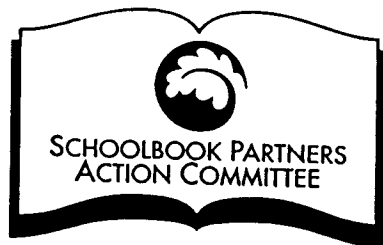


No Bang for our Books

Solving the Book Crisis
in Los Angeles Schools

August 28, 1998



A Project of the California Community Foundation

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Executive Summary

In response to recent media disclosures about the shortage of textbooks, library books and instructional materials in the Los Angeles Unified School District, the California Community Foundation formed the Schoolbook Partners Action Committee. The committee's goal was to evaluate the causes of the book shortage and produce a specific series of solutions to this ongoing problem.

The California Community Foundation (the "Foundation") is a large public charity headquartered in downtown Los Angeles. Its Schoolbook Partners Action Committee ("SPAC") collaborated with a team of organizations and consultants to conduct a thorough study to assess the nature of the book supply difficulties and offer some constructive answers. Collaborating organizations included Coro Southern California, PricewaterhouseCoopers L.L.P., LeBoeuf, Lamb, Greene & MacRae, L.L.P., and Field Research Corporation. We also retained the services of five individual consultants. The project was assisted by L.A. Youth, a newspaper targeting teens, and the United Teacher, the monthly newspaper of United Teachers Los Angeles.

The central element of the project was a series of 176 detailed interviews conducted by Coro Southern California Fellows with the principals (or their designees) at 151 high schools, middle schools and elementary schools throughout the Los Angeles Unified School District ("LAUSD"). The Coro Fellows also interviewed 24 of the district's 27 cluster administrators. The interviews were supplemented by other surveys, substantial additional research and preparation of a legal opinion on whether it is constitutional or lawful in California for a public school system to charge its students deposits for textbooks.

The research process occurred between January-July 1998. During the last several months, the LAUSD has moved to assess the book shortage district-wide and address relevant issues. The district was highly cooperative throughout our research activities.

The LAUSD has maintained that the major cause of the textbook and library books shortages on its campuses has been inadequate book allocations in the California State budget. The district has estimated that this state allocation would have to roughly triple, to \$75 per student per year, to provide adequate funding for core textbook needs. The situation has not gone unnoticed in the California Legislature. For example, a bill introduced by Assemblymember Cruz Bustamante (AB 2041) will increase per-pupil book allocations to \$77.50 beginning in the 1999-2000 school year. Governor Wilson signed this measure into law on Aug. 19, 1998.

In February 1998, the district instructed schools to conduct three separate inventories of their book supplies and needs and Superintendent Zacarias announced a special "loan fund" under which schools could apply for additional money not included in their initial budgets for the 1997-98 school year. This fund was part of what the superintendent described as a multi-faceted program providing extra resources that would result in marked improvement of textbook supplies by July 1, 1998, in year-round schools and by the beginning of the traditional calendar school year for other schools in September.

In the memorandum ordering the three audits, the LAUSD dealt with issues pertaining to the suspected presence in schools of large supplies of obsolete or aging books. This memorandum recognized that students throughout the district were currently using some outdated materials, but that "these older materials may be 'better than nothing.'"

On July 21, the LAUSD provided the Foundation with an internal memorandum indicating that one of the emergency loan fund's bases was that it "provided an advance of up to six years of the school's State textbook allocation." Although it was unclear what proportion of the total emergency loan funding this forward-borrowing authorization accounted for, the plan forced some principals to choose between three options: immediately purchase large quantities of books and thus limit their future spending; confine their borrowing or not apply for loans at all.

On Aug. 14, 1998, the Superintendent announced that the textbook shortage had been "eliminated" by providing sufficient supplies in high and middle schools so that each student would "have textbooks in essential subjects to take home." The district noted that it had increased its textbook allocations by \$4.5 million after media disclosures about shortage conditions and that an additional \$12.5 million was available through the "special loan fund."

A review of the longer-term history of the LAUSD's book supply system shows that for many years the LAUSD operated a central textbook depository. But in January 1990, in response to the district's looming budget crisis, the Board of Education accepted a recommendation of its Business Operations Committee to close the textbook depository and transfer its authority over book purchases to individual schools.

This action eliminated an important facility and simultaneously terminated the services of staff members with the greatest knowledge of book acquisition and supply.

Survey of 151 Schools, 24 Cluster Offices

In our interview survey, a substantial majority (67.8%) of school administrators at the 151 campuses visited did not feel they had an adequate supply of currently adopted textbooks. Of these 106 schools identifying a book shortage, 89.6% attributed the problem to an insufficient budget allocation. Forty-four high school principals reported having a management plan to track the locations of all textbooks in the school and 33 said their plans operated as intended. Only 24 said their plans were successful in meeting the textbook needs of their schools. In addition, 80% of the high schools with an adequate supply of texts attributed this adequacy to the management system.

Survey results revealed that two-thirds of middle schools had an inadequate supply of currently adopted textbooks (adequate meaning one book for each student in each class that uses a textbook). Of middle school principals surveyed, 68.3% said that they had an inadequate supply of library books.

Principals at both levels agreed that the LAUSD's lack of a centralized book inventory control system often makes it impossible for them to determine if another school near theirs has surplus stocks of books that they may need. The inventory control system, which relies primarily on small hand-written file cards to track book inventories, also makes it more difficult to determine if newly enrolled students—or those who leave for any reason—have settled accounts for any unreturned or damaged books. We found there was essentially no system for schools to assess whether or not a newly-enrolled student has properly returned any books or instructional materials from that student's previous school.

Elementary textbook shortages are less pronounced than are those in high schools and middle schools, although elementary schools face severe library book shortages. Of elementary schools, 51.4% said they did not have an adequate supply of textbooks while 44.1% (15) said they had an adequate supply. Although 28 of respondents said they had a functional library, 27 said they did not have an adequate supply of library books. Only four respondents said they had an adequate supply of library books.

Many elementary school principals noted that they had been forced to close their libraries as an unintended consequence of recently implemented reforms that reduced the pupil-to-teacher ratio in grades K-3 statewide to 20-to-1. Unfortunately, this positive reform put unanticipated pressures on LAUSD to provide additional classrooms in these grades. This was accomplished in part by closing libraries.

A total of 83.3% of all cluster leaders interviewed did not have a management plan to track the location of all textbooks in their schools. Reasons cited for this decision included the importance of having local, site-based management plans for textbooks, and too little time and not enough resources to track textbooks on a cluster level. Nevertheless, 81% of all cluster leaders said the book inventory system was not adequate upon their arrival at the cluster.

Of cluster administrators, 95.8% said they would support an on-line district wide system of tracking book inventories so that schools could more easily share book inventory information.

We also examined the relationship between book budget allocations per school and total enrollment in six geographic areas. The Southeast/East/South Central area, which has the highest total enrollment (157,274), had only the second highest per-school book budget allocation at the beginning of the 1997-98 school year (\$89,433). The Central/East Valley area, with the second highest enrollment (110,934), ranked fourth in per-school book budget (\$65,480). The East/Central area had the highest average budget of all (\$95,811), but ranked third in total enrollment (110,046). These comparative rankings suggest uneven—perhaps unequal—budget allocations.

Both high school and middle school principals noted that reconfiguration, a district decision that shifted sixth grade into middle school and ninth grade into high school, exacerbated book shortages. During informal interviews, teachers and principals also suggested that the number of students reading at grade level ranged from as low as 20% to upwards of 75.

Do Transiency Rates Affect Book Supplies?

The belief that transiency rates are directly related to book supplies was broadly held throughout the district. Accordingly, we conducted a statistical analysis comparing responses of principals and designees in which the principal or designee's determination of adequacy of the textbook supply and the schools' transiency rates. Using an ANOVA statistical analysis, we determined that there is no statistically significant difference in mean transiency rates of schools with adequate and inadequate supplies of books.

Dedicated staff remains crucial for maintaining book supply regardless of the school level. Throughout the district, schools with experienced, trained bookroom clerks and librarians had organized textbook rooms and well-stocked libraries.

LEARN Schools and Non-LEARN Schools

We found significant distinctions between the responses of LEARN and non-LEARN schools. For example, LEARN school principals did not report a textbook shortage as often as non-LEARN school principals did.

