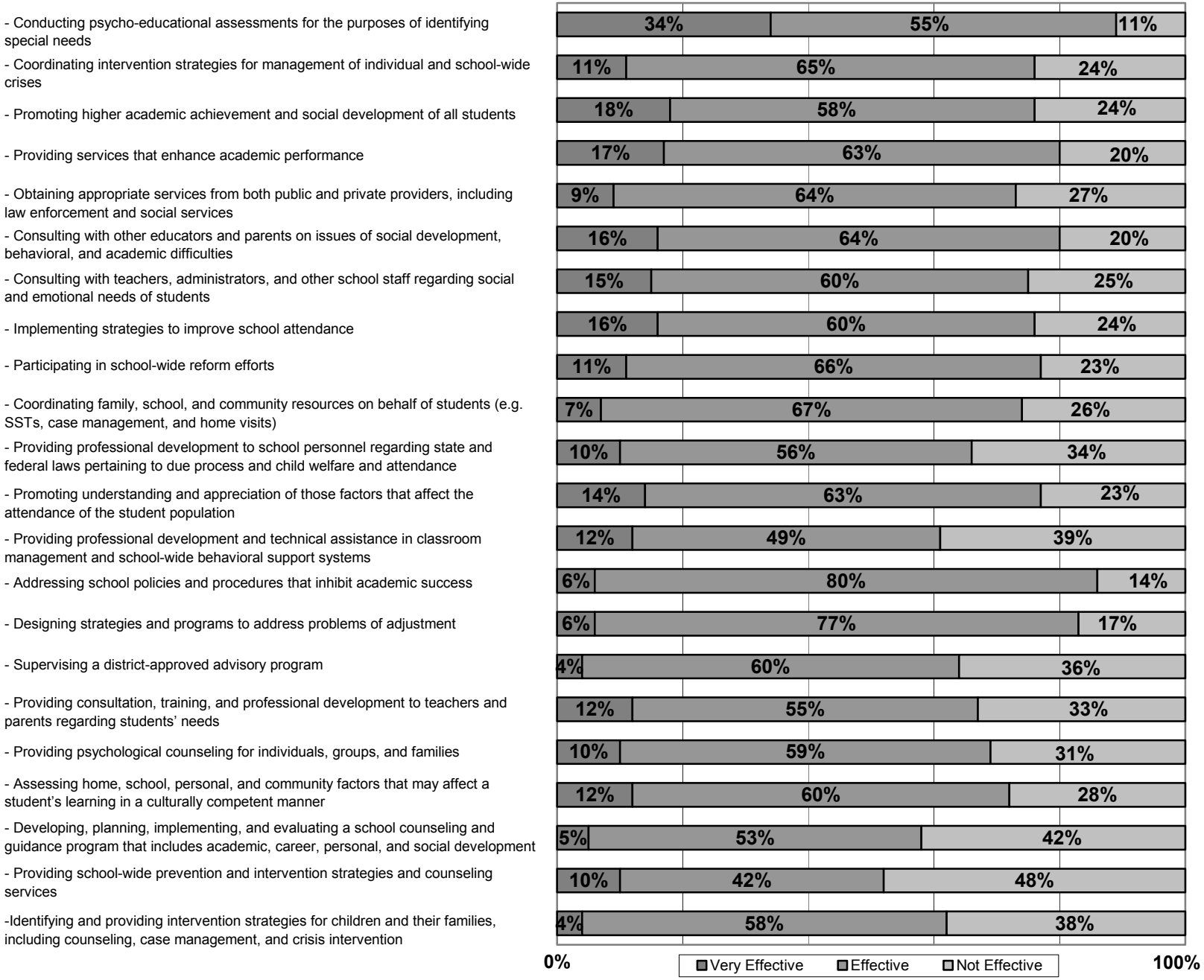
UNIFIED SCHOOL DISTRICTS

HIGH SCHOOL DISTRICTS

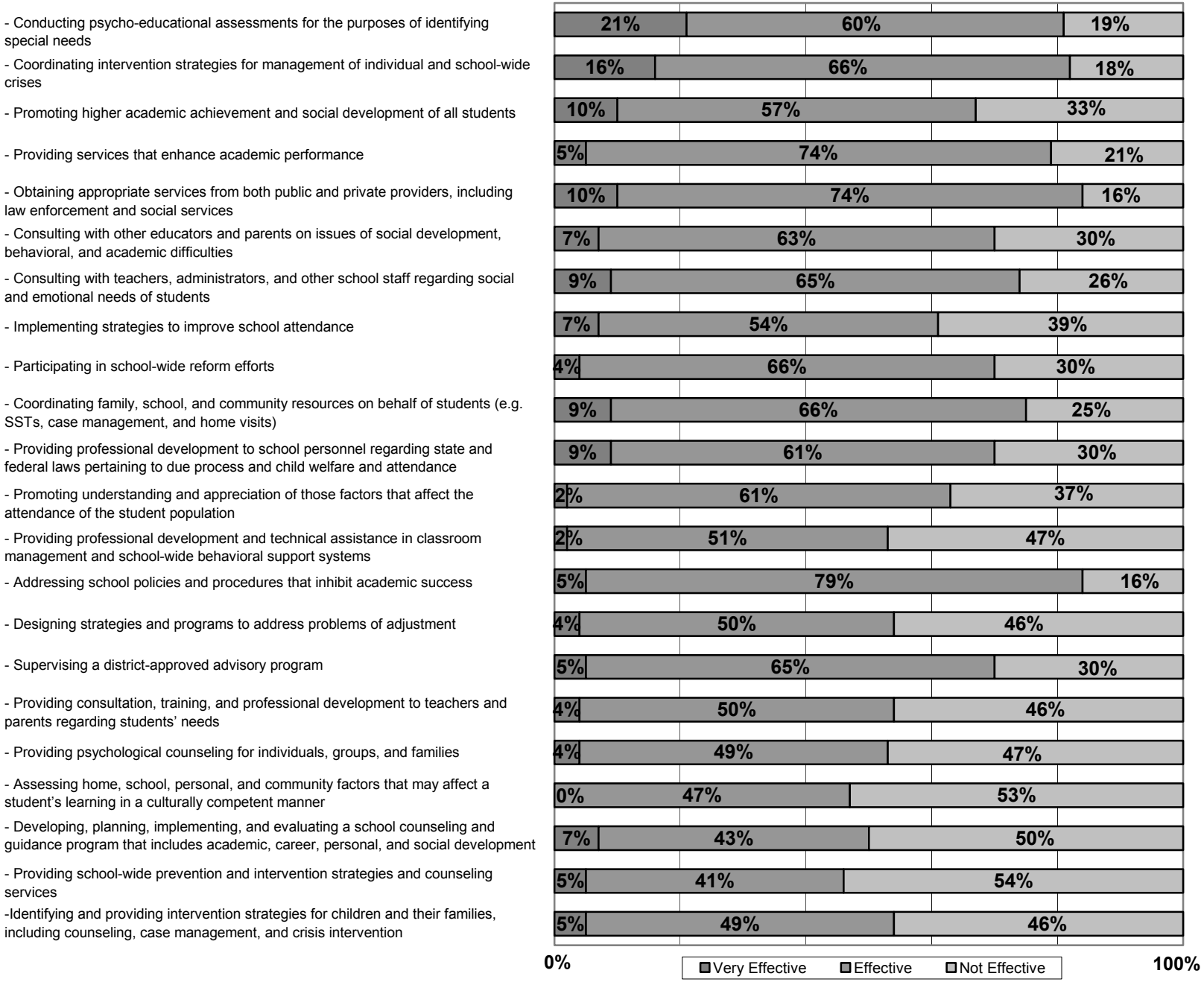
Graph 1.1–Effective Pupil Support