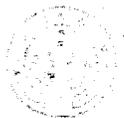


Utah Law Enforcement Planning Agency's
Project on Criminal Justice
Standards and Goals

COMMUNITY CRIME PREVENTION EDUCATION

Approved by
Community Crime Prevention Task Force
Utah Law Enforcement Planning Council
December 2, 1974

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STATE OF TEXAS
COMMISSIONER OF EDUCATION

June 10, 1978

The purpose of this report is to provide information to the public regarding the progress of the State of Texas in the area of education. This report is intended to provide a comprehensive overview of the current state of education in Texas, including a discussion of the various issues and challenges facing the state's educational system.

The report is organized into several sections, each of which addresses a different aspect of the state's educational system. These sections include a discussion of the state's current educational policies, a review of the state's current educational performance, and a discussion of the various challenges and opportunities facing the state's educational system.

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W. J. ...
Commissioner of Education

EDUCATION

COMMUNITY CRIME PREVENTION TASK FORCE

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INTRODUCTION

One of the most important functions carried out by state and local governments is education. Nearly half of all state and local expenditures in Utah (approximately 45% in 1972) goes for education.

Utahns traditionally have placed high emphasis on public education. Over the years, Utah has acquired a superior academic reputation, and the state has long held an enviable position among the other states of the nation in overall educational performance.

When comparisons are made with other states, Utah is shown to be characterized by one of the largest public school loads in the nation, a lower than average financial ability, and a superior effort to support education. In 1971-72, for example, Utah ranked second among the fifty states in the percentage of the total population enrolled attending public schools--forty-fourth in the amount of personal income available per school child, and fourth in the proportion of personal income actually devoted to state and local school taxes.

Despite the superior effort made to support public education, the amount of funds available per school child in Utah has usually been below the national average. Differences in organizational efficiencies, population concentrations, and geographic characteristics, however, are factors which affect public school unit costs. As a result, per pupil costs are not always a reliable index of educational quality. For example, per pupil costs in the smallest rural districts in Utah are more than double the per pupil expenditure in the larger metropolitan districts of the state.

The administration of elementary and secondary public schools in Utah, supervised by the State Department of Public Instruction is appointed by the Board.

STATE BOARD OF EDUCATION

General control of basic educational policies and activities in Utah is vested by the Constitution in a State Board of Education elected directly by the people. The statutes set Board membership at eleven.

Candidates for election to the State Board of Education are made by petitions filed with the Secretary of State. For purposes of electing the State Board of Education, Utah is divided into state school election districts.

Functions

The State Board of Education does not operate the local public schools. This is the function of the local school boards. The primary responsibilities of the State Board are to provide leadership, advisory services, and to determine basic administrative policies for the public school program.

The Utah State Board of Education is required or empowered to:

1. Appoint the State Superintendent of Public Instruction, who serves at the pleasure of the Board.
2. Appoint such assistants as it considers necessary.
3. Appoint three school district superintendents to act on the State Course of Study Committee and the State Textbook Committee.
4. Adopt and enforce rules and regulations to eliminate and prevent all unnecessary duplication of work or instruction in the school system.
5. Promote the establishment of school libraries throughout the State.

6. Supervise school district compliance with the state school program, and approve allotments of state contributions to local school districts.

7. Establish standards of scholarship, training, and experience for teacher certification.

8. Supervise the administration of the Utah Technical College at Salt Lake and in Utah County and the vocational centers at Richfield, Roosevelt, and Smithfield.

9. Appoint the Director of Special Education for Handicapped Children.

10. Direct the Utah program for the adult blind, and the Deaf and Blind School.

11. Appoint other school directors and supervisors.

12. Apply for, receive, administer, and distribute the school districts funds made available by the Federal Government and accept on behalf of the state grants, endowments, and bequests from other sources.

RECOMMENDATION 6.1: THE HOME AS A LEARNING ENVIRONMENT

RECOMMENDATION

The Task Force recommends that educational authorities propose and adopt experimental and pilot projects to assist parents to become trained and qualified teachers in their homes. A variety of methods and procedures could be adopted to attain this goal. Among these are the following:

1. Legislation to enable the establishment and continuation of home environment education as a permanent accessory to existing educational systems.

2. Programs designed to determine the most effective utilization of parents in educational projects in the home setting. A logical departure point for such projects would be to increase the level of active involvement of selected neighborhood parents in formal school operations. A carefully designed program of this sort would also benefit pre-school children in the home.

3. The development of short-term and follow-through programs by adult education programs to prepare parents for instructing their children.

4. The joint development by parents and school staffs of techniques and methods for using the home as a learning environment.

5. School district and State educational programs to train parents to use situations and materials in the home as a means of reinforcing the efforts of formal schooling.

6. Provisions of instructional materials by school districts for use in home-teaching programs.

7. The expansion of programs to train and use parents as aids, assistants, and tutors in regular school classrooms.

8. Development of programs to inform parents of existing resources for early childhood education.

NATURE OF THE RECOMMENDATION

A child's early life has a great impact on his habits of emotional response, patterns of thinking and problem-solving; and basic physical

response patterns are virtually impervious to change, except under new and (depending upon the age level of the individual) fairly powerful environments.

Research indicates that the home and surrounding neighborhood are such powerful factors that the schools can make little impact on the deterrence or encouragement of any behavior. One study has shown that "variations in what children learn in school depend largely on what they bring to school, not on variations in what schools offer them."

The problem that arises is, therefore, how to intervene in the early environment to redesign it. If by environment one means the family, peer, and neighborhood system, is there a right to intervene at all? At what point?

The National Advisory Commission on Civil Disorders has endorsed the concept of involving parents and the home in the educational process.

The Task Force on Urban Education noted the need for schools to increase their involvement with the community in which they are located. The President's Commission on Law Enforcement and Administration of Justice has recommended that efforts be made to increase cooperation between schools and the communities they serve.

UTAH STATUS AND COMMENTS

Traditionally, Utahns have placed great value on the care and teaching of the young. Many groups are supporting the concept of child advocacy and developmental services to children through public agencies. Increasing numbers of children are being placed in private nurseries, kindergartens, and day-care facilities while others are left without adequate supervision as parents in greater numbers engage

in activities outside the home. Services for young children and their families are too often not coordinated among public and private organizations and institutions.

Concurrently, Utahns have placed extraordinary responsibility upon faith in the home as the logical and most desirable institution for the care and training of pre-school age children. Any activity which tends to compete with the home in this traditional responsibility is regarded as questionable and an unwarranted invasion of the prerogatives and sanctity of the home.

The task of any program of early childhood development undertaken in Utah is to provide supplemental services to the home in a manner that strengthens the home and those in it responsible for the care and nurture of the young.

Under the aegis of the Education Commission of the States, a task force of Early Childhood Education, chaired by Utah's Governor Calvin L. Rampton, defined five objectives for early childhood development which seem to coincide with basic Utah philosophy. They are:

1. To develop ways to reach families of young children and to strengthen the capacity for parenting.
2. To involve parents in the formal education of their children directly and through the decision-making process.
3. To provide for the health, safety, and psychological needs of young children.
4. To start the educational process that will contribute to the development of individuals who will be able to solve a variety of problems and are willing to try to solve them.

5. To lay a foundation for improvements that should take place in the early years of schooling to make it more responsive to the needs of children.

It is in keeping with these objectives that an Office of Child Development was established as a responsibility of the State Board of Education. A need for such an office is recognized in the objectives, but, in addition, the office will serve the useful function of identifying services to young children currently being rendered by public agencies, and coordinating those services so that children and their parents will be served optimally.

In view of existing social forces and the needs of Utah's children the following assumptions are made:

1. The early years of life are vitally important since as formative years they lay the foundation for the fulfillment of each child's genetic potential.
2. Prevention of human disabilities and handicaps are more humane and less costly than remediation.
3. Prevention efforts on behalf of children must be conducted in support of and in cooperation with the child's family.
4. Cultural and ethnic backgrounds must be considered in Utah's intervention programs for children.
5. Optimum developmental opportunities during the formative years will result in more mature and creative adults who can better contribute to society.
6. Optimum developmental opportunities during the formative years will contribute to the quality of adult life.