When asked whether they had an adequate supply of currently adopted textbooks, 78% of non-LEARN and 57% of LEARN school principals surveyed replied that they did not have an adequate supply. A total of 57% of LEARN schools is a significant percentage to report an inadequate supply, but almost double the number of LEARN principals than non-LEARN principals thought they had an adequate supply.

This difference may be due to a number of factors, including that LEARN school principals may feel more budgetary control as a result of special budget training available to LEARN schools and their exclusive authority to keep surplus funds generated by increasing their student average daily attendance (ADA).

Another notable difference is that non-LEARN schools cited a lack of personnel and the students' failure to return books as a cause of inventory problems more often than LEARN schools did. In rank ordering the root causes of inventory problems, however, both LEARN and non-LEARN schools identified insufficient budget allocation first, followed by irresponsible students, an inadequate amount of personnel, poor management, and infrequent oversight.

Searching for the Successful School

Schools that successfully maintain an adequate supply of books, also report that they work from a management plan administered by principals with a slightly more years on the job than those reporting inadequate supplies. At the high school level, principals with adequate book supplies have a slightly higher number of years spent both in their current positions and in the total number of years they have been principals.

Principals at schools with adequate book supplies also had more enforcement policies for returning books than principals at schools with inadequate book supplies. A total of 25% of high school principals, and 23.1% of middle school principals reporting adequate book supplies said it was their policy to contact the a new student's former school to confirm the return of all school books and that all financial obligations were cleared when that student transfers from another school within the district.

Are Textbook Deposits Legal in California?

An issue of recent and current controversy within the LAUSD is whether a system of requiring students to provide refundable deposits for their textbooks is legal in California. The LAUSD has repeatedly taken the position that such a system, although its creation would be supported by a majority of principals, would violate the California Constitution, the California Education Code and the California Code of Regulations. These implement fundamental California state public policy that calls for public education to be provided free of charge to all children.

In July 1998, we asked the law firm of LeBoeuf, Lamb, Greene & MacRae L.L.P. to conduct, on a pro bono basis, a legal analysis of issues pertinent to textbook financing and introduction of a deposit system. The full text of the legal opinion provided by LeBoeuf, Lamb, Greene & MacRae is included as an addendum to this report.

The attorneys reviewed Article 9, Section 5 and Article 9, Section 7.5 of the California Constitution; California Education Code Section 60411 and California Code of Regulations, Title 5, Section 350. The legal review found that no court in California has ever ruled specifically on the constitutionality or legality of a textbook deposit system. It found, however, that the Code of Regulations does include unequivocal language barring deposits. The review found that courts have ruled in other states in analogous cases, and that textbook deposits have been upheld.

The law firm concluded that the California Constitution and California Education Code sections in question, upon reasonable interpretation by a court on first impression, would not likely prohibit a textbook deposit system. LeBoeuf, Lamb, Greene & MacRae concluded that, "based on the balance of authority," refundable textbook deposits should not be interpreted to violate constitutional guarantees of free public schooling in California, especially for grades 1-8. Language in the Constitution has a special focus on elementary school education. The law firm noted, however, that reasonable arguments and legal authority also support contrary opinions. The firm concluded that the California Code of Regulations language in question does bar textbook deposits. However, the opinion concluded that altering this language could be accomplished by regulatory authority in the wake of acceptance of interpretation of the language of the state Constitution and Education Code as permitting deposits.

LeBoeuf, Lamb, Greene & MacRae recommended that if a textbook deposit system

was proposed in California, its chances of passing judicial muster would be improved if the scheme included a waiver program to be used whenever a student and/or his/her family lacked the financial ability to post the deposit. Such a program must be designed to avoid the stigmatizing effects that seeking a waiver might bring.

Technology and Book Supplies: How They Relate

Currently, no comprehensive technology plan exists for either the state or the LAUSD. The technology available for use in schools varies from site to site. Given strong leadership and funding, some schools have been able to develop model technology programs. The technology ranges from CD-ROM towers that expand the capacity of networked computers to Xerox's Enhanced Imaging System that makes available an online database of textbook material. The lack of consistency, communication, and coordination between schools makes assessing the constantly changing situation challenging.

In framing the issues of technology and education, President Clinton, in his 1996 State of the Union address, defined the "Four Pillars" of educational technology: hardware, content, connectivity, and professional development. Hardware not only includes the actual computers, but also the infrastructure necessary to maintain and network the computers. Content involves the software and pedagogy that make up how and what students will learn. Connectivity relates to the Internet and its ability to network both information and people. The final component, professional development, involves training teachers to integrate technology in the classroom and curricula.

Conclusions and Recommendations

Through the use of a variety of survey and other research techniques, we examined the supplies of textbooks, library books and instructional materials throughout the Los Angeles Unified School District. While our main emphasis was on middle schools and high schools, where we interviewed more than 90% of the principals or their designees, we also examined the situations of a cross section of 35 elementary schools. In addition, we interviewed 24 of the 27 LAUSD cluster administrators.

In our interviews with principals or their designees and cluster administrators, we carefully defined "adequate" as a book supply sufficient to provide one current textbook, in good condition, for every student in every class in which a textbook was in use. We did not differentiate between "essential" and, by inference, "nonessential" subjects. In some respects, the concept of the "book shortage" in LAUSD should be considered as two different issues: a textbook issue and a library book issue.

The situation faced by elementary schools is somewhat different from that of senior high schools and middle schools. In senior high schools and middle schools, the primary problem area is textbooks, with library books a secondary—albeit urgently important—issue. In elementary schools, the textbook supply is—comparatively speaking—relatively adequate, but the shortage of library books and, in some cases, the complete absence of libraries (partly a result of space reallocations necessitated by the state's 20-to-1 pupil-teacher ratio reform in grades K-3) is the major problem.

We conclude that, based on the data collected and the interviews, the textbook shortage which began to attract significant public and media attention in the summer of 1997 was even more severe than had been depicted in these initial reports. When our survey interviewers contacted LAUSD principals in April 1998, only 13% of 47 high schools we surveyed and 32% of 69 middle schools had adequate textbook book supplies.

We also conclude that the issues that most significantly affect the textbook shortage concern funding, inventory control and accountability. A lack of money, clearly, is the primary and most substantial problem faced by the LAUSD. Problems related directly to money — and specifically the amount of money the LAUSD receives from the California state government for book acquisition — are, without question, the most consequential and those that must be addressed and resolved first.

We recommend that:

- 1 The California Department of Education alter the state's textbook adoption cycle—the scheduling system by which textbooks are officially approved for use in California schools. The department is studying this situation. It must act as quickly as possible.
- 2 The California Department of Education and the LAUSD begin an urgent review of the effect on elementary school facilities—especially elementary school libraries and resource rooms—of the 20-to-1 pupil-teacher ratio reform. The district and the Department of Education must move immediately to introduce necessary related reforms, including reestablishment of full-service libraries at every elementary school.
- 3 The state government take immediate action to increase the statewide allocation to local school districts of textbook funds. We recommend funding at the level called for by the LAUSD—\$75 per student per year.
- 4 The Legislature, the Governor and the California Department of Education study closely the successes in New Jersey under that state's Quality Education Act, enacted in 1990, and identify ways to emulate that success in California.
- 5 The LAUSD implement a district-wide on-line book inventory control system accessible at all school sites via an Intranet site on the World Wide Web. The Intranet site would use automated bar-coding, or other systems, to continuously account for and monitor book supplies from all school sites, cluster offices and administrative venues.
- 6 The LAUSD, the Legislature, the Attorney General's Office and the California Department of Education review the book deposit situation in detail, as well as the legal opinion developed for this report and authorize book deposits at high schools and middle schools statewide. Besides pursuing whatever additional legal changes these bodies deem necessary in order to facilitate the establishment of textbook deposit systems, at the very least the Department of Education should repeal or revise Title 5, Section 350 of the California Code of Regulations to eliminate specific language prohibiting textbook deposits.
- 7 Any deposit fee system in California include waiver provisions to permit poor families to avoid posting deposits. This waiver system must guarantee the dignity of economically disadvantaged families and avoid stigmatizing poor students.