Services and Programs—All School Districts



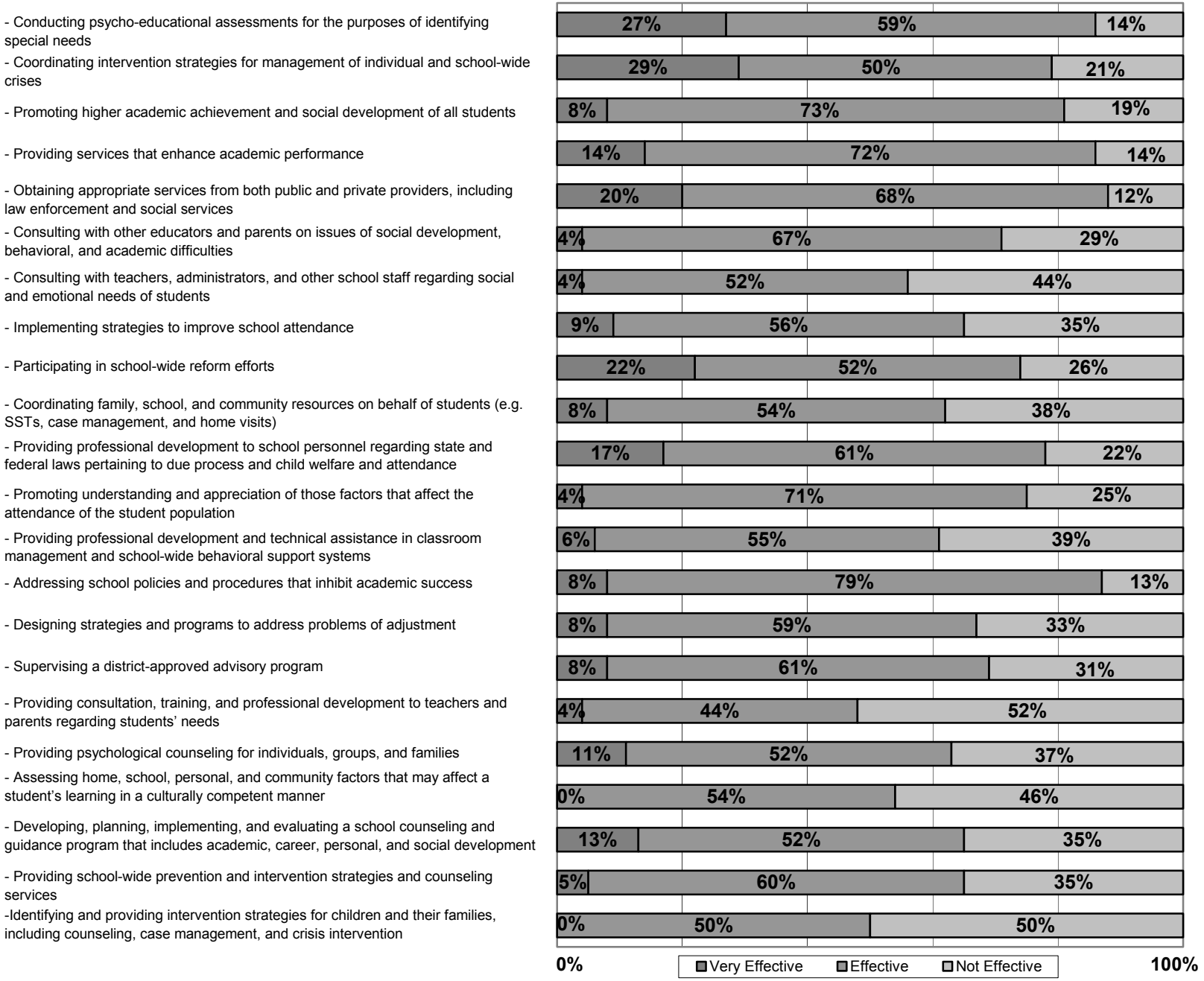
Graph 1.2–Effective Pupil Support Services and Programs—Elementary School Districts