7 The quality of living as a goal in and of itself is as important for children as for adults.

8 To succeed in meeting the needs of Utah's children, parents, professionals, public officials, and private enterprise must be committed to quality childhood development.

9 Children and youth should participate in program decisions and service to other children and youth in keeping with their maturity.

The Office of Child Development in Utah fills a need that is rapidly being recognized in view of a somewhat random application of state and federal resources to problems of child development in a complex society.

Its purpose is to act as an advocate for children and their families to assure the realization of the full developmental potential of each child through (a) planning and coordinating all state and federal resources for children; (b) acting as a community information resource for early childhood development; and (c) developing appropriate programs and services to meet the needs of young children. Since the family is the first and most fundamental influence on a child's development, this purpose will be accomplished whenever possible by enhancing the effectiveness of the family.

An Office of Child Development, while essential, will not be without its problems. particularly in view of traditionally held values of the prerogatives and sanctity of the home where responsibility for children are concerned. It will be of prime importance that the OCD focus upon strengthening the family in its responsibility for childhood development and that parents be assured that early childhood education does not mean institutionalizing children and formalizing their education below age levels currently receiving services in the schools.

But of somewhat equal importance will be permeating philosophy of advocacy which recognizes that all too often the one with the greatest need is the least affluent, the least influential, and has the quietest voice. Essential also is the attitude that there is a flame of individuality in each person that must be nourished rather than extinguished; and if services are to be most effective, individual needs and differences must be taken into account.

The Utah Legislature has not seen fit until now to appropriate funds for early childhood education. A milestone in this regard was achieved when in 1973 the school finance program recognized that experimental monies could be used for early childhood programs. But state funding beyond this point is necessary if early childhood development programs are to progress. Currently, the OCD is financed only by a federal grant which is unassured beyond June 30, 1974. It is also necessary to provide a structure whereby the 30% federally funded programs in early childhood development may be properly coordinated. The concern that massive federal funding will occur, thus providing the state with large sums of money for programs, without the mechanism for the state to handle the coordination properly is real. Action should be taken to confirm OCD in its present location and provide initial state funding for its operation.

METHOD OF IMPLEMENTATION

The administrative framework for implementing the majority of this recommendation already exists or is in the planning stage. (The Office of Child Development--this office will be comprised of a Director, Head Start Technical Assistance Officer, the special training officer, and other professional staff as needs and budget dictate.)

RECOMMENDATION 6.2: THE SCHOOL AS A MODEL OF JUSTICE

RECOMMENDATION

The Task Force recommends that school authorities adopt policies and practices to insure that schools and classrooms reflect the best examples of justice and democracy in their organization and operation, and in the rules and regulations governing student conduct. Such policies and practices should at least include the following:

1. The development and enforcement of student-school rights and responsibility policy. Such a policy should be jointly developed by a citizen committee composed of students, parents, and faculty. This policy should specifically state a student's right to a hearing whenever disciplinary action such as suspension or expulsion is considered.

2. Student advisory committees should be organized to meet with school boards and school superintendents on a scheduled basis. All students should have easy access to their school principal.

NATURE OF THE RECOMMENDATION

The recommendation suggests that the standards and behavior requirements set by the school and the measures adopted to insure compliance must be equitable and reasonable. Rules should be minimal as needed to protect persons and property from serious harm or injury. They should be explicit and publicly announce. This policy should apply to any regulations on speech, publications, dress, grooming, smoking, or male-female activities. Conversely, student actions that are in violation of statutes or seriously endanger the school's education mission should not be condoned.

The procedure used to formulate a rule is as important as the content of the rule. Democratic procedures should apply with appropriate modifications to all grade levels.

Student councils should have a significant voice in school affairs rather than acting in the role of a social chairman. The council, in consultation with faculty and administration, would have final authority in interpreting and revising behavior standards except where safety, rights, or school programs are clearly jeopardized. Disagreements could be arbitrated or settled by the district school board. Elected student representatives should meet regularly with the school board and the superintendent to discuss problems.

The other important aspect of the recommendation concerns the methods utilized to insure compliance to school regulations. Standing grievance committees composed of students and teachers should look into possible illegal disciplinary procedures such as corporal punishment, capricious or unwarranted searches of personal effects, and permanent confiscation of legal possessions. Penalties should not be imposed without examining the facts and the accused should not be presumed guilty.

Suspension should be an order process possibly decided upon by a student-faculty and used sparingly.

UTAH STATUS AND COMMENTS

With the judicial edict in *In re Gault* 387 US 1 (1967) assuring juveniles the right of due process, the Supreme Court began an era of juvenile civil liberty awareness (see attached paper). Although a few of the districts have established a student right policy, no such statement exists on the state level. However, the Board of Education recently appointed a committee to study and develop a guide for the public schools on a "Student Rights and Responsibilities". This 30 member committee includes students, minorities, judges, attorneys, school board members, principals, and UEA representatives. The group has divided into three task forces: Discipline and Grievances, School Activities, and the Relations Between Student and Institution. The

committee will consider such issues as attendance, dress, corporal punishment, teacher evaluation, student fees, search and seizure, pregnancy, suspension and expulsion. The complete working draft should be completed by July 1974. The format will consist of student rights, their corresponding student responsibilities and the schools' responsibilities (see attached sheet). Adopted standards will be of an advisory nature. Each school district can adopt, reject, or modify them. Present school district practices vary from strict regulations to practically no regulations. At this stage, the committee's standards appear to be relatively liberal and quite general with more emphasis on process and procedure than specific regulations.

The state superintendent has a 24-member student advisory committee representing high schools throughout the state. This committee meets monthly in the state board offices under the direction of their elected leaders. Some school districts allow students to sit in on their board meetings.

In reviewing this recommendation, the Utah State Board of Education agreed with its content and endorsed an extensive study to develop necessary guidelines. In commenting on the standard, the board made the following general assessment:

"Most of the conditions proposed in the narrative exist in Utah's public schools. Undoubtedly in some instances, student participations in school government is more token than real."

METHOD OF IMPLEMENTATION

The findings of the Utah State Board of Education Advisory Committee on Student Rights and Responsibilities should be carefully analyzed. The guidelines of the State Board of Education Advisory Committee should act as the basic foundation from which to implement this Recommendation. Each school district should then

organize an advisory committee consisting of students, parents, and faculty to review these guidelines and to formulate district policy in this regard.

At the present time, there is no State-level student rights policy board.

RECOMMENDATION 6.3: LITERACY

RECOMMENDATION

The Task Force recommends that by 1982, all elementary schools institute programs guaranteeing that every student who does not have a severe mental, emotional, or physical handicap will have acquired functional literacy in English before leaving elementary school [usually grade 6], and that special literacy programs will be provided for those individuals who cannot succeed in the regular program.

A variety of methods and procedures could be established to meet this goal. Such methods and procedures could include the following:

1. Training of teachers in methods and techniques demonstrated as successful in exemplary programs involving students with low literacy prognosis;
2. Training and employment of parents and other community persons as aides, assistants, and tutors in elementary school classrooms;
3. Replacement of subjective grading systems by objective systems of self-evaluation for teachers and objective measures of methods and strategies used;
4. Provision of privately contracted tutorial assistance for handicapped or otherwise disadvantaged students;

5. Redistribution of resources to support greater input in the earlier years of young people's education; and

6. Decentralized control of district finances to provide certain discretionary funds to site principals and, where desirable, involve neighborhood parent advisory committees to advise the local school administration.

NATURE OF THE RECOMMENDATION

The Task Force suggests that by 1982 all students without severe handicaps achieve a functional literacy in English before leaving the 6th grade. The dictionary defines "literacy" as the ability to read and write. However, literacy implies that a person not only needs to sign his name, but needs to be able to read and fill out job application forms, income tax forms and Social Security forms. He also must be able to write checks, count change and read street signs.

The "severe handicaps" mentioned in the standard refers to such problems as serious physical malfunctions, mental retardation, or emotional instability. While special programs should be instituted for those unable to succeed on the regular program, only the severely handicapped are exempt from the 1982 goal.

UTAH STATUS AND COMMENTS

There is a lack of hard data in determining the degree of literacy in Utah. One reason is that an illiterate person is probably too embarrassed to admit it. While it is generally agreed that Utah has a high level of literacy, this condition is not representative of the whole state. In our school system, literacy is interpreted as the ability to read. If a person can read well, he probably will be able to write and even do mathematics.