- 8 The LAUSD, utilizing a working group including administrators, teachers, parents and students, should implement a system designed to hold schools, families and students accountable for responsible use and return of books and instructional materials.
- 9 The Los Angeles Board of Education should further promote and encourage the sale by its schools of surplus textbooks on the open market once it is determined that those books are not being sought by other schools in the LAUSD.
- 10 The district issue a new, revised and specific position description for Cluster Administrators according them substantial responsibilities as instructional leaders. Individuals selected to serve as cluster administrators should have impeccable credentials in, and commitment to, instructional excellence.
- 11 Cluster-level book warehousing facilities be established to strike a balance between the economies of scale implicit in operation of a centralized book purchasing and warehousing operation and necessary local autonomy in decisions about instructional philosophy and approach.
- 12 At each senior high school and middle school in each cluster, a full-time school site textbook and instructional material coordinator be employed who is also an expert on instructional technology. Each elementary school should have the services of a full-time librarian, whose duties specifically include responsibility for book supplies and instructional technology.
- 13 To avoid practical problems of textbook supply posed by the insistence of individual faculty members on using books selected by none of their colleagues, faculties should be required to agree at the cluster level on a reasonable list of book options for teachers in every subject and grade.
- 14 An instructional material coordinator be hired at each cluster level to facilitate the tracking of inventory and issues pertinent to dissemination of instructional materials of all types, including new media.
- 15 The Superintendent convene a panel comprised of the principals of high schools and middle schools who reported adequate book supplies during the 1997-98 school year. This panel should be charged with developing, by not later than Jan. 1, 1999, a zero-based approach to assuring adequate book supplies that draws on their own experiences and successful networking methods.
- 16 The LAUSD and the Board of Education increase their efforts to involve teachers, administrators, students and experts in the field in developing a new and effective plan to implement new instructional technologies.

- 17 The LAUSD substantially expand in-service training opportunities available to its teachers on instructional technology issues. These training opportunities should be made available at the school site or at special conferences for which teachers are granted release time to facilitate their attendance.
- 18 The district investigate thoroughly the role of textbook publishing companies in determining the pace and nature of introduction of instructional technology companies.
- 19 The LAUSD adopt what may be called the "Rule of Five:"
 1. The maximum computer to pupil ratio is 5:1 for ideal learning;
 2. Teachers need 5 years to fully integrate technology into their curriculum;
 3. 5% of any educational budget should go to technology;
 4. Computers have a 5-year life span;
 5. In 5 years all classes in LAUSD will be wired.
- 20 The LAUSD reintroduce lockers on middle and high school campuses to ease the burdens of carrying books to, from and around school.
- 21 The district identify and implement ways to encourage students to value books.
- 22 The district substantially accelerate the greater integration of Internet and other new instructional media into current curricula its top instructional materials priority.
- 23 The LAUSD continue the close monitoring of the effects of Proposition 227, but begin immediately to produce contingency plans—including identification of necessary financial resources—in the event the district is compelled to replace non-English language textbooks and instructional materials with English-only versions.

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SECTION 1

Purpose & Methodology

In 1997, the *Los Angeles Times* published a series of articles on the shortage of textbooks, library books and instructional materials in the Los Angeles Unified School District ("LAUSD.") In response to these media disclosures the California Community Foundation (the "Foundation") formed the Schoolbook Partners Action Committee ("SPAC.") The Foundation is a large public charity headquartered in downtown Los Angeles.

The SPAC is a broadly based group of more than 20 individuals from the philanthropic and education communities, including five representatives of the LAUSD. The Schoolbook Partners Action Committee was convened simultaneous to formation by the Foundation of the Schoolbook Partners Fund. This fund was initially capitalized by a \$200,000 grant from the Foundation to the LAUSD to address immediate, critical shortages of textbooks at five high schools.

Subsequently, the Foundation organized and supported a public fundraising drive that, as of the publication of this report, has raised more than \$302,000 in additional money. Nearly all of these funds have been conveyed to the LAUSD, as well as a \$25,000 contribution to the Compton Unified School District, which was also suffering from a book shortage. Contributions from the public were accepted on either a restricted or nonrestricted basis. Nearly all of the money raised was conveyed without designation of a specific school as recipient.

While the Foundation believed that raising a substantial sum in grants and contributions was an important short-term step that needed to be taken to address book shortage issues at specific LAUSD schools, the Foundation also decided to undertake a research study to address underlying issues.

The Foundation sought the *pro bono* assistance of PricewaterhouseCoopers L.L.P. ("PwC") to develop the framework for the study and the questionnaires for interviews.

The issues to be addressed during the study were:

- What were the extent, causes and manifestations of shortages of textbooks, library books and instructional materials throughout LAUSD?
- Which solutions can be identified to rectify these problems?
- What other sources of media and technology should the LAUSD consider for instructional materials?

In addition to contacting PwC, the Foundation secured the assistance of Coro Southern California. Coro is a non-profit, non-partisan training institute established to develop ethical and effective leaders for civic life. The Foundation agreed to employ the 12 1997-1998 Coro Fellows as a group to conduct a survey and other research activities described below. In April 1998, the Coro Fellows presented a final written record of their work: "Report to the Schoolbook Partners Action Committee."

The Foundation also secured the *pro bono* assistance of the law firm of LeBoeuf, Lamb, Greene & MacRae L.L.P. for a portion of the project involving a review of sections of the California Constitution and California Education Code pertaining to textbook-related issues.

The Foundation has a contract with Field Research Corp., of San Francisco, to conduct public opinion survey research on the Foundation's behalf. The Foundation instructed Field to include several questions pertinent to attitudes of Los Angeles County residents on issues of textbook supply sufficiency and access to computers and the Internet by young people in a survey that was released to the public in July 1998.

The Foundation also engaged two consultants: Laurie Becklund, a journalist and expert on instructional technology issues, and Pamela Rubin, an education policy and reform expert. Becklund conducted detailed interviews with five senior officials in the district, including the heads of senior high school, middle school and elementary school instruction, as well as textbook and instructional material acquisition and school operations. Rubin conducted a detailed literature review and a series of in-person and telephone interviews with school site officials intended primarily to document effects of school reform activities within the LAUSD on book and instructional material supply questions. Rubin's report, "The Textbook Shortage in the LAUSD: Issues & Recommendations," was delivered to the Foundation in May 1998.

The Foundation subsequently engaged two additional consultants, Naomi de la Mora, a recent graduate of Loyola Marymount University, and Leslie Isa Pollner, one of the Coro Southern California Fellows who worked on the survey portion of the project, to conduct additional research and contribute to the writing of this report. Finally, the Foundation engaged Daniel Cochece Davis, a statistical analyst, to perform data entry and analysis.

Additional assistance was provided by *L.A. Youth*, a countywide newspaper that focuses on youth issues, and the *United Teacher*, the newspaper of United Teachers Los Angeles (UTLA), the union representing faculty members throughout the LAUSD. Throughout the course of the research phases of the project, the LAUSD provided documentary and other resources in response to requests for information from the research team. This cooperation was facilitated by Superintendent Ruben Zacarias and Assistant Superintendent for School Operations, Dan Isaacs.

L.A. Youth and the *United Teacher* published full-page questionnaires to be completed by young people and teachers/UTLA members, as appropriate. Identical versions of each survey instrument were posted on the California Community Foundation's Internet website and youth and teachers were encouraged to complete the appropriate survey form, either by filling out a written copy and mailing it, or by filling it out online and emailing it, to the Foundation. The student survey was published in the January/February 1998 issue of *L.A. Youth*, and the teacher survey was published in the March/April 1998 issue of the *United Teacher*. Internet responses were accepted on the Foundation website for a period of four weeks following the issue date of the newspaper in question.

Data from these supplementary surveys, which are described in more detail in Section 7, were captured in a Microsoft Excel spreadsheet constructed by Painted Electron Productions, an Internet presence provider retained by the Foundation.

To support the main survey research element of this study—the instrument utilized to gather data on book adequacy issues at school sites throughout LAUSD—PwC, in collaboration with the Foundation, developed a structured survey instrument for use by the 12 Coro Southern California Fellows. This survey instrument was field tested at a specialized LAUSD high school located near downtown Los Angeles with which PwC had a preexisting Adopt-A-School relationship. Because it is a specialty campus, this school was not included among the senior high schools visited by the Coro Fellows subsequent to finalization of the survey instrument.