Graph 1.3–Effective Pupil Support Services and Programs—Unified School Districts



Graph 1.4–Effective Pupil Support Services and Programs—High School Districts



APPENDIX F

CHAPTER 4 TABLES—PUPIL SUPPORT PERSONNEL RATIOS

SCHOOL COUNSELOR

SCHOOL PSYCHOLOGIST

SCHOOL SOCIAL WORKER

SCHOOL NURSE

Table 1.1-School Counselor Ratios by District Type and School Level

District Type	Level	Enrollment	Current FTE's	Adequate FTE's	Percent Change	Current Ratio	Adequate Ratio
Elementary	Elementary	298,793	80.57	290.65	+260	3,709/1	1,028/1
	Middle	78,732	113.2	174.75	+58	696/1	451/1
	High	0	n/a	n/a	n/a	n/a	n/a
	Other	n/a	13.4	10.5	-22	n/a	n/a
	Total	377,525	225.17	475.9	+111	1,677/1	793/1
Unified	Elementary	1,056,913	369.95	1,335.85	+261	2,859/1	793/1
	Middle	429,190	636	919.25	+44	675/1	467/1
	High	547,871	1,125.9	1,587	+41	487/1	345/1
	Other	n/a	140.3	210.15	+50	n/a	n/a
	Total	2,033,974	2,272.15	4,080.25	+80	895/1	498/1
High School	Elementary	0	n/a	n/a	n/a	n/a	n/a
	Middle	25,121	52	60	+15	483/1	419/1
	High	230,818	475.15	552	+16	486/1	418/1
	Other	n/a	34	35.5	+4	n/a	n/a
	Total	255,939	561.15	647.6	+15	456/1	395/1
All Districts	Grand Total	2,667,438	3,040.47	5,175.75	+70	877/1	515/1

Table 1.2-School Psychologist Ratios by District Type and Assignment

District Type	Assignment	Enrollment	Current FTE's	Adequate FTE's	Percent Change	Current Ratio	Adequate Ratio
Elementary	General Education	n/a	168.57	228.87	+36	n/a	n/a
	Special Education	n/a	87.79	93.3	+6	n/a	n/a
	Other Programs	n/a	4.46	9.7	+117	n/a	n/a
	Total	377,525	260.82	331.87	+27	1,447/1	1,138/1
Unified	General Education	n/a	466.7	635	+36	n/a	n/a
	Special Education	n/a	633.38	753.73	+19	n/a	n/a
	Other Programs	n/a	196.13	213.25	+9	n/a	n/a
	Total	2,033,974	1,296.21	1,602.5	+24	1,569/1	1,269/1
High School	General Education	n/a	56.5	66	+17	n/a	n/a
	Special Education	n/a	64.55	85	+32	n/a	n/a
	Other Programs	n/a	2	4	+100	n/a	n/a
	Total	255,939	123.05	155	+26	2,080/1	1,651/1
All Districts	Grand Total	2,667,438	1,680.08	2,094.77	+25	1,588/1	1,273/1

Table 1.3-Social Worker Ratios by District Type and Assignment

District Type	Assignment	Enrollment	Current FTE's	Adequate FTE's	Percent Change	Current Ratio	Adequate Ratio
Elementary	General Education		16.8	88.15	+425		
	Other Programs		9.5	21.2	+123		
	Total	377,525	26.3	109.35	+316	14,354/1	3,452/1
Unified	General Education		52.1	403.5	+674		
	Other Programs		191	43	-77		
	Total	2,033,974	243.1	446.5	+84	8,367/1	4,555/1
High School	General Education		10.8	93.8	+769		
	Other Programs		1	4	+300		
	Total	255,939	11.8	97.8	+88	21,689/1	2,617/1
All Districts	Grand Total	2,667,438	281.2	653.65	+132	9,486/1	4,081/1