In agreeing on this recommendation, the Utah Board of Education noted the following:

Recommendations of this kind generate new pressures on children that are already failing. Usually the schools provide more of the same type program only under great pressures. What is needed is new approaches -- better diagnosis of students' problems so that the schools actually meet their needs rather than simply apply more pressure.¹

It is simply not enough to establish a goal, set a time frame, and then budget more money for the same old programs. There is no one method of teaching. Programs should be formed to meet the individual child's needs rather than have the child conform to meet the program's demands. Such individualized programming demands more of the school teacher, the parent, and society in general.

For example, a very successful "Right to Read" program has been established in Escalante, Utah, where there is a migrant housing unit. This program has given many children their first feeling of success. The children have written, illustrated and bound their own books. Cassette recorders have been utilized so a child can record his story for younger children to hear. Teaching methods are individualized. Programs are not taught, children are taught in the method best suited to them.

Utah was one of the first states to pass legislation requiring the public schools to educate all children regardless of their handicapping condition. Consequently, the school districts must provide an educational program to meet the students' need, (Chapter 16 UCA).

¹Utah State Board of Education, *Comments on Chapter Six Programs for Education, National Advisory Commission Report, March 20, 1974, p.2*

Special curriculum materials have been developed for special education programs. For those in state institutions, the program is the responsibility of the school while the care is that of the institution (53-6-23.6 UCA).

As of fiscal year 1973, there were 3,674 handicapped students in the Utah public school system. In a special study, 40 school districts identified approximately 30,000 students (in addition to those already in special education programs) as being apparently physically or mentally handicapped. A sample of these students were individually evaluated by a team of private diagnostic consultants employed by Behavioral Science Consultants. The results of these evaluations indicated that teachers were quite accurate in identifying students with problems since only 4.9% of those selected and tested did not appear to have any type handicap. Nevertheless, the evaluation recommended that 88.8% of the children be placed in regular classrooms supplemented by a variety of specialized services. Supplementary instructional materials were also recommended for 51.1% of those students placed in the regular classroom.² The Annual Report further comments on these recommendations:

Placement of these handicapped students in the classroom has significant implications for the regular educational program and will necessitate some reorientation of traditional roles and changes in instructional philosophy. In-service training to help teachers acquire skills and understanding would likely facilitate placement of these students in the regular classroom. However, such placements will have a significant, rather than a minimal, impact on the educational institutions in Utah.³

²Utah Public School System, Annual Report of the State Superintendent of Public Instruction, 1972-73, pp. 19-20.

³Ibid., p. 20.

Currently, a program is underway to locate and determine the program need for each handicapped child of school age. The recommendation mentions several possible methods to increase literacy among elementary students.

1. Training of Teachers

Presently the state offices keep files on exemplary projects. The state offices, the Utah Educational Association (UEA) and national groups such as the National Center for Reading Improvement conduct workshops some of which provide college credit. A teacher must recertify every five years (53-2-17 UCA) by taking nine hours of class credit. Two problems exist (a) teachers who attend workshops are usually those who are already good teachers, and (b) teachers tend to use the same methods they experienced as children rather than the methods they have been instructed in.

2. Training of Parents and Use of Tutors

See recommendation 6.1 on the use of parents in the school.

All types of tutors are utilized in varying degrees. Some schools such as those in the Alpine District use 5th and 6th graders to tutor younger students. The Parents-Teacher Association (PTA) is a reliable source of volunteer tutors. College education students also tutor students as part of their course work. Federal funds for low-income areas provide money to hire school aids. At times, a teacher is hired specifically to privately tutor students. Such a person was hired at Orem Jr. High. When this teacher realized the vast need for such services, she organized a parent tutor program and held classes for the parents. This program has been modified and is functioning elsewhere in the state. There is little, if any, privately contracted tutoring.

3. Subjective Grading

All evaluations are subjective to a degree. Teachers realize the difficulty in "objectively" grading a student. Students learn early that identical marks do not represent equivalent work. The grading policy mentioned in the recommendation is being done quite a bit on the lower grade levels. However, parents are the biggest obstacle to this method of grading and need to be educated in its use.

4. Redistribution of Resources

At one time the state funding formula weighted an elementary student as a 1.00 and a secondary student as a 1.25. About 15 years ago this formula was replaced by one which weighted according to program rather than by age. The present formula gives a student involved in an all day handicap program a higher weighting than a student needing special classroom help. Both types of students receive higher weightings than the typical classroom student. This distribution of financial resources seems the most equitable. However, elementary schools would benefit from a greater utilization of different kinds of personnel with a variety of expertise.

5. Decentralized Control

Nationally this has been a very controversial issue. School districts vary with some giving principals quite a lot of freedom while others give them none at all. There is probably no district which gives the local neighborhood the control suggested in this recommendation.

The Utah State Board of Education made the following comment on the suggested methods:

Some of the methods suggested under this recommendation which are good such as #2, "Training persons as aides; #3, "Replacement of

subjective grading systems by objective systems of self evaluation for teachers and objective measures of methods and strategies used;" and #5, "Decentralized control of district finances to provide certain discretionary funds to site principals and neighborhood parent advisory committees for programs directed to the special needs of students." This is good theory but difficult to put into practice. It is difficult to control funds once they are out of the hands of the central office and central accounting.⁴

METHOD OF IMPLEMENTATION

The State Board of Education should spearhead such a drive with each school district making a personal commitment to take the necessary action.

Presently, Utah must educate all children regardless of handicapped condition.

RECOMMENDATION 6.4: IMPROVING LANGUAGE SKILLS

RECOMMENDATION

The Task Force recommends that schools provide special services to students who come from environments in which English is not the dominant language, or who use a language in which marked dialectal differences from the prevailing version of the English language represent an impediment to effective learning. A variety of methods and procedures could be established to meet this goal. Among these are the following:

1. Bilingual instructors, aides, assistants, and other school employees;

⁴Utah State Board of Education, p.2.

2. Instruction in both English and the second language;

3. Active recognition of the customs and traditions of all cultures represented at the school.

4. Hiring school staff from all racial, ethnic, and cultural backgrounds; and

5. Special efforts to involve parents of students with bicultural backgrounds.

NATURE OF THE RECOMMENDATION

Language is the key to meaning and to understanding. A productive exercise of legal rights and responsibilities is based on a competency in English and an understanding of American culture.

Educational systems must respect the varying cultures of their students. For example, classes predominately attended by non-English speakers in subject matter areas should be conducted by bilingual teachers.

The National Education Association's *Tucson Survey on the Teaching of Spanish to the Spanish Speaking* establishes several criteria basic to education for native Spanish speakers. Five such criteria are:

1. Instruction in pre-school and early grades in both Spanish and English;

2. Teaching of English as a second language;

3. Emphasis on reading, writing, and speaking of Spanish;

4. Recruitment of Spanish-speaking teachers and aides;

5. Training of bilingual teachers at colleges and universities.

The Department of Health, Education, and Welfare Urban Education Task Force calls for the recruitment of minority group teachers, as a contribution to the reduction of the teacher shortage in the urban area as well as a valuable resource within the educational community.

Finally, the National Conference on Social Welfare stated in its 1972 platform statements that: "bilingual education on all levels should be assured by law in those communities where there is significant use of a second language."

Southwestern Educational Development Laboratories (SEDL) is the primary organization studying the effects of traditional educational efforts on migrant students. Specifically, SEDL has conducted extensive research into bilingualism, and as a result of this research has recommended that the "opportunity to profit from bilingual education be extended to children of all non-English speaking groups."

UTAH STATUS AND COMMENTS

Increased attention is being paid the concept of cultural pluralism in the schools of Utah. (Cultural pluralism is a concept which permits a society to remain one people, but with individual strands remaining distinctive without subordinating one to the other.) "Equal education for all" is a basic American political belief. This belief brings one to a realization that there must be a recognition of different life styles, values, and social behavior of ethnic and racial groups; that there must be a re-examination of the school environment which will make it possible for each student to explore freely his or her own as well as other cultures using the mode of communicating, relating, and learning best adapted to meeting individual needs.