Between March 16 and March 30, 1998, the Coro Fellows visited 151 campuses of the Los Angeles Unified School District. One additional campus was also visited, but it was excluded from the analysis because it is a K-12 experimental school operated by LAUSD in association with a major research university. The 151 school sites retained in this analysis included 47 of the district's 49 senior high schools, 69 of its 71 middle schools and 35 of its 422 elementary schools. The cross section of elementary schools was selected to provide roughly equal representation to primary schools in each of the LAUSD's six geographic areas. At each school site, a team of two Coro Fellows administered the survey instrument in structured interviews with the principal, assistant principal and/or coordinator. In most cases, the principal was the primary interviewee; at many schools, more than one school site official responded to questions from the Coro Fellows.

Coro Fellows were instructed to maintain standardization of the instrument and not to deviate from the order or wording of any question, as well as to read consistently the standardized wording of the explanation for the purpose and subsequent uses of data produced by the interviews. Schools selected for inclusion were chosen from among all senior high and middle schools operated by the district and from among elementary schools identified on a matrix produced by LAUSD that listed schools by cluster, divided into six geographic areas. Coro Fellow interviewers attempted to interview 100 % of high school and middle school principals and 10 % of elementary school principals.

Interviews were also conducted with 24 of the district's 27 cluster administrators, who were interviewed by use of a modified version of the principal questionnaire.

In addition to the structured interviews with principals or principal-designees, the Coro Fellows toured each campus, completing a checklist that required them to visit and observe conditions in the school's textbook room or other book storage facilities; review and observe the school's book inventory control system, if any, as well as talk informally with students and school site staff, including the textbook clerk, if such a staff position existed at each school. Subsequent to completion of this second phase, Coro Fellows prepared memoranda summarizing the observation portion of the campus visit.

The Coro Fellows, utilizing another standardized survey instrument developed by the Foundation (based on the principal instrument described below), contacted by telephone the superintendents' offices of 18 school California school districts. These districts were selected to represent the largest six districts in Los Angeles County in size after LAUSD, and the 12 largest districts elsewhere in California. Coro Fellows entered data from this survey into a database created in Microsoft Excel.

In all cases, school site and cluster officials were informed that the research protocol guaranteed their anonymity in exchange for their candor in responding to questions that, in some cases, touched on issues sensitive within the district management hierarchy and to the public. In this report, most school sites and clusters are referred to only by the geographic area in which the schools/clusters are located. The nomenclature of and schools of inclusion in the geographic areas were supplied by LAUSD.

The Coro Fellows also conducted a broadly based review of the pertinent literature, utilizing conventional library research techniques and on-line resources. In June 1998, the Foundation conducted a site visit to the Union City, N.J., School District, identified in the literature review as having an established instructional material reform program that might serve as a prototype for constructive change in LAUSD.

Matrix of Schools by Geographic Area: Los Angeles Unified School District

Southeast/East/South Central

Bell High
Nimitz Middle
Fishburn Ave. Elementary
Park Ave. Elementary

South Gate High
South Gate Middle
Bryson Ave. Elementary
San Miguel Elementary

Huntington Park High
Gage Middle
Vernon City Elementary
Miles Ave. Elementary

Garfield High
Belvedere Middle
Griffith Middle
Stevenson Middle
Humphreys Elementary
Belvedere Elementary

Jefferson High
Adams Middle
Carver Middle
Trinity St. Elementary
Wadsworth Elementary

Fremont High
Bethune Middle
Drew Middle
Edison Middle
Miramonte Elementary
Lillian St. Elementary

Manual Arts High
Muir Middle
Foshay Middle
Norwood St. Elementary
Weemes Elementary

East/South Central

Eagle Rock High
Eagle Rock Elementary
Delevan Drive Elementary

Franklin High

Burbank Middle
Monte Vista Elementary
Aldama Elementary

Marshall High
Irving Middle
King Middle
Los Feliz Elementary
Dorris Place Elementary

Wilson High
El Sereno Middle
Aragon Ave. Elementary
Murchison St. Elementary

Lincoln High
Nightengale Middle
Harrison Elementary
Solano Ave. Elementary

Roosevelt High
Hollenbeck Middle
Sheridan St. Elementary
First Street Elementary

Bravo Medical Magnet

Belmont High
Virgil Middle
Berendo Middle

Alexandria Elementary
Magnolia Elementary

Downtown Business Magnet

Central/East/Valley

Birmingham High
Mulholland Middle
Portola Middle
Sherman Oaks CES
Nestle Ave. Elementary

Van Nuys High
Van Nuys Middle
Fulton Middle
Kester Ave. Elementary
Van Nuys Elementary

Grant High
Millikan Middle
Madison Middle
Monlux Elementary

Francis Polytechnic High
Sun Valley Middle
Byrd Middle
Canterbury Elementary
Strathern Elementary

North Hollywood High
Reed Middle
Lankershim Elementary

San Fernando High
Pacoima Middle
McClay Middle
San Fernando Middle
Telfair Ave. Elementary
Haddon Ave. Elementary

Sylmar High
Olive Vista Middle
Apperson St. Elementary

Verdugo Hills High
Mt. Gleason Middle
Hubbard St. Elementary

Harbor/South/Southeast

Banning High
Curtiss Middle
Wilmington Middle
Caroldale Elementary
Wilmington Park Elementary

Carson High
Carnegie Middle
White Middle
Towne Elementary

San Pedro High
Dana Middle
White Point Elementary

Narbonne High
 Fleming Middle
 Dotson Middle
 Normont Elementary
 Eshelman Elementary
 Gardena High
 Peary Middle
 Denker Elementary
 186th Elementary
 Washington High
 Bret Harte Middle
 Clay Middle
 Woodcrest Elementary
 Locke High
 Gompers Middle
 109th Street Elementary
 Weigand Elementary
 Jordan High
 Markham Middle
 99th Street Elementary
 Compton Ave. Elementary

West/West Central

Hamilton High
 Palms Middle
 University High
 Emerson Middle
 Webster Middle
 Fairburn Elementary
 Palisades High
 Revere Middle
 Brentwood Elementary
 LACES
 Open School
 Fairfax High
 Bancroft Middle
 Wonderland Elementary
 Hollywood High
 Leconte Middle
 Selma Elementary

Los Angeles High
 Mt. Vernon Middle
 Burroughs Middle
 Wilshire Crest Elementary
 Venice High
 Twain Middle
 Stoner Elementary
 Westchester High
 Wright Middle
 Marina Del Rey Middle
 Kentwood Elementary
 Dorsey High
 Dublin Elementary
 Crenshaw High
 Mann Middle
 Audubon Middle
 6th Avenue Elementary

West Valley

El Camino High
 Hale Middle
 Welby Way Elementary
 Woodlake Elementary
 Taft High
 Parkman Middle
 Fulbright Elementary
 Serrania Elementary
 Canoga Park Elementary
 Reseda High
 Winnetka Elementary
 Chatsworth High
 Lawrence Middle
 Germain Elementary
 Limerick Elementary
 Granada Hills High
 Henry Middle
 Nobel Middle
 Balboa Elementary
 Cleveland High
 Sutter Middle
 Northridge Middle
 Napa Elementary

Kennedy High
 Sepulveda Middle
 Porter Middle
 Frost Middle
 San Jose Elementary
 Haskell Elementary
 Monroe High
 Holmes Middle
 Plummer Elementary

Methodology

The data from the survey instruments completed by the Coro Fellows were entered into the data editor component of the commercial software program, Statistical Package for the Social Sciences (SPSS), release version 7.5 (1997), between March 28 and May 1, 1998. The data set was verified by random selection of questionnaires and subsequent verification of the information entered from those surveys.

Additionally, frequency analyses were performed on the data to identify any errant entries that eluded other verification processes. Following verification, the data were subsequently analyzed using SPSS, resulting in the descriptive and inferential statistics presented in this report. A total of 175 surveys were included in the data analysis. One survey was eliminated because the campus in question is a K-12 demonstration and experimental school associated with a large research university. This school was deemed too atypical for justifiable use in the analysis. The data entry and analysis were conducted on a 100 MHz PowerComputing PC computer, running MacOS version 7.6.1.

Some questions acted as filters for other question (e.g., "Do you think adoption cycles are properly timed?"), resulting in an analysis of fewer respondents to some questions (e.g., "If not, what cycle would you recommend?") than others (e.g., "What is the dropout rate at your school?").