Table 1.4-School Nurse Ratios by District Type and Assignment

District Type	Assignment	Enrollment	Current FTE's	Adequate FTE's	Percent Change	Current Ratio	Adequate Ratio
Elementary	General Education		146.4	232.12	+59		
	Other Programs		2.4	11.7	+388		
	Total	377,525	148.8	243.82	+64	2,537/1	1,548/1
Unified	General Education		1,051.21	1,554.34	+48		
	Other Programs		123.75	149.15	+21		
	Total	2,033,974	1,174.96	1,703.49	+45	1,731/1	1,194/1
High School	General Education		81.7	104.7	+28		
	Other Programs		4	12.2	+205		
	Total	255,939	85.7	116.9	+36	2,986/1	2,189/1
All Districts	Grand Total	2,667,438	1,409.46	2,064.21	+46	1,893/1	1,292/1

APPENDIX G

CHAPTER 5 TABLES—CORRELATIONS BETWEEN VARIABLES OTHER THAN PUPIL RATIOS

Table 1.1 – Correlations Between Variables Other Than Pupil Ratios, Elementary Districts

Coefficients of Correlation Between 14 Variables														
Variables (See Key Below)	**A**	**B**	**C**	**D**	**E**	**F**	**G**	**H**	**I**	**J**	**K**	**L**	**M**	**N**
A		.027	.185	.094	.188	.130	.131	.410	-.435	.161	.166	-.118	-.126	-.168
B			-.258	-.207	-.269	-.202	-.215	-.203	.112	-.046	.100	.238	.430	.301
C				.856	.841	.831	.822	.721	-.304	-.684	-.689	-.796	-.486	-.667
D					.936	.973	.976	.752	-.186	-.807	-.778	-.909	-.542	-.655
E						.944	.930	.822	-.275	-.696	-.678	-.826	-.562	-.652
F							.984	.946	-.185	-.726	-.713	-.870	-.563	-.634
G								.950	-.126	-.729	-.707	-.905	-.569	-.672
H									-.335	-.427	-.426	-.684	-.486	-.559
I										.027	.122	.221	.305	.303
J											.882	.710	.225	.413
K												.692	.222	.410
L													.702	.785
M														.692

Key to Variables:

A. Attendance
B. School safety
C. Academic Performance Index
D. Stanford 9 Scores - Reading
E. Stanford 9 Scores - Math
F. Stanford 9 Scores - Language
G. Standards Test Scores - English/Language Arts
H. Standards Test Scores - Mathematics
I. Cost of Instruction, per pupil
J. Percent Minority Enrollment
K. Percent English Learners
L. Percent Free or Reduced Price Meals
M. Percent CalWORKs students
N. Percent Compensatory Education students

How To Read this Table:

To save space, each variable is identified by a letter, as listed in the Key to Variables. Each variable is listed twice in the Table – once in a horizontal row and once in a vertical column. Each correlation between variables appears in the box where the row and the column intersect. For example, the correlation between Attendance (Variable A) and Standards Test Scores in Mathematics (Variable H) is +.410. [Note: The lower-left half of the table has been omitted, since the correlation between A and H, as in this example, is obviously the same as between H and A.]

Table 1.2 – Correlations Between Variables Other Than Pupil Ratios, Unified Districts

Coefficients of Correlation Between 15 Variables															
Variables (See Key Below)	**A**	**B**	**C**	**D**	**E**	**F**	**G**	**H**	**I**	**J**	**K**	**L**	**M**	**N**	**O**
A		-.174	.119	.215	.257	.259	.248	.329	.193	-.481	.144	.253	-.133	-.124	-.019
B			-.080	-.208	-.186	-.199	-.174	-.193	-.128	-.004	.121	.029	.164	.343	.116
C				.837	.850	.866	.835	.794	.226	-.154	-.690	-.653	-.837	-.566	-.790
D					.970	.985	.987	.936	.441	-.252	-.787	-.729	-.905	-.709	-.834
E						.972	.966	.968	.415	-.310	-.709	-.669	-.868	-.695	-.806
F							.985	.947	.465	-.311	-.725	-.689	-.908	-.736	-.827
G								.951	.503	-.256	-.734	-.694	-.896	-.709	-.808
H									.438	-.343	-.634	-.619	-.830	-.654	-.744
I										.066	-.175	-.207	-.342	-.369	-.296
J											.153	.124	.267	.307	.273
K												.854	.701	.550	.663
L													.698	.456	.631
M														.754	.855
N															.621

Key to Variables:

A. Attendance
B. School safety
C. Academic Performance Index
D. Stanford 9 Scores - Reading
E. Stanford 9 Scores - Math
F. Stanford 9 Scores - Language
G. Standards Test Scores - English/Language Arts
H. Standards Test Scores - Mathematics
I. Graduates with UC/CSU courses
J. Cost of Instruction, per pupil
K. Percent Minority Enrollment
L. Percent English Learners
M. Percent Free or Reduced Price Meals
N. Percent CalWORKs students
O. Percent Compensatory Education students

How To Read this Table:

As with the previous table, each correlation between variables appears in the box where the row and the column intersect. For example, the correlation between School Safety (Variable B) and Stanford 9 Scores in Reading (Variable D) is a negative .208 (higher crime rates are slightly related to lower reading scores).