Education is a principal means of increasing or developing the worth of an individual. An appropriate education for all persons is both a

fundamental axiom of the democratic way of life and an effective instrument for social progress. Utah's public schools should provide equal education for all students regardless of their ethnic origins so that they can develop to their fullest potential as human beings. This desired outcome of equal education in Utah must also encompass a basic fact of American life--that cultural pluralism is not only desirable, but must be encouraged.

If cultural pluralism is to find its place in the schools, there must be increased attention toward providing students with materials which foster a positive self-image and develop attitudes rooted in respect for and understanding of the diversity of the American society. In addition, each student, regardless of ethnic origin, must be considered as having unique worth and education experiences must support this concept. The teaching staff and students should become aware of the unique educational problems facing Utah's minority groups, and should respond positively in helping to alleviate identified problems and needs. Educators and other school employees should be chosen for their empathetic understanding of the cultural background of each child and should be educated to work with each child's heritage as a basis for education. A child should learn because of what he or she already knows, not in spite of it. Educational objectives for minority group students should be specifically relevant to their unique educational problems and needs and should aim at preparing such students to be productive members of the community-at-large. The public school curriculum should meet the specific and unique needs of each student, with emphasis upon the needs of those from ethnic and racial minority groups.

A number of important items should be accomplished in Utah schools:

1. Employing a greater number of minority persons in the schools so as to provide positive models.

2. Taking necessary steps to encourage the development and use of testing devices which are free of cultural bias.

3. Encouraging bilingual and bicultural programs.

4. Creating a climate in which individuals can enjoy, profit from and draw from all cultures while at the same time maintaining and appreciating their own cultures.

5. Gathering, adapting, and disseminating information which features contributions of minority individuals and groups to the American culture and economy.

Very few programs are available in the public schools. The Jordan District has a Mexican-American Tutorial project. However, recent application by a consortium of school districts for federal funds will be of some assistance.

METHOD OF IMPLEMENTATION

Since very little exists in Utah in this area, the concern of the State Board of Education should be implemented through changes in the curriculum wherever necessary. The school districts can begin by employing a greater number of bilingual and minority persons in the schools. Guidance counselors and testing specialists should make an effort to eliminate cultural bias from testing devices.

Where a significant number of students speak another language, teachers should be hired to instruct in English as a second language. Teachers should include discussion of the history of minority groups in America and their contributions.

The PTA should be active in promoting the involvement of parents of students with bicultural backgrounds.

RECOMMENDATION 6.5: REALITY-BASED CURRICULA

RECOMMENDATION

The Task Force recommends that schools develop programs that give meaning and relevance to otherwise abstract subject matter, through a teaching/learning process that would simultaneously insure career preparation for every student in either an entry level job or an advance program of studies, regardless of the time he leaves the formal school setting.

A variety of methods and procedures could be established to meet this goal. Among these are the following:

1. Adoption of the basic concepts, philosophy, and components of career education, as proposed by the Office of Education;
2. Use of the micro-society model in the middle grades. Where this model is adopted, it will be important to realize that central purpose is to create a climate in which learning is enhanced by underlining its relevance to the larger society outside the school;
3. Awareness, through experiences, observations, and study in grades kindergarten through 6, of the total range of occupations and careers;
4. Exploration of selected occupational clusters in the junior high schools;
5. Specialization in a single career cluster or a single occupation during the 10th and 11th grades;
6. Guarantee of preparation for placement in entry-level occupations or continued preparation for a higher level of career placement, at any time the student chooses to leave the regular school setting after age 18;

7. Use of community business, industrial, and professional facilities as well as the regular school for career education purposes;

8. Provision of work-study programs, internships, and on-the-job training;

9. Enrichment of related academic instruction--communication, the arts, math, and science--through its relevance to career exploration;

10. Provide reality-based programs dealing with community and family living to complement career and academic enrichment programs; and

11. Acceptance of responsibility by the school for students after they leave, to assist them in the next move upward, or to re-enroll them for more preparation.

NATURE OF THE RECOMMENDATION

The primary goal of American education historically has been to prepare people for useful careers. Unfortunately, schools have been preparing most youngsters for the wrong careers for a long time. Twenty percent of those who now enter grade five leave before high school graduation, and another 60 percent do not take any post-high school training. Yet, 80 percent of our effort in schools is structured to meet college entry requirements.

Career education involves the provision of instructional environments and learning goals that relate education to the world of work. It also involves training leading toward a career and the opportunity for students to leave and re-enter the educational system or labor force.

The idea of career education was endorsed by the Committee for Economic Development. They urged the establishment of jointly planned educational programs by prospective employers and the schools.

In its 1968 report, the Advisory Council on Vocational Education called for early job preparation within the schools. They recommended that elementary schools should begin by providing a realistic picture of the world of work to familiarize the student with the world and his role in it. In junior high schools, economic orientation and occupational preparation should reach a more sophisticated stage to expose a full range of occupational choices. This preparation should become more specific in high school.

UTAH STATUS AND COMMENTS

During the past fiscal year, a great deal of progress has been made in career education in the public elementary and secondary schools of Utah. The "World of Work" program in the elementary schools, which began under a pilot program involving only a few districts, has been expanded into 39 or the 40 school districts of the State. Many elementary schools in these districts are involved in program operation using curriculum materials developed under a statewide effort. In addition, career guidance pilot programs have been developed and approved for the junior high level.

In the 1972-73 Annual Report of the State Superintendent of Public Instruction, it was stated that equating career education with vocational education unduly limits the concept and subsequent programs which may be designed for use in the schools. There is a danger that the potential of career education may be damaged if programs are developed and put into operation within the limited definition.

In a program of career education, a student should be able to elect a career from among all the career options available--skill trades, service occupations, the professions, the arts, and any other socially useful field of endeavor to which he or she may be directed by interest, aptitude, need, ability, aspiration, and drive. This calls for

greater comprehensiveness in programs in the schools. It also calls for articulation of the career curriculum through the elementary and secondary grades and on into post-secondary and adult education. The curriculum also needs to be organized in such a way as to encourage a student to move as rapidly in the direction of a career as endowments will permit. In addition, the program needs to provide opportunities for students of employable age to "spin off" from the system at any point with certain job-entry skills and to return at their option for further education and training to pursue advancement or new field.

It is the feeling of the State Superintendent that career education potentials will only be realized when the program is understood and accepted by society. Conceptually and operationally, the program cannot be confined solely to the schools. There are many issues and problems raised as its totality is visualized.

Social issues listed below must be considered in the context of society if they are to be resolved:

- (1) Compulsory attendance laws which require attendance at school through age 18.
- (2) Employment opportunities in all fields by young people who have job-entry skills or the potential for development of those skills.
- (3) Entrance of girls and women into the labor market in all fields at all ages.
- (4) Cooperative programs which require employer participation in the school day of school-age workers.
- (5) Financial and moral support of all types of career selection programs.

(6) Realignment of current views on school dropouts.

A task force on career education has been operating in the Office of the State Board of Education for over a year. Its prime charge is to develop policy, direction, and procedures for bringing career into focus. Its composition reflects the hope and necessity of bridging the various segments of education. Made up of a key program person from vocational education, general education, special education, adult education, and career guidance and headed by an executive director, the task force has accomplished many of its objectives. Its existence assures proper progression in this important field.

Developmental money could hasten implementation of this important concept in the schools; however, it would probably be unwise to appropriate any significant amount for program operation. It is important that flexibility be maintained in the use of current funds so that career education may move forward.

The Salt Lake City School District has a career education program (similar to that described by the National Advisory Commission) which extends down to the junior high school level. Plans have already been made to institute the awareness part of the program into elementary schools in the fall.

One of the three junior high school programs in operation is at Northwest Junior High School. Northwest's program starts with the ninth graders who are scheduled to spend four class periods in the career center. The center does a lot of work with a career awareness. They look at the student's reason, motivation and how much training is needed to go into the job in which they are interested. The center is furnished with slides, filmstrips, card files, and has had field trips and special speakers.

According to Mrs. Rosamond Dimman, Director of Career Education for the Salt Lake City School District, the Salt Lake City schools are the

only ones which really carry on a intensive program of this type. However, the other district in the valley have some form of the program. Most Granite District high schools have Career Occupational Planning Experience (COPE) centers which operate through the summer and into the school year as job placement centers for students. Murray High School is in the process of getting one started and it is growing statewide.