Frequency analyses were performed on each question, including skewness and kurtosis measures of the data. All analyses used means as measures of central tendency.

The Microsoft Excel spreadsheets served as the basis for narrative and descriptive statistical observations that were utilized to capture results of three supplementary surveys. These included: the non-randomized, self-selected student survey sample; the non-randomized, self-selected teacher survey sample, and the telephone survey of other California school districts. Because the student and teacher self-surveys were not designed as rigorously controlled statistical cross sections of the populations surveyed, statistical analysis beyond computation of arithmetical percentages of responses were not performed.

We Recommend that:

- 1 The California Department of Education alter the state's textbook adoption cycle—the scheduling system by which textbooks are officially approved for use in California schools. The department is studying this situation. It must act as quickly as possible.
- 2 The California Department of Education and the LAUSD begin an urgent review of the effect on elementary school facilities—especially elementary school libraries and resource rooms—of the 20-to-1 pupil-teacher ratio reform. The district and the Department of Education must move immediately to introduce necessary related reforms, including reestablishment of full-service libraries at every elementary school.
- 3 The state government take immediate action to increase the statewide allocation to local school districts of textbook funds. We recommend funding at the level called for by the LAUSD — \$75 per student per year.
- 4 The Legislature, the Governor and the California Department of Education study closely the successes in New Jersey under that state's Quality Education Act, enacted in 1990, and identify ways to emulate that success in California.
- 5 The LAUSD implement a district-wide on-line book inventory control system accessible at all school sites via an Intranet site on the World Wide Web utilizing automated bar-coding, or other systems, so that books could continuously be accounted for and book supplies monitored from all school sites, cluster offices and administrative venues.
- 6 The LAUSD, the Legislature, the Attorney General's Office and the California Department of Education review the book deposit situation in detail, as well as the legal opinion developed for this report and authorize book deposits at high schools and middle schools statewide. Besides pursuing whatever additional legal changes these bodies deem necessary in order to facilitate the establishment of textbook deposit systems, at the very least the Department of Education should repeal or revise Title 5, Section 350 of the California Code of Regulations to eliminate specific language prohibiting textbook deposits.
- 7 Any deposit fee system in California include waiver provisions to permit poor families to avoid posting deposits. This waiver system must guarantee the dignity of economically disadvantaged families and avoid stigmatizing poor students.

- 8 The LAUSD, utilizing a working group including administrators, teachers, parents and students, should implement a system designed to hold schools, families and students accountable for responsible use and return of books and instructional materials.
- 9 The Los Angeles Board of Education should further promote and encourage the sale by its schools of surplus textbooks on the open market once it is determined that those books are not being sought by other schools in the LAUSD.
- 10 The district issue a new, revised and specific position description for Cluster Administrators according them substantial responsibilities as instructional leaders. Individuals selected to serve as cluster administrators should have impeccable credentials in, and commitment to, instructional excellence.
- 11 Cluster-level book warehousing facilities be established to strike a balance between the economies of scale implicit in operation of a centralized book purchasing and warehousing operation and necessary local autonomy in decisions about instructional philosophy and approach.
- 12 At each senior high school and middle school in each cluster, a full-time school site textbook and instructional material coordinator be employed who is also an expert on instructional technology. Each elementary school should have the services of a full-time librarian, whose duties specifically include responsibility for book supplies and instructional technology.
- 13 To avoid practical problems of textbook supply posed by the insistence of individual faculty members on using books selected by none of their colleagues, faculties should be required to agree at the cluster level on a reasonable list of book options for teachers in every subject and grade.
- 14 An instructional material coordinator be hired at each cluster level to facilitate the tracking of inventory and issues pertinent to dissemination of instructional materials of all types, including new media.
- 15 The Superintendent convene a panel comprised of the principals of high schools and middle schools who reported adequate book supplies during the 1997-98 school year. This panel should be charged with developing, by not later than Jan. 1, 1999, a zero-based approach to assuring adequate book supplies that draws on their own experiences and successful networking methods.

- 16 The LAUSD and the Board of Education increase their efforts to involve teachers, administrators, students and experts in the field in developing a new and effective plan to implement new instructional technologies.
- 17 The LAUSD substantially expand in-service training opportunities available to its teachers on instructional technology issues. These training opportunities should be made available at the school site or at special conferences for which teachers are granted release time to facilitate their attendance.
- 18 The district investigate thoroughly the role of textbook publishing companies in determining the pace and nature of introduction of instructional technology companies.
- 19 The LAUSD adopt what may be called the "Rule of Five:"
 1. The maximum computer to pupil ratio is 5:1 for ideal learning;
 2. Teachers need 5 years to fully integrate technology into their curriculum;
 3. 5 % of any educational budget should go to technology;
 4. Computers have a 5-year life span;
 5. In 5 years all classes in LAUSD will be wired.
- 20 The LAUSD reintroduce lockers on middle and high school campuses to ease the burdens of carrying books to, from and around school.
- 21 The district identify and implement ways to encourage students to value books.
- 22 The district substantially accelerate the greater integration of Internet and other new instructional media into current curricula its top instructional materials priority.
- 23 The LAUSD continue the close monitoring of the effects of Proposition 227, but begin immediately to produce contingency plans—including identification of necessary financial resources—in the event the district is compelled to replace non-English language textbooks and instructional materials with English-only versions.

SECTION 2

Background

California

- California ranks 47th in the nation for textbook spending (*L.A. Times*, 7/28/97).
- 40% of California teachers said they waste valuable class time reading aloud or writing on the chalkboard because there aren't enough books to go around.
- Of California teachers, 54% said they did not have enough books to send home with their students compared to 39% of teachers nationwide.
- California sets aside \$17 per student for instructional materials.

California

Both in Los Angeles and across the country, adequacy of book and instructional material supplies has been a preoccupation in school districts. These local issues have surfaced repeatedly in media coverage of schools and schooling. In this section, we frame the specific book shortage issues that prompted this study in the Los Angeles Unified School District in the context of a national perspective on the issues at hand.

Across the nation, states and school districts are struggling to make sure there are enough textbooks to go around, as textbook costs increase, teaching philosophies and state curricula change, and schools struggle with competing costs and limited resources. Publishers say that less than a penny of every school dollar is spent for books. In 1994, Americans spent \$2.1 billion on schoolbooks, in contrast to \$16.1 billion on pet food.

Schools report that they lack sufficient funding from the state and from the district to buy enough textbooks and usually have to tap into additional sources of funding. Most states simply do not allocate a large enough lump sum for textbooks. In seven states, students have to pay a fee that includes the purchase or rental of textbooks. In California, state law is supposed to guarantee every student a textbook for every class.

Surveys have shown that urban schools are worse off than their suburban and rural counterparts. Nearly half of the urban teachers surveyed by the Association of American Publishers (AAP) said their students lack textbooks to take home, and over half said that they do not assign homework that requires the text (AAP, 1996).

California's public school students are among the most in need of new textbooks. According to a recent survey by the Association of American Publishers (AAP), however, 24% of California teachers said their students did not even have books in class, let alone new ones. Many students and parents use their own money to buy texts, despite the state Constitution's guarantee of free books in public schools. And further, many of the texts used are drastically outdated; some teachers have reported using history books that are 10 or 20 years old. In a recent *Los*

Angeles Times article documenting obstacles within the public education system ("Public Education: California's Perilous Decline," May 17, 1998), out-of-date textbooks were considered a "serious problem" by 42% of students and 36% of parents. Overcrowded classrooms (47% of students and 53% of parents) and drug use in school (58% of students and 37% of parents) were also considered serious problems in the poll.

While this scenario is typical among schools across the country, California ranks 47th in the nation for textbook spending and 37th in the nation for overall per-pupil spending. California districts on average spend about three-quarters of a cent of every education dollar on textbooks, compared to 2 cents of every education dollar in other states. In 1964, California ranked fifth in per-pupil spending. Per-pupil spending has increased in California at roughly the rate of inflation, but other states have increased their spending much faster, causing California's national per-pupil ranking to plummet. The costs of educating a growing population of high-poverty and limited-English proficient (LEP) students have depleted school funds, leaving the state with multiple needs to address, and fewer teachers, librarians, and counselors per student than almost any other state (*Los Angeles Times*, May 17, 1998). Thus textbooks have to compete with other demands and shortages, including counselors, librarians, music and art teachers, and even buses.