Table 1.3 – Correlations Between Variables Other Than Pupil Ratios, High School Districts

Coefficients of Correlation Between 15 Variables															
Variables (See Key Below)	**A**	**B**	**C**	**D**	**E**	**F**	**G**	**H**	**I**	**J**	**K**	**L**	**M**	**N**	**O**
A		-.404	-.261	-.293	-.168	-.273	-.231	-.247	-.457	-.357	.378	.316	-.093	-.066	-.344
B			-.088	.211	-.030	.100	.058	-.153	.244	.242	-.264	-.501	-.143	.040	-.098
C				.725	.728	.696	.648	.632	.303	.130	-.836	-.691	-.609	-.555	-.209
D					.928	.971	.927	.599	.470	.471	-.863	-.698	-.706	-.531	-.351
E						.960	.928	.683	.331	.356	-.780	-.543	-.649	-.544	-.264
F							.949	.636	.444	.417	-.799	-.591	-.666	-.527	-.282
G								.514	.389	.389	-.774	-.509	-.626	-.506	-.311
H									.135	.045	-.546	-.306	-.440	-.291	.010
I										.350	-.309	-.332	-.309	-.308	-.142
J											-.376	-.421	-.140	-.237	.027
K												.853	.636	.459	.256
L													.572.	.479	.297
M														.751	.732
N															.523

Key to Variables:

A. Attendance
B. School safety
C. Academic Performance Index
D. Stanford 9 Scores - Reading
E. Stanford 9 Scores - Math
F. Stanford 9 Scores - Language
G. Standards Test Scores - English/Language Arts
H. Standards Test Scores - Mathematics
I. Graduates with UC/CSU courses
J. Cost of Instruction, per pupil
K. Percent Minority Enrollment
L. Percent English Learners
M. Percent Free or Reduced Price Meals
N. Percent CalWORKs students
O. Percent Compensatory Education students

How To Read this Table:

As with the previous table, each correlation between variables appears in the box where the row and the column intersect. For example, the correlation between Stanford 9 Scores in Reading (Variable D) and Percent of Graduates with UC/CSU courses (Variable I) is +.470.

APPENDIX H

Ranking of Standardized Measures and Scales by Type of District

Ranking of Informal Instruments by Type of District

Chapter 6 Graphs— Pupil Outcomes

All Districts

Elementary Districts

Unified Districts

High School Districts

Rankings of Standardized Measures and Scales

Elementary School Districts

1. Academic Performance Index (API)
2. Achievement tests
3. California Healthy Kids Survey (CAHKS)
4. California Safe Schools Assessment (CSSA)
5. Teachers' rating scales
6. Tests of psychomotor skills and physical fitness
7. Parents' rating scales
8. Other
9. Student self-report inventories
10. California High School Exit Exam (CAHSEE)

Unified School Districts

1. Academic Performance Index (API)
2. California Healthy Kids Survey (CAHKS)
3. California High School Exit Exam (CAHSEE
4. California Safe Schools Assessment (CSSA)
5. Achievement tests
6. Tests of psychomotor skills and physical fitness
7. Student self-report inventories
8. Teachers' rating scales
9. Parents' rating scales
10. Other

High School Districts

1. Academic Performance Index (API)
2. California High School Exit Exam (CAHSEE
3. Achievement tests
4. Student self-report inventories
5. California Safe Schools Assessment (CSSA)
6. California Healthy Kids Survey (CAHKS)
7. Parents' rating scales
8. Teachers' rating scales
9. Tests of psychomotor skills and physical fitness
10. Other

Rankings of Informal Instruments or Devices

Elementary School Districts

1. Observation of classroom behavior
2. Observation of playground or campus behavior
3. School accountability report card
4. District-developed surveys
5. Teacher interviews
6. Parent interviews
7. Teacher-made achievement tests
8. Student interviews
9. Autobiographical data (portfolios, etc.)
10. Other (please specify)