METHOD OF IMPLEMENTATION

Many strategies and models of implementation have already been developed by the Office of Education in HEW, by regional laboratories of the National Center for Education Research, by states, and by other agencies.

The community college movement has probably infused more of the principles, techniques, and spirit of career education into its approach and rationale than any other segment of education in this country. To use its strategies, its experience and, more importantly, its expensive facilities and equipment would be an intelligent and time-saving maneuver for many districts.

Perhaps it is time to ask whether the community college approach is the model we should be implementing in the 11th and 12th grades of our high schools. On the one hand, high school vocational education needs have grown so that many programs previously available only the junior college now rightfully belong in the last two year of secondary school. On the other hand, universities have grown so far away from the community that many of its problems should be give to the community college.

Certainly the least expensive and most urgent need for change is at the earlier levels. At least some of the resources necessary for renewal are already present at the high school and community college

levels. This may be implying a new reorganization of the typical six-year, three-year American education pattern; and, if so, it would be the least objectionable feature to change.

In the larger cities of Utah, such as Salt Lake City, the possibility of creating special "magnet" schools at the secondary level is attractive. If certain occupational clusters can be concentrated in particular schools, many logistical problems might be solved. At the same time, a natural mixture of racial and ethnic representation would ensue. The stigma of vocational education would be removed if certain combinations of clusters were centered so that no special high school had a concentration of technical clusters, to the total exclusion of those ordinarily associated with professional or college status. All schools might thus become vocational schools.

RECOMMENDATION 6.6: SUPPORTIVE SERVICES

RECOMMENDATION

The Task Force recommends that the schools provide programs for more effective supportive services--health, legal placement, counseling, and guidance--to facilitate the positive growth and development of students.

A variety of methods and procedures could be established to meet this goal. Among these are the following:

1. Greater emphasis on counseling and human development services in the primary and middle grades;
2. Personnel who understand the needs and problems of students, including minority and disadvantaged students;
3. An advocate for students in all situations where legitimate rights are

threatened and genuine needs are not being met. This advocate, where possible, should be the teacher or administrator; and

4. The legal means whereby personnel who are otherwise qualified but lack official credentials or licenses may be employed as human development specialists, counselors, and advocates with school children of all ages.

NATURE OF THE RECOMMENDATION

The idea of providing more effective supportive services) i.e., health, legal placement, counseling, and guidance) was also supported by the Urban Education Task Force. This group called for a considerable expansion and enrichment of what constitutes education. Not only should appropriate curricular designs and staff development programs be included, but a comprehensive program of supportive services should be available.

UTAH STATUS AND COMMENTS

In 1972, the legislature appropriated \$250,000 for elementary school guidance. Several Utah districts have been providing counseling services at the elementary level for a number of years. Regardless of these factors, the amount appropriated and the scope of services in Utah at this time is not adequate to meet existing needs at either the elementary or middle grades.

During fiscal year 1973, the Pupil Services Section of the State Board of Education provided a variety of activities aimed at increasing the efficiency and effectiveness of services to children and youth. Chief among these are:

1. Developing demonstration programs in Elementary School Guidance.

2 Conducting a study on the effectiveness of the school counselor as a member of the professional education team.

3 Participating with five local school districts in demonstration projects in the field of Guidance and Counseling under Title III of the Elementary and Secondary Education Act (ESEA).

4 Developing and field testing of the Utah Career Guidance Model.

5 Coordinating a post-high school orientation program in all of the high schools of the State, including orientation to the military services.

6 Filling a leadership role with other State Agency staff in conducting Instructional Development Institutes for staff members within the State agency and in local school districts.

7 Assisting in the development of guidelines for parent orientation and student evaluation in programs for those with impaired hearing.

8 Making the initial introduction of a new model for Pupil Services within the State of Utah.

9 Conducting seven industrial visitations for school counselors and administrators to acquaint them with the world of work.

10 Providing leadership in the development of a resources system concept in the delivery of services to handicapped children. This approach maximizes the program options which would be available to serve the handicapped.

11 Conducting workshops throughout the State to upgrade the skills and competencies of teachers and administrators in programs for the handicapped.

"Project Identification," under the Division of Instructional Support Services, is involved in four major activities. These activities include: identification and enumeration of individuals with apparent handicaps, diagnosis and evaluation of individual students, summarization of diagnostic findings, and outbriefing conferences with local school district personnel.

The project also provides in-service training to help teachers acquire skills, and understanding necessary to handle the handicapped children placed in classrooms.

METHOD OF IMPLEMENTATION

Additional funds and pupil personnel specialists would be required to effectively implement this recommendation in Utah.

Some ideas offered by the National Advisory Commission are: Each school could provide nursing services through the use of licensed practical nurses who are not in active employment. Free clinics could be operated by university medical and dental schools. Community action programs could be located near schools to be available for emergency services.

RECOMMENDATION 6.7: ALTERNATIVE EDUCATIONAL EXPERIENCES

RECOMMENDATION

The Task Force recommends that schools provide alternative programs of education as a means of developing new concept and methods within the existing system. These programs should be based on:

1. An acknowledgment that a considerable number of students do not learn in ways or through experiences that are suitable for the majority of individuals.

2. A recognition that services previously provided through the criminal justice system for students considered errant or uneducable should be returned to the schools as an educational responsibility. Some of the key ingredients to the establishment of such a program would be:

a. Early identification of those students for whom all or parts of the regular school program are inappropriate;

b. Select individuals [administrators and workers] who have genuine interest and concern for these youth;

c. Conduct thorough evaluation of all potential delinquents on a regular or as needed basis;

d. The evaluation procedure should be geared to identify potential delinquents and drop-outs as young as possible.

e. Non-traditional programs should be designed and established to meet the unique needs of these children and youth. However, these programs should be considered as intervention programs and should be coordinated with regular educational programs whenever deemed advisable;

f. Programs should be primarily people and attitude oriented rather than subject matter oriented;

g. Personnel selected to direct and operate the program should be chosen on the basis of personal characteristics and demonstrated successful performance rather than on a professional certification basis only; and

h. More varied educational offerings should be developed as part of the regular education offerings for these students and others who do not find traditional educational offerings responsible to their interests and/or needs.

NATURE OF THE RECOMMENDATION

Since learning is a good personal experience, education needs to adapt itself to the individual. Schools should teach people not programs. The dropout student is often the result of an inflexible, unadaptable education system. First, the probable dropout must be identified. Once this has been accomplished, an appropriate program should be designed. The regular school program may only have to be modified or augmented to meet the needs of the individuals. Some individuals may need a totally different approach and climate. This standard addresses both approaches.

UTAH STATUS AND COMMENTS

The 1972-73 Annual Report of the State Superintendent of Public Instruction focused on the need to provide individual instruction stating that "Present school programs are too limited for handicapped, slow, and disturbed children and children need remedial help." The Division of Research and Development within the State Board of Education administers and coordinates a number of Dropout Prevention and Experimental School Programs. The philosophy behind their programs is that there are many youth who may not physically leave school but mentally "turn-off" the programs. Such students can be more aptly termed "pushouts" rather than "dropouts". There have been some efforts to identify dropouts although most are not extensive.

Presently, there are three major alternative educational programs. Salt Lake Jr. High offers a highly unstructured program for pre-delinquents and future dropouts. The school is designed to help the child cope with the system and to realize personal success. This federal funded school is located at South High and has only been in operation a year.

Granite Master Academy is a private non-profit school of 400-500 students. While many of the students are referred to the school, there

are quite a few "walk-ins". The school operates year round, allows the child to move at his own speed, and demands that each child and his parents sign a performance contract. Such a contract generally states that the child must meet certain criteria to stay in school. The Academy has sent some of their students to the University of Utah for classes

Logan has a very successful alternative school for high school students. The school is housed in the local national guard armory and all students are referred. The school provides individualized work under the guidance of a master teacher, his assistant, a few part-time teachers and a dozen graduate student tutors. Class is held from nine until noon with students having jobs in the afternoon. The faculty is available to students and parents 24 hours a day. When the student can handle the regular program, he returns. The master teacher, his assistant and district personnel decide on the students.