Statewide, according to the Educational Data Partnership (Ed-Data), only 9% or \$291 million of the \$3.2 billion spent on direct costs of classroom instruction in California during the 1994-95 school year was spent on books, supplies and equipment. In a separate accounting category, "school site costs," another \$215 million or 6.7% was spent statewide on curriculum material, library materials, media and clerical support.

Textbook funding has not kept up sufficiently with inflation in book prices. In one state, state-approved algebra books will cost over \$42 each. Six years ago, the last time a list was approved, the highest cost was \$30. Critics say textbooks could be smaller, and cheaper, if publishers didn't have to please several state boards and rely on fancy graphics or other eye-catching material.

"The resources simply have not kept pace with what we now demand of our schools." Without textbooks, students say they feel like they're left with crumbs. And the message imparted by their empty backpacks is: "If you don't care about our education, why should we?"

The Los Angeles Unified School District (LAUSD)

LAUSD students receive even less textbook money than the statewide average. The LAUSD spends less than half a cent of every education dollar on textbooks. The state textbook account provides schools approximately \$26 per K-5 student, and \$17 per student for grades 6-8 and 9-12, an allocation which isn't enough to buy one new textbook. The LAUSD Instructional Materials Account (IMA) provides \$24 per K-5 student and \$29 and \$33 per student for grades 6-8 and 9-12, respectively. With this allotment, the average school is only able to purchase one new textbook per student

The LAUSD: Textbook Expenditures

- The LAUSD spends \$26 per K-8 student on textbooks compared to a statewide average of \$33, and a national average of \$42.
- The LAUSD set aside \$75 per high school student in 1996 for instructional materials (textbooks, novels, software, lab supplies), but spent only \$22 of that money on texts.
- Discrepancies in textbook expenditures exist between schools in the LAUSD, and even among students at a school. School-by-school budgets reflect differences in average textbook spending, from \$13 per student to \$66 per student.

every three to four years. As a result, many schools save their textbook funding over a number of years in order to afford schoolwide adoption of a new series. For example, Camellia Avenue School, whose principal did not report a shortage, saved for many years in order to spend nearly \$100,000 on textbooks last year to purchase "Math Land" for their 1300 students.

In effect, while schools are saving to purchase newly adopted series, students lack textbooks to take home in one or more classes, and do not have the examples from the text at home that usually help with the homework assignments. Teachers cope by photocopying sections to take home, and by using some of their own money. Students also frequently rely on reading and copying from the class set. A class set of 30 books may easily serve 150 students daily. Teachers report that when their students lack the text, they waste a significant amount of class time reading aloud from the texts and writing on the chalkboard.

LAUSD records indicate that the district's textbook expenditures rose from \$9 million to \$21 million over three years from 1992-93 to 1995-96, but then dropped in 1996-97 to 16 million. The district's expenditures for books other than textbooks rose from a total of just \$171,000 in 1992-93 to \$12.7 million in 1996-97. Instructional material expenditures have been in more flux. The district spent \$37.2 million for these items in 1992-93; \$51.8 million in 1993-94; \$46.5 million in 1994-95; \$44.6 million in 1995-96 and \$53.4 million in 1996-97. The district's total expenditures on textbooks, other books and instructional materials rose from \$46.4 million in 1992-93 to \$82.1 million in 1996-97.

Discrepancies among LAUSD Schools

While all schools in the LAUSD have roughly the same amount of money available for textbooks, discrepancies in textbook expenditures exist between schools, and even among students at a school. School-by-school budgets reflect broad differences in average textbook spending. The Los Angeles Times found a low of \$13 per student (San Fernando High) to a high of \$66 (No. Hollywood High Magnet). At Sylmar High, the math and science magnet supplemented the \$19 per student text expenditure with an additional \$10 per student. Poorer schools receive extra federal support but it usually cannot be used to buy textbooks, and labor costs account for about 87% of an average school's budget.

When comparing elementary, middle, and high schools, elementary schools in the LAUSD appear to be better off for two reasons: their textbooks are cheaper, and with the class size reduction initiative, the state added \$80 per student for new reading texts in the spring of 1997. Elementary schools did report a need for ancillary materials, such as

Per Pupil Textbook Funds

Source	Grade Level		
	K-5	6-8	9-12
State Textbook Account	\$26	\$26	\$17
LAUSD Instructional Materials Account (IMA)	\$24	\$29	\$33

workbooks to accompany a new language arts series. The Los Angeles Times found that middle schools were either well off or suffering depending on whether they shipped out or received needed textbooks when they reconfigured, losing their 9th graders to the high school and adding 6th graders from the elementary school. The high schools experience the greatest textbook need since these texts are the most expensive and students need to use their books more often at home. For this reason, the Coro Fellows' research conducted in

preparation for this report focused heavily on high schools and middle schools.

Discrepancies also occur because some schools are more able than others to generate or pool together additional resources.

LAUSD Efforts

During the last several months, the LAUSD has moved on several fronts to assess the book shortage district-wide and to address relevant issues. After initial media disclosures of the shortage, the LAUSD conducted a rapid (referred to within the district administration as "quick and dirty") school-by-school assessment of book needs.

In February 1998, the district instructed schools to conduct three separate inventories of their book supplies and needs and Superintendent Zacarias announced a special "loan fund" under which schools could apply for additional money not included in their initial budgets for the 1997-98 school year. This fund was part of what the superintendent described as a multi-faceted program involving providing extra resources that would result in marked improvement of textbook supplies by July 1, 1998, in year-round schools and by the September beginning of the traditional calendar school year for other schools. In the memorandum ordering the three audits, the LAUSD dealt with issues pertaining to the suspected presence in schools of large supplies of obsolete or aging books.

This memorandum recognized that students throughout the district were currently using some outdated materials, but that "these older materials may be 'better than nothing.'"

On July 21, the LAUSD provided the Foundation with an internal memorandum that indicated that one of the bases of the emergency loan fund was that it "provided an advance of up to 6 years of the school's State textbook allocation." Although it was not

clear what proportion of the total emergency loan funding this forward-borrowing authorization accounted for, the plan forced some principals to choose between purchasing large quantities of books immediately and limiting their spending ability for as much as six years in the future or limiting their borrowing or not applying for loans to preserve their future spending authority.

On Aug. 14, 1998, the Superintendent of Schools announced that the textbook shortage had been "eliminated" by providing sufficient supplies in high schools and middle schools so that each student "will have textbooks in essential subjects to take home." The district noted that it had increased its textbook allocations by \$4.5 million after media disclosures about shortage conditions and that an additional \$12.5 million had been made available through the "special loan fund."

We also reviewed the longer-term history of the LAUSD's book supply system. A key development in this history occurred in 1990, when the district faced an unanticipated budget shortfall that required salary cuts and economies throughout the LAUSD in virtually every area of activity.

For many years, the LAUSD had operated a central textbook depository. This facility had a separate staff at district headquarters in downtown Los Angeles. Although the central textbook depository had been criticized as insufficiently responsive to the needs of individual schools and subject to delays in supplying books, the depository and its staff nevertheless represented a resource — or potential resource — to address issues of book and instructional supply sufficiency at the district-wide level.

But in January 1990, in response to the district's looming budget crisis, the Board of Education accepted a recommendation of its Business Operations Committee that the textbook depository be closed and that authority over book purchases be delegated to individual schools. The report also authorized schools to donate obsolete books to nonprofit organizations, but gave them no authority to resell surplus or obsolete books. Finally, the report eliminated the positions of the entire staff of the Textbook Warehouse and Book Order Unit of the district and dispersed those seven individuals to other jobs throughout the LAUSD.

This action, though it was seen as critical to the budget at the time, nevertheless eliminated an important facility and simultaneously terminated the services of staff members with the greatest knowledge of book acquisition and supply. In turn, the duties were delegated to schools without providing individual school site administrations the expertise or personnel to absorb such responsibilities.

Administrators at many LAUSD schools say they believe their campuses are negatively affected by high student-mobility rates. For example, 12 high schools reported annual transiency rates of 33% or higher — with one high school reporting

75% and another reporting 59%. Nine middle schools reported transiency rates of 33% or higher, with one middle school reporting 78%, another reporting 60% and a third reporting 55%. High schools reported a mean transiency rate of 27.9%, while middle schools reported a mean transiency rate of 21.4%.