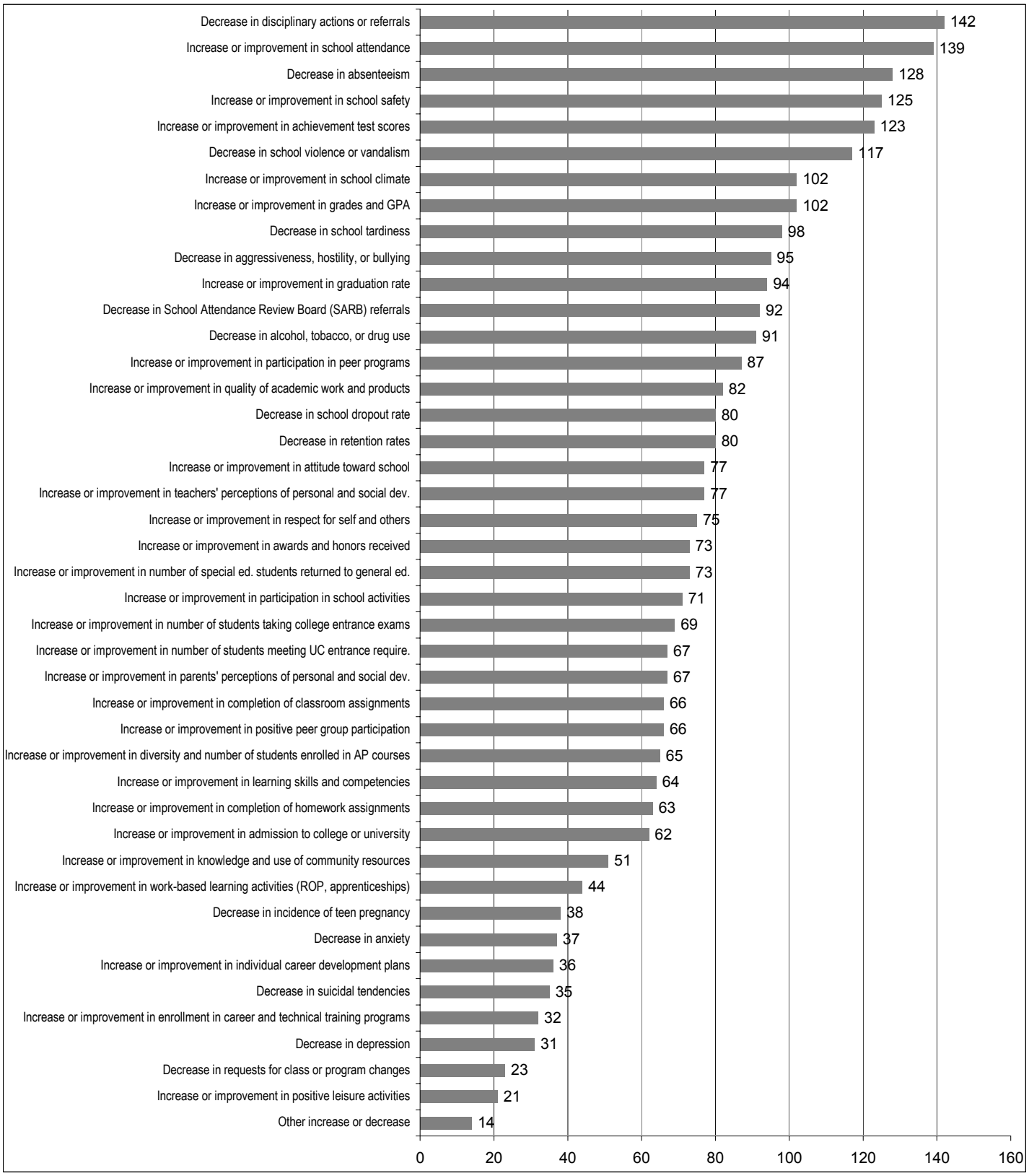
Unified School Districts

1. School accountability report card
2. Observation of classroom behavior
3. Observation of playground or campus behavior
4. District-developed surveys
5. Teacher interviews
6. Parent interviews
7. Student interviews
8. Teacher-made achievement tests
9. Autobiographical data (portfolios, etc.)
10. Other (please specify)