Salt Lake High School is a highly structured school for youths unable to fit into the regular high school program, many of whom are delinquent.

Few public schools offer intensive counseling or career guidance classes. Tooele District offers a monetary incentive to teachers willing to act as "advocates" for students. These "advocates" are supposed to be available to help a student with almost any problems including employment. Weber District also utilizes "advocates" and have "success centers" to provide guidance. Nebo School District provides an in-school counseling and alternative "fun" program aimed at 9th and 10th grade students. In fact, there are a number of counseling programs in Utah that are effectively providing comprehensive guidance services. (Provo, Uintah, Weber, etc.)

According to the State Board of Education "some districts have implemented an alternative program to meet the special educational

needs of some students. Varying experience was the result. Much more experience must be had before schools, students and parents generally accept the concept on a broad basis. "While the State Board of Education agreed with the Standard, it felt the concept would be costly to implement. However, the Board was most critical of the overall approach of the education recommendations.

The most significant objection to this report is that it recommends a piecemeal salvage type approach which could not adequately meet the needs of alienated youth. The recommendations proposed are too little, too fragmented and too late. No sound rationale is provided, that explains why or how programs established external to educational systems would be more effective than comparable programs established within the existing educational system.

To suggest that counselors be more effective petitioners without providing adequately financed individualized educational alternatives would be ineffectual. There has to be realistic comprehensive programs to meet the need of these students.

Educators are faced with the crucial question, "Will you provide specifically designed programs to meet the unique needs of significant numbers of potential dropout and juvenile delinquents?" If educators cannot answer yes to this question, then they should actively pursue and support alternatives that are designed to meet such needs wherever they are offered.

Neither educators nor society can afford to permit potential dropouts and others to continue for months or years in programs that are unresponsive to their needs.

Utah State Board of Education, *Comments on Chapter Six Programs for Education, National Advisory Commission Report, March 20, 1974, p.5.*

The most logical solution to this problem would be to modify existing educational institutions to provide adequate guidance services and establish appropriate educational programs and learning experiences to meet the unique personal and social needs of these youths.

Some of the key ingredients to the establishment of such a program would be

- a. Select individuals (administrators and workers) who have genuine interest and concern for these youth.
- b. Conduct thorough evaluation of all potential delinquents on a regular or as needed basis.
- c. The evaluation procedure should be geared to identify potential delinquents and dropouts as young as possible.
- d. Non-traditional programs should be designed and established to meet the unique needs of these children and youth. However, these programs should be considered as intervention programs and should be coordinated with regular educational programs whenever deemed advisable.
- e. Programs should be primarily people and attitude oriented as well as subject matter oriented.
- f. Personnel selected to direct and operate the program should be chosen on the basis of personal characteristics and demonstrated successful performance rather than on a professional certification basis only.
- g. More varied educational offerings should be developed as part of the regular educational offerings for these students and others who do

not find traditional educational offerings responsive to their interests and/or needs.

METHOD OF IMPLEMENTATION

The State Board of Education should provide the necessary leadership while the State Legislature would have to appropriate funds. Present school programs are limited for the handicapped, slow and disturbed children.

RECOMMENDATION 6.8: USE OF SCHOOL FACILITIES FOR COMMUNITY PROGRAMS

RECOMMENDATION

The Task Force recommends that school facilities be made available to the entire community as centers for human resources and adult education programs.

A variety of methods and procedures could be established to meet this goal. Among these are the following:

1. Scheduling of facilities on a 12-month, 7-day-a-week basis;
2. Elimination or amendment of archaic statutory or other legal prohibition regarding use of school facilities; and
3. Extended use of cafeteria, libraries, vehicles, equipment, and buildings by parents, community groups, and agencies.

²Ibid. p.6.

NATURE OF THE RECOMMENDATION

It is the belief of the National Advisory Commission that there is an unmistakable relationship between the way schools have failed to be used as a vital part of community life and the growing alienation and violence in the cities.

The rationale for using school facilities as a community resource can best be stated by describing community school philosophy. Community education is a comprehensive and dynamic approach to public education. Community School Education either affects all children, youth and adults directly, or it helps to create an atmosphere of growth for individuals and the community.

The National Advisory Commission on Civil Disorders has recommended

School facilities be available during and after normal school hours for a variety of community service functions, delivery of social services by local agencies [including health, and welfare], adult and community training and education programs, community meetings, recreational and cultural activities.

Similar recommendations were also made by the Task Force on Urban Education and the President's Commission on Law Enforcement and Administration of Justice

UTAH STATUS AND COMMENTS

Legislation was passed during the mid-1940's permitting local boards of education to have a community school. Local mill levies for "recreation" purposes were passed by many local boards to partially implement broader use of school facilities. The State Board of Education has developed a Community School Specialist, and the

legislature has provided "seed" money to encourage local boards to employ community school directors. Utah is a leader in the community school concept.

During 1973, there were 148 designated Community School functioning during the year. In the forty school districts, 176 Community Education Coordinators and Directors were involved. Of these, 22 were full-time, 23 half-time, and 181 part-time positions.

The \$250,000 State Community Education allocation, together with an additional \$556,885 of categorical State funds which were expended in a coordinated manner, assisted in generating a total of \$2,221,598 from various local, State, Federal, and private sources for the delivery of Community Education activities and services in addition to hundreds of thousands of man hours of volunteer services (as reported by local districts).

Personnel from the Ogden City School District stated that they passed a \$4.1 million bond issue because of the increased community support generated by their Community Education program.

The Clearfield City Police Department reported that by cooperating with their Community School and implementing police school liaison programs that vandalism and destruction of property incidences decreased 36 percent, and their referrals to juvenile court were reduced by 23 percent during the past year.

Numerous effects on community development and constructive social changes have been expressed, but with present evaluative techniques they are difficult to quantify. The following statements from local districts are representative of these positive results:

1. Public school libraries are opened during the summer and are available year-round for public use.

2 Commodity foods were secured for senior citizen programs and "seniors" were "fed" in school cafeterias

3 Developed better rapport between students and teachers through evening remedial or enrichment activities.

4 Youth employment services coordinated through vocational guidance and counseling personnel in Box Elder and Weber assisted in placing students in meaningful part-time employment.

5 School facilities are being made available and policies modified (Grant, Weber, and Salt Lake) to allow adults to engage in educational activities during prime time (regular school hours).

6 Community neighborhood harmony has developed in many areas as various people meet and learn to know, like, and enjoy each other through shared Community Education experiences.

7 There has been an opportunity provided for older students to increase their leadership skills and subject matter knowledge by helping younger students with school work, personal appearance, grooming, games, etc.

8 A telephone service for all home-bound or shut-in senior citizens provides daily contact, alerts neighbors in event of lack of contact, and helps provide transportation through senior citizen groups.

The Utah State Board of Education adopted the following position on Community Education for the State of Utah:

Community Education is a concept wherein the public schools, which belong to the people, become community centers through which programs of education, recreation, cultural enrichment, and related social services are coordinated and facilitated for citizens of all ages,

ethnic background, and socio-economic classes. The community school is the vehicle whereby the many services of community education are generated.

The State Board also suggested that community schools should become "family centered" for the purpose of building individual and family strength and reinforcing this basic unit of society. School, district, and State community education councils should also be established where necessary or desirable to enhance communication to provide advisory services, and to participate in decisions appropriate to their defined responsibilities. It was also recommended that existing school facilities should be fully utilized, and responsive services should be available.

During the 1973 session of the legislature, S.B. 72 was passed. This bill provides categorical funds for community education, instructional media centers, extended year/extended day, teacher leadership and experimental programs all of which can be applied to the expansion of Community Education. Section 53-21-1 thru 53-21-5 (UCA) also relates to Community Education. The statute provides for a civic center at each school, lighting, heating, janitorial services, and the appointment of a special supervising officer (could be a Community Education Coordinator).

The new proposal consists of: (1) increasing the application of teacher leadership funds to allow teachers to engage the public in identification and fulfillment of wants and needs and to resolve critical educational issues in local districts; (2) broaden the language of existing playground legislation to render it more appropriate for extensive Community Education purposes; (3) develop a proposal to implement on a total district scale two model (pilot) Community Education Districts and assist in funding them through the State office; (4) develop permissive Community Education legislation to enable local districts to raise funds to support local Community Education activities; (5) develop a broad Community Education bill to provide and maintain

"hard" funds to be built into the State educational finance formula; (6) increase the amount of categorical funding to maintain a base for some marginal leadership and experimentation statewide.