Many students leave their schools mid-year without returning their books. This, along with the reconfiguration of high schools to add ninth graders, is widely believed among educators and the public to have exacerbated the textbook supply problem. One potentially helpful mechanism for reducing book loss is tracking each book and charging students a textbook deposit fee at the beginning of the year, but this practice is thought by LAUSD to be a violation of the California Constitution and the California Education Code. A deposit system would violate a section of the California Code of Regulations. We explore the transiency controversy and legal issues later in this report.

The Use of Additional Funding Sources

Schools reported using additional funding sources and fundraising strategies to help supplement their textbook budget. Means employed to raise money for books included: garage sales, parent fund raising, the use of state block grants and surplus LEARN funds generated by increasing their student average daily attendance (ADA), a surplus which currently only LEARN schools are allowed to keep.

Schools also reported relying on other programs or grant money to supplement their purchasing of state approved texts where possible. These additional sources include: school improvement funds, bilingual funds, special education funds, gifted funds, year-round school appropriations, state and district block grants, Goals 2000 funds, LEARN surplus funds, the library account, and a donation account. Note that Federal Title I (Compensatory Education) funds may not be used to purchase required textbooks; they can be used only for services and materials that "supplement" rather than "supplant" the regular program.

Fairfax High School, which received a new set of ninth graders when they were reconfigured but didn't receive any ninth grade books from the schools from which the students arrived, had to seek out multiple sources of textbook funding. The school receives approximately \$28,000 from the district, and reported needing almost three times that amount — \$80,000. They chose to use 60% or \$60,000 of their state block grant to purchase textbooks.

The problem with alternative sources of state and district textbook funding is that many of these sources come from categories of funding that are restricted by different regulations. Some of the funds in each category may be carried over, and some may not. Some sources are one-time allocations that may not be renewed or which may be too

narrowly restricted and not aligned with a school's specific needs, such as the K-3 state allocation (#3482) targeted only for literacy materials. This fragmented approach could be ameliorated if the state allocation for textbooks and instructional materials were sufficient, at least \$60 per pupil for textbooks alone.

Other States

A number of other states are addressing the need for increased textbook funding. States are searching for solutions that range from increasing the state textbook allocation to utilizing technology to track inventory and provide curriculum electronically. In New York, Gov. George Pataki has proposed doubling the state textbook allocation of \$114 million over the next four years, raising the per-pupil allocation to \$72.

Florida schools have already received a boost in state textbook funding. Gov. Lawton Chiles, declaring a critical shortage, last year pushed through a record 33% spending increase for textbooks, raising funding to \$138 million and he is proposing another increase for \$156 million textbook budget for this year. He relied in part on the widely publicized poll by the Association of American Publishers. Half of all high school teachers complained they could not assign homework for lack of books. A quarter of all teachers reported using books more than 10 years old.

In Indiana, one of the few states that levies book fees on parents averaging \$50 to \$100 per child, Gov. Frank O'Bannon campaigned last year on a promise of free textbooks but now is pushing a tax credit for families who rent them. State officials say that although their policy of charging parents for books has led many districts to take defiant parents (those not qualified to participate in either free school lunch or textbook programs) to small-claims court, the policy has enabled Indiana to avoid the book shortages and outdated supplies that other states endure.

In Alabama, the state had supplemented local funding at \$50 per student, but now new reforms require the state pay for all textbooks for all students.

California Legislative Efforts to Increase State Funding

First-term Assemblymember Tony Cardenas has been trying to redirect \$20 million more to textbooks, about \$3.70 per student, by reducing lottery administrative costs. Various California gubernatorial candidates have proposed increased school funding, either through new tobacco taxes or cutting the state's bureaucracy. The Cardenas bill (AB 2619) is not the only legislative initiative pending in

California pertaining to textbook issues. Immediately prior to completion of this report, Gov. Wilson signed into law a bill introduced by Assemblymember Cruz Bustamante (AB 2041) that will increase per-pupil textbook allocations to \$250 million per year statewide beginning in the 1999-2000 fiscal year; this translates to as much as \$77.50 per pupil. Both the Cardenas and Bustamante bills include language that points out that California schoolbook budget allocations have risen only slightly since they were fixed by statute in the 1983-84 fiscal year. Those amounts were \$21.18 per student in elementary school and \$14.41 per student in high school. As noted above, today, the LAUSD receives \$26 per student in grades K-8 and \$17 per student at the high school level. District officials have noted that the *average* cost of a single elementary school textbook is \$50 and the cost of the *average* high school textbook is \$60. The Bustamante bill was signed by the Governor in August, 1998.

A third piece of legislation, introduced in the California Senate by Sens. Adam Schiff and John Burton (SB 1412) would also increase textbook allocations by an aggregate total of \$250 million statewide.

Finally, a fourth piece of legislation — also introduced by Assemblymember Cardenas — would address issues of financing increased budget resources for instructional materials. This bill, AB 1453, would reallocate California Lottery money for instructional materials purposes and take advantage of a rapid projected increase in Lottery revenues between the 1997-98 and 1998-99 fiscal years. A projection developed by Cardenas, with the asserted agreement of Lottery officials, calculates the education portion of Lottery money in the 1997-98 fiscal year totaling \$822 million will rise to \$935 million in 1998-99. The bill would devote all of this projected increase to instructional materials — a total of \$113 million statewide.

We invited the LAUSD administration to identify a budget figure that, in the district's view, would permit adequate funding for required books and instructional materials district-wide. In late July 1998, the LAUSD suggested a figure of \$75 per student, noting that this is approximately the same as the proposal in the Bustamante legislation. The district's rationale for the \$75 cost is that, assuming students take five classes, the allocation would permit replacement of textbooks, teacher editions, supplementary materials and ancillary instructional materials in all classes every five years.

A second approximation of the state budget implications of such an increase can be derived by multiplying the difference between the average state per-pupil book allocation for both elementary and secondary students and a projected level of \$75 per student by the number of pupils enrolled in California public schools in the 1996-97 school year. This method produces an estimate of the total amount of additional state funds that would be required under this formula of \$298.2 million.

But even with this push for increased state funding for textbooks, Gov. Pete Wilson's education advisor stated that his administration views textbook shortages as each district's problem: "Districts are getting a tremendous amount of discretionary revenue this year. It's incumbent on local school boards to make sure classrooms are equipped with what they need," Marian Bergeson told the *Los Angeles Times* (July 28, 1997). In the LAUSD, the Superintendent is working to increase textbook funding and has proposed a textbook budget of \$24 million for 1998-99.

Others argue that the dollars currently spent on education are not being used wisely if so much is spent and still there aren't enough textbooks. Education accounts for 42% of the state's \$69 billion total budget in the 1997-98 fiscal year, and the state spends \$22 billion of the total on K-12 education. The LAUSD's 1998-99 budget, just unveiled in mid-May, is now \$6.3 billion, a 7% increase over last year, with an estimated \$24 million for textbooks.

Centralized Inventory Control

Another mechanism frequently referred to is the centralized book purchasing department that was closed in the LAUSD in 1990 due to budget cuts. Its closure meant that the central office does not maintain information regarding schools' textbook purchases and inventories. While there may be a need for a districtwide mechanism to provide schools with information on where they might locate unused inventory, a centralized purchasing department could create more problems than solutions.

A centralized purchasing department generally allows for a discount (8% in North Carolina) off the list price for shipping textbooks to one location. But, at the same time, schools may end up short changed due to the added red tape, missed deadlines for ordering, and delayed or incorrect shipments. Also, some schools have expressed a strong desire to have the option of developing their own direct partnership with the publishers.

A state audit in North Carolina found that the State Textbook Warehouse, as well as the local school systems and publishers, all share blame for the fact that their students start the school year without the textbooks they need. The North Carolina State Textbook Warehouse, operated since 1955, serves as a clearinghouse.

The centralized warehouse allows the state to get an 8 % discount off the list price of textbooks because the publishers ship orders to one central location. Local school systems get the books at a 6 % discount; the warehouse takes a 2 % handling fee. The audit found that this fee produced more money than needed to run the warehouse and that a \$1.2 million surplus had built up. A 1.5 % handling fee would be sufficient, auditors said.

The performance audit of the textbook warehouse also said that local school systems routinely miss deadlines for placing orders, that publishers ship orders late without being fined, and that the number of late orders and incorrect shipments by the warehouse has increased in the last three years.