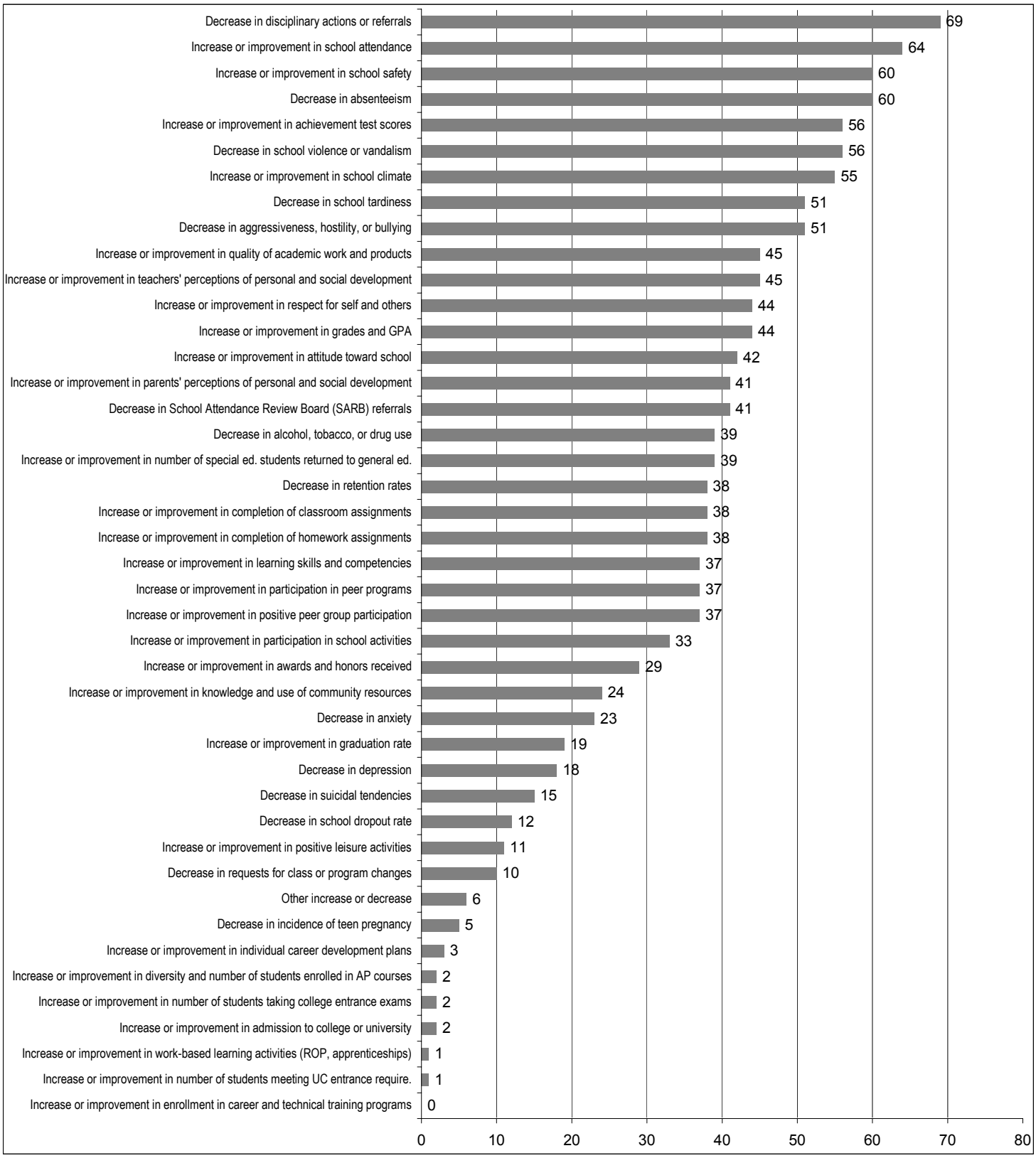
High School Districts

1. School accountability report card
2. Observation of classroom behavior
3. District-developed surveys
4. Parent interviews
5. Student interviews
6. Teacher interviews
7. Observation of playground or campus behavior
8. Teacher-made achievement tests
9. Autobiographical data (portfolios, etc.)
10. Other (please specify)