METHOD OF IMPLEMENTATION

The Utah education system is well on its way to meeting this Recommendation, if it has not already done so at this time.

RECOMMENDATION 6.9: TEACHER TRAINING, CERTIFICATION AND ACCOUNTABILITY

RECOMMENDATION

The Task Force recommends that school authorities take affirmative action to achieve more realistic training and retention policies for the professionals and para-professionals they employ.

A variety of methods and procedures could be established to meet this goal. Among these are the following:

1. Teacher training based on building competency through experience;
2. Latitude for the State to base certified employment on the basis of performance criteria alone;
3. In-service training of professional staff to include specific understanding of district, program, and community goals and objectives; and
4. Latitude for districts to hire other professionals and para-professionals on the basis of competency to perform specialized tasks.

NATURE OF THE RECOMMENDATION

Basic to any significant educational reform is a radical change in the ways in which this country trains, certifies, and employs teachers. Most college and university graduates are neither adequately prepared in a liberal education nor technically prepared to teach.

Some major considerations are whether teaching is a science or a profession. A second consideration is the centralization of the teaching responsibility in solitary professionals without regard for the numerous technical personnel needed to support the practice of the profession itself. The third consideration is the disproportionate dependence on course work rather than actual practice or internship.

The ideas of the National Advisory Commission have been supported by the Department of Health, Education and Welfare Urban Education Task Force and the Nation Education Association (NEA).

UTAH STATUS AND COMMENTS

The concept of teacher education based on the identification and assessment of competencies is fairly well developed on the pre- and in-service levels in the State of Utah. The State Board of Education supports the promotion and development of competency-based teacher education and certification. Each teacher training institution in the State has moved toward or has incorporated this concept in its training programs.

The major thrust of the Teacher Personnel Section (Division of Instructional Support Services) during 1973 has been a continuation of the effort to promote competency-based teacher education and certification. Competency-based programs have expanded rapidly across the country, probably because of their emphasis on the premise that teachers should be competent and because of the close tie with

the broad movement of accountability in education. The Nine-State Consortium on Performance-Based Teacher Education of which Utah is a member has help to coordinate activities with developments on the national scale

Each of the six teacher education institutions in Utah has been involved in further implementation of competency-based programs. Weber State College has developed an exemplary program that has gained national attention. Present efforts are directed toward evaluating the system and making continued improvements. Brigham Young University is continuing to incorporate promising elements of their experimental Individualized Secondary Teacher Program (I-STEP) into the regular program. The University of Utah is working in the early childhood, media and administration areas with a view toward adopting competency-based programs, while Utah State University is making similar progress in its elementary education SODIA project and in supervision. Southern Utah State College has completed a staff workshop preparatory to the implementation of competency-based system and Westminster College is considering ways of developing the professional education sequence of its teacher education program with a competency base.

Certification requirements are beginning to reflect the influence of the competency-based movement. Building on the example of the new requirements and proficiency guidelines for instructional media endorsements adopted in 1972, efforts are well along to adopt and implement new standards and guidelines for the certification of pupil personnel specialists--counselors, psychologists, and social workers--which will have a strong competency base. Not far behind is a project to modify requirements for driver education endorsements along the same line, and some work is underway in relation to special education certification standards.

In accordance with State Board of Education policy which requires an on site evaluation of teacher education programs at each institution at

least once in five-year period, visits were made to Southern Utah State College and Weber State College. Programs at these institutions were found to be excellent and were referred to the State Board for approval subject to implementation of certain recommendations made by the on-side visitation committee. Commendation was extended to both Southern Utah State and Weber State on development of the competency-based concept.

While the greatest effort toward competency-based teacher education has been in the pre-service area, inroads are being made with in-service programs to identify competency criteria and to involve public school districts in this effort. In a joint undertaking with the Utah Education Association, the State Education Agency has initiated a major study of the present system of recertification, and extensive changes are anticipated. The State Board of Education is currently conducting a survey of districts in Utah to determine whether or not professional improvement committees are functioning. Their purpose of such committees is to review recertification work of teachers and to make recommendations for the professional certificate. It is expected that these committees will play a major role in the new recertification process as it evolves.

METHOD OF IMPLEMENTATION

A great deal of work is being done in implementing this area by the State Board of Education, and the Utah Education Association.

The State Board presently supports competency-based teacher education and certification.

STANDARD 6.1: DEVELOPMENT, IMPLEMENTATION, AND EVALUATION OF CRIMINAL JUSTICE EDUCATION AND TRAINING PROGRAMS

STANDARD

In selecting and placing personnel with the necessary skills and knowledge to fulfill efficiently and effectively the objectives of the criminal justice system, criminal justice agencies and agencies of education should undertake the following activities:

1. Identify specific and detailed roles, tasks, and performance objectives for each criminal justice position in agencies of various jurisdiction, size, and locale and in relation to other positions in the criminal justice system and the public. These perceptions should be compared with actual practice, and an acceptable level of expected behavior established.
2. Establish clearly the knowledge and skill requirements of all criminal justice positions at the operational, support, and management level on the basis of roles, tasks, and performance objectives identified for each position.
3. Develop educational curricula and training programs only on the basis of identified knowledge and skill requirements; terminate all unnecessary programs.
4. Develop implementation plans that recognize priorities and constraints and use the most effective learning techniques for these education and training programs.
5. Develop and implement techniques and plans for evaluating the effectiveness of education and training programs as they relate to on-the-job performance.
6. Develop for all criminal justice positions recruitment and selection criteria that incorporate the appropriate knowledge and skill requirements.

7. Develop techniques for a continuous assessment of education and training needs as they relate to changes in social trends and public needs on a national and local basis.

8. Require all criminal justice personnel to possess the requisite knowledge and skills prior to being authorized to function independently. Require personnel already employed in these positions to obtain the requisite knowledge and skills within a specified period of time as a condition of continued employment.

9. Appropriate programs and employment criteria for low density areas should be developed.

NATURE OF THE STANDARD

This standard examines the process which agencies, colleges and universities should follow to develop sound comprehensive criminal justice education and training programs. The process would operate within the specific training and education guidelines adopted by the Police, Courts, and Corrections Task Forces.

This process would begin with a detailed analysis of the roles and tasks of each job in the system. Such an analysis should result in establishing knowledge and skill requirements for each position. Education curricula, training programs (basic, in-service, management), as well as recruitment and selection criteria would be based upon these requirements. Continuous evaluation of the workings and the results of this process is essential.

UTAH STATUS AND COMMENTS

1. Program Outline

Peace Officers Standards and Training (POST) was established to provide "more efficient and professional law enforcement by

establishing minimum standards and training for peace officers throughout the state" (67-15-1 UCA). Currently, POST provides basic, in-service and management training for police officers. Some police agencies conduct their own training programs. POST has just begun this year to conduct a jailer training program. Self-study courses are available to jailers through the U.S. Bureau of Prisons. The Division of Corrections provides a basic training program for prison correctional officers. The prison employs a training officer who provides in-service training to prison personnel, especially correctional officers. However, little in-service training is available for either halfway house personnel or probation and parole officers, except through ULEPA grants. There is no required standard basic and in-service training for its personnel. All training, except for a few professional organization seminars, was provided by sending personnel out of the state. The Statewide Association of Prosecutors (SWAP), organized in 1973, plans to evaluate and direct prosecutorial training. The Office of Court Administration and the Juvenile Court Administrator are joining with SWAP to develop programs.

2. The Process

Task Analysis is a procedure of breaking a specific position into detail jobs. In contrast to task analysis, a job specification is very general. Although the State Division of Personnel has never done this type of classification, the Division of Family Services has analyzed some of its personnel in the matter. Included in their study was District 4 Juvenile Court personnel and the Day Care and Foster Care personnel in Ogden. The new Utah social service licensing test is an indirect result of task analysis. The Division of Family Services hopes to eventually analyze all personnel in the department including those at the State Industrial School. No other agency has done any task analysis although Adult Probation and Parole has inquired into its use.