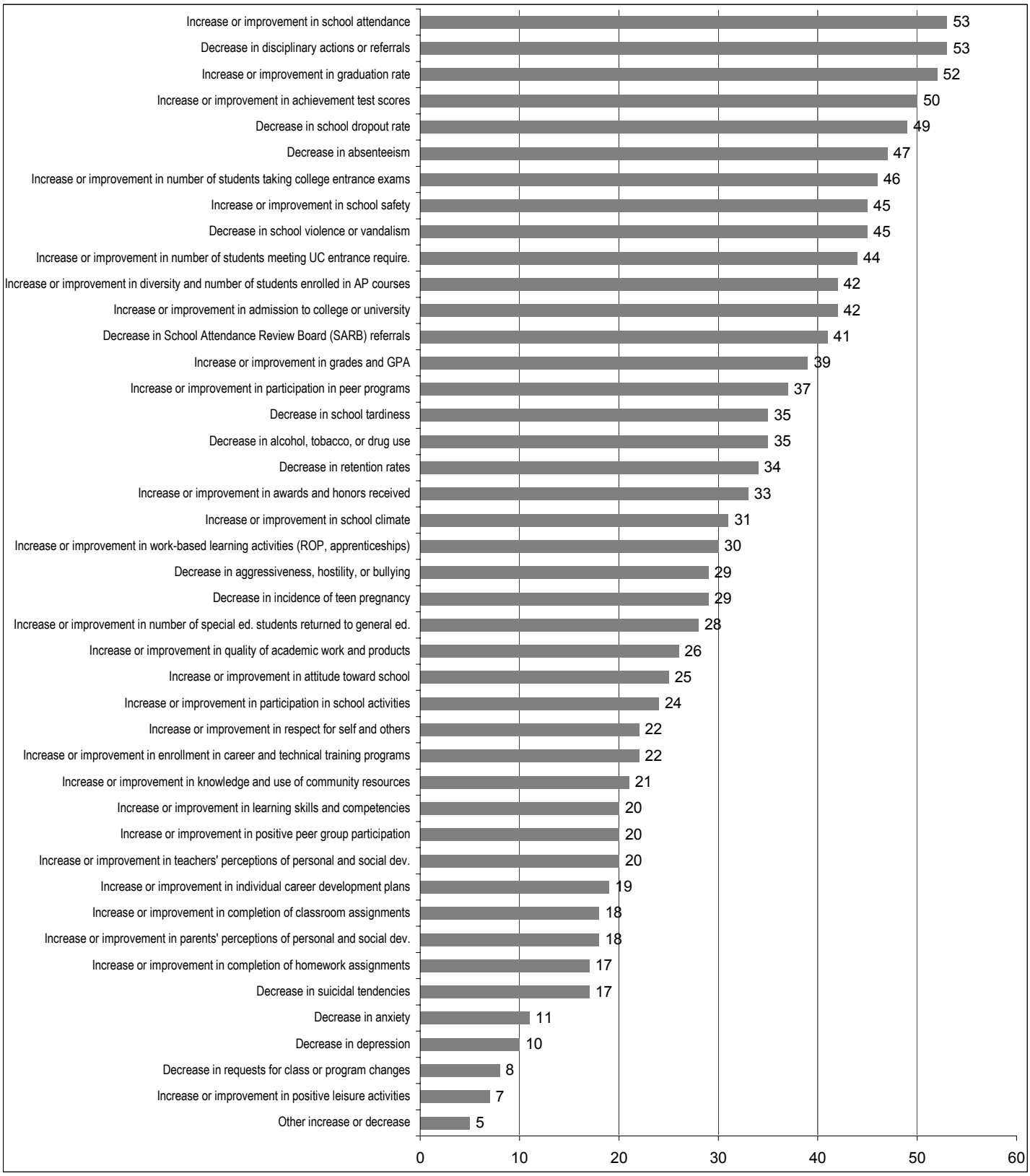
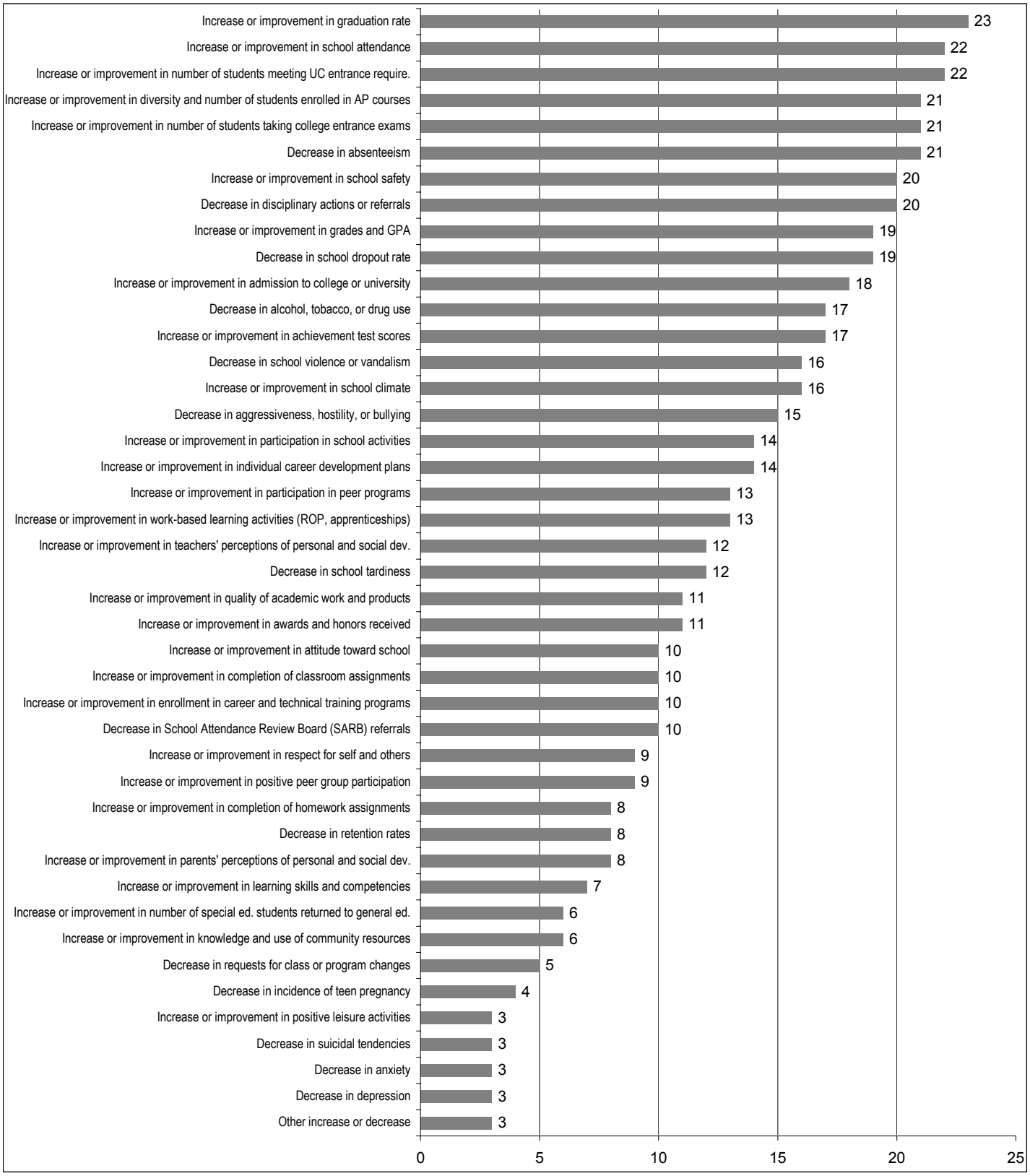
Graph 1.1–Pupil Outcomes–All School Districts



Graph 1.2–Pupil Outcomes–Elementary School Districts



Graph 1.3–Pupil Outcomes–Unified School Districts



Graph 1.4–Pupil Outcomes–High School Districts