One major obstacle to conducting the type of studies mentioned in the standard is the lack of resources, especially on the local level. Local apathy is another problem. Recent court decisions have ruled non-job related requirements to be discriminatory. As a result, personnel officers are either abandoning their written exams or attempting to validate them. The probation and parole officers test is one of the few remaining written exams. The State Personnel Office is in the process of reviewing all written tests for content validity. At the present time, the probation and parole officer's exam has not been validated. Written tests for correctional officers at the prison and counselors at the County Detention Center have been done away with as irrelevant. The oral interview is the primary selection device. However, police departments still heavily rely on written examinations for promotion and entrance. Most departments do not have a budget which can afford extensive and sophisticated testing. Examinations are dated and irrelevant to the job. Although there is no consolidated testing, many police departments use the same entrance exam. As a result, applicants may take the same exam more than once when applying to several departments. Such a practice gives some applicants an unfair advantage. Law Enforcement Planning Region 12 and POST held a May conference on police testing and examination procedures. One result of this conference was the development of a pretest for basic academy trainees to predict their academy performance. Such an exam will screen out unfit recruits. Presently, each academy session has two or three dropouts. Employment Security plans to conduct this branch testing. Region 12, along with Ted Davis of the Salt Lake Police Department are working further to develop a comprehensive testing procedure for all of Salt Lake County.

The Office of County Attorney does not regularly have to be filled by a member of the Utah Bar or a law school graduate. However, most judicial positions (prosecutors, defenders, judges) assume that a good legal education prepares the person. Written exams beyond the bar exam are not administered. However, law schools teach mostly theory

and do not completely prepare an attorney to act as a prosecutor or a defender much less a judge.

At the present time, federal regulations concerning selection procedure and test validation are being considered. These regulations would affect both the state and local government.

In Summary, the Utah criminal justice system does not meet this standard, although piece-meal efforts are being made in this area on all fronts. Police, Courts and Corrections

METHOD OF IMPLEMENTATION

This Standard should be implemented through the administrative efforts of Peace Officer Standards and Training (POST), the recently established Correctional Officers Standards and Training Council (COST), the Division of Corrections, the Statewide Association of Prosecutors (SWAP), the Office of the State Court Administrator, the Juvenile Court Administrator's Office and the Public Defenders Office.

The idea of a control agency to coordinate all criminal justice personnel should be seriously considered by the ULEPA planning staff with a council of ad hoc committee formed to coordinate criminal justice system manpower

STANDARD 6.2: CRIMINAL JUSTICE SYSTEM CURRICULUM

STANDARD

Criminal justice system curricula and programs should be established by agencies of higher education to unify the body of knowledge in criminology, social science, law, public administration, and corrections, and to serve as a basis for preparing persons to work in the criminal justice system.

The following factors should be included in the development of curricula and programs:

1. A range of associate arts programs through graduate offerings should be established as rapidly as possible, especially in the area of correctional training programs.
2. Care should be taken to separate the academic nature of the curricula from training content and functions best performed by police, courts, and corrections agencies.
3. Liaison should be established with criminal justice agencies to insure that theoretical content keeps pace with rapid new developments in the field.

NATURE OF THE STANDARD

This standard urges the development of a criminal justice system curriculum unifying criminology, social service, law, public administration and corrections. While training is "more 'how to' or procedurally oriented, education provides a broad framework of social reference...Education serves to build the whole man; training aims him to execute his function in the most efficient manner."³ There is, and should be, a natural overlap between education and training. However, there are relevant subject areas which colleges are best able to offer while other areas are best taught during pre-service and in-service training. With the existence of academy-type training programs, college training curricula would merely duplicate other efforts. An academic college curricula could assist in professionalizing law enforcement. Presently, the need is for undergraduate academic

³Charles W. Tenney, Jr., National Institute of Law Enforcement & Criminal Justice, *Higher Education Programs in Law Enforcement and Criminal Justice*, June 1971, pp. 9-10.

degrees. Graduate level work is the goal of the future. A liaison should be established between the colleges and universities and the criminal justice agencies in order to keep both parties in touch with the newest developments.

UTAH STATUS AND COMMENTS

Institutions and Their Degree Programs.--On February 27, 1973 the State Board of Highway Education restated the role assignments in police science and corrections as follows:

The role of police science has been assigned to Weber State College. All programs in police science in the state should be articulated with this program at Weber State College.

*The role in corrections has been assigned to the University of Utah. All programs in corrections in the state should be articulated with the program at the University of Utah.*⁴

No one institution offers a comprehensive criminal justice curriculum, although five institutions provide courses and degrees in this area.

University of Utah.--The school offers a bachelor's degree in sociology with an emphasis in criminology and corrections. However, a limited number of courses are offered by the department although a number of relevant courses are available. According to the department, approximately 15-25 students graduate in this program a year. The Graduate School of Social Work also has an emphasis in this area. The school has a federal grant providing stipends for four

students and one teacher in the area of corrections. According to Dr. Magleby, about 20 of 108 recent graduates had a corrections emphasis. However, most of these graduates find jobs in juvenile corrections or in a related area.

Since the school does not offer any night courses, it is practically impossible for those already working in corrections to take classes.

However, the Department of Educational Psychology offers evening courses and awards a graduate degree in counseling with a probation and parole emphasis. The Institute of Government offers a graduate certificate in public administration with an emphasis in law enforcement.

Weber State.--The school's police science program is the largest law enforcement education program in the state college system offering both a four year baccalaureate and a two year associate degree. During 1972-1973, 26 bachelor degrees in police science and 13 associate degrees were awarded. A two year Certificate of Completion is offered to those students who pursue a non-degree course of study. Formal recognition is also given for completion of workshops and short courses of less than one year. During 1972-1973, Weber gave such recognition to 159 people. Weber offered police science classes at the following off-campus locations: Logan, Tooele, Salt Lake City, Murray, Provo and Salina.

The college has requested permission to initiate an Associate of Applied Science degree program in corrections. On September 26, 1972, the State Board of Higher Education voted not to approve the program. However, the Board assured the college that "the request could be considered at a later time when further information is available."⁵

⁴Joint Commission on Correctional Manpower and Training, *A Time to Act*

Southern Utah State College (SUSC).--The college, located in Cedar City, offers a two-year associate certificate in police science with courses taught in the business, technical education, and vocational education departments. Courses are currently taught by one full-time police science instructor and one part-time attorney. The college reported that approximately 22 students were enrolled in this program for the academic year 1973-74. Fourteen certificates were awarded during the 1972-1973 school year.

Westminster College.--The college has just recently announced a new BS law enforcement degree program. A joint committee composed of Westminster faculty, policemen, and POST (Police Officer Standards and Training) staff will award college credit for certified POST training and documented police work. By choosing a contractual major, an officer could also develop his own curriculum. The new program allows an officer to complete only a degree program with 30 semester hours through the Westminster College faculty. An associate degree program may be considered in the future.

Brigham Young University.--This private institution offers baccalaureate degrees and associate degrees (through the Home Study program) in law enforcement and justice administration. The program treats all phases of the system and is administratively oriented. Presently there are 240 students, mostly pre-service, majoring in this field of study. In 1972-1973, 59 baccalaureate degrees were awarded. The Institute of Government Service offers a Masters Degree in public administration with an emphasis in criminal justice.

⁵State Board of Higher Education Minutes for February 27, 1973

Training Courses vs. Academic Studies.--While the programs offered are definitely more of an academic than a training nature, each school seems to have its own mix. SUSC has the most training-oriented course. Sociology and behavioral science programs (U of U, Westminster) seem the most academic. Police science programs (Weber) are not as broad and extensive as law enforcement programs (BYU).

All schools award college credit based upon successful completion of POST basic training and some specific POST in-service courses. Westminster College has a committee which award an officer credit toward a degree based upon his POST certified training and documented police work.

Liaisons.--Many institutions maintain a liaison with practicing agencies through advisory committees while others have field members on their faculty. The Board of Higher Education generally collaborates with criminal justice administrators in the development of college or university assignments.

METHOD OF IMPLEMENTATION

The Utah State Board of Regents, along with Peace Officer Standards and Training (POST), should be the implementing agencies.

Utah is partially meeting the Standard. However, better corrections education is needed.

END

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