Postscript: The Aftermath of Proposition 227

On June 2, 1998, California voters approved Proposition 227, a ballot initiative that amended the California Education Code to require English language instruction throughout public schools in the state and elimination of most bilingual education in California. Passage of Proposition 227 occurred after we concluded our interviews with 151 LAUSD principals or principal designees and 24 cluster administrators. Election day also followed our data-gathering through the survey instrument published in *L.A. Youth* and came very late in the data-gathering cycle involving the survey instrument published in the *United Teacher*.

Accordingly, our research methodology did not address directly the implications of Proposition 227. After the initiative passed, however, media accounts and informal contact within the LAUSD made clear that there was — and is — broad concern over the potential ramifications of Prop. 227 for instructional material supplies. If the initiative is interpreted in the future as requiring English-only textbooks and related materials, this would present obvious—and severe—problems for the LAUSD's book supply system.

On Aug. 3, 1998, Superintendent Zacarias issued a memorandum to all district employees that said: "The proposition *does not prohibit*: 1) The use of a primary language in the classroom nor on school grounds (and) 2) The use and display of primary language instructional materials." [emphasis in original.]

Thus, as of the issue date of this report, the LAUSD's position is that non-English language instructional materials will continue to be used, as before, throughout the district. This implies that Proposition 227 has been interpreted by LAUSD as having no immediate effect — positive or negative — on textbook and instructional material supplies. It is unknown, however, whether litigation will occur in which a court will be called on to interpret the proposition's effect on non-English instructional materials.

SECTION
3

Survey Interviews at High Schools, Middle Schools, Elementary Schools & Cluster Offices

The structured interview/school site phase of our research had as its central element interviews with principals and cluster administrators to identify reasons for the shortage of textbooks and library books.

The survey instrument was developed collaboratively by PricewaterhouseCoopers ("PwC"), L.L.C. and the California Community Foundation (the "Foundation") and tested at a specialized high school prior to deployment district-wide. At the time the project began, PwC was known as Coopers & Lybrand, L.L.P.

During survey development, members of the Schoolbook Partners Action Committee ("SCAP"), including six members of the committee named by LAUSD Superintendent Ruben Zacarias, were encouraged to provide criticism and suggestions. These suggestions were addressed in the final survey instrument.

Interview protocols were strictly controlled. Coro Fellows were instructed not to attempt to interpret questions or to direct responses in any way during the structured interviews. To maximize production of standardized data that would permit statistically valid district-wide comparison, the survey instrument was treated as a script from which deviation was not permitted.

The 12 Coro Fellows were divided into six two-person teams. For ease of scheduling, three sub-groups of fellows (each one comprised of two teams) were formed and these three subgroups were assigned specific responsibility for groups of clusters, selected to minimize driving time and assure maximum coverage. Utilizing a matrix supplied by LAUSD that divided the district into six geographic areas, the Coro Fellows developed a map grid to conduct interviews by cluster. Fellows were instructed to achieve as close to 100% interview penetration in middle schools and high schools as possible and to select one or two elementary schools in each cluster.

This decision reflected a belief, based on discussions with the LAUSD, that textbook supply problems were most severe at the secondary level, with elementary school book supply shortfalls concentrated largely in the library book area. The strategy was also a practical concession to time constraints since the district includes 47 senior high and 69 middle schools, but 422 elementary schools.

A version of the survey instrument was modified slightly for cluster administrators.

In their visits to school sites and cluster offices, fellows were instructed to conduct the controlled interview together so that one fellow could pose the questions and the other could record responses. This also provided for the greatest possible clarity in understanding and recording information. Key to assuring candor among school site and cluster personnel was the instruction to assure interviewees that their comments and responses would not be attributed, under any circumstances, to them personally or by school or cluster name. Personnel were also assured that completed survey instruments would remain in the exclusive custody of the Foundation and/or PwC and would not be shown or provided to LAUSD personnel.

Foundation personnel debriefed Coro Fellows at least weekly during the interview phase of the project. Questions from Coro Fellow teams were addressed frequently by telephone from the field.

Cooperation by LAUSD personnel, including district administrators and individual school site staff, was uniformly good. In a few cases, principals designated assistant principals or coordinators to respond in their steads. Principals appeared to appreciate the potential for constructive change implicit in the project and nearly all of them submitted to interviews personally and volunteered to escort Coro Fellows on part or all of the second phase of each campus visit. In these second phases, fellows visited the school textbook room, if there was one, and completed a checklist based on observation and informal conversations with teachers, students and (in a few schools) parents.

After visiting each school, Coro Fellows reviewed the structured survey instruments they had completed and produced a narrative report of observations in the second, qualitative phase of each school site contact. Data from the structured survey instruments was subsequently entered in a database for analysis.

Data were analyzed from a total of 151 schools and 24 cluster administrators. Particular attention was paid to funding, accountability and enforcement of book returns, inventory tracking, personnel and technology.

For many reasons, not every principal, designee or cluster administrator was able to answer every question in the survey. Some, for example, could not provide specific drop-out or transiency rates. Others could not provide their textbook budget figures for the current school year. Still others declined to answer specific questions because they were concerned about political ramifications if their answers were attributed to them. Data presented here report percentages, or numbers of schools, based on the aggregate total of all schools or clusters that answered a specific question. Not all questions were answered by all respondents.

In this section, we present data based primarily on breakdowns of this sample into four sub-groups: senior high schools, middle schools, elementary schools and cluster administrations. These four levels have discrete missions and administrative challenges and their perceptions of book supply issues are different. Data for the sample as a whole are useful primarily to understand broad issues of consensus among all four of these categories.

For example, a substantial majority (67.8%) of school administrators at the 151 campuses we visited did not feel they have an adequate supply of currently adopted textbooks. Of these 106 schools identifying a book shortage, 89.6% attributed the problem to an insufficient budget allocation.

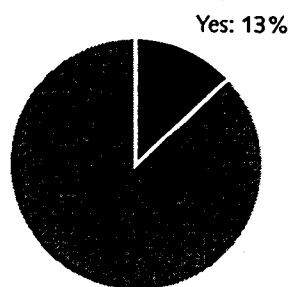
Nearly three out of four schools surveyed, however, did not spend their full allocation in any particular year. Ninety-six percent of these schools indicated that they carried forward a surplus from their textbook budgets, because they were saving money for a major textbook adoption purchase. The second most frequently cited reason (56.9%) for the surplus in unspent textbook account funds was an anticipated need for additional books based upon increased enrollment.

High Schools

Survey answers from high schools were analyzed separately. Of these 47 schools, six were year-round. The mean enrollment for these schools is 3,190 students and the mean number of assistant principals is 4.4.

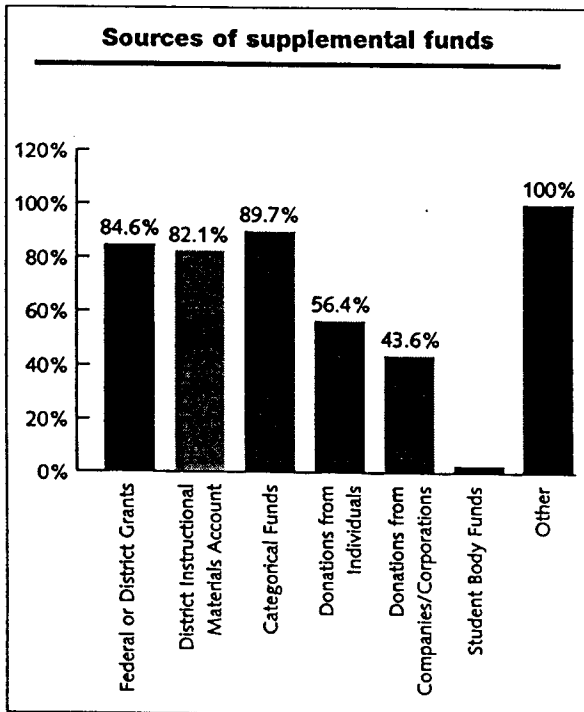
FUNDING

Does your school have an adequate supply of books?



Survey results revealed that 87% of high schools had an inadequate supply of currently adopted textbooks (adequate meaning one book for each student in each class in which a textbook is used). The mean amount of funds available for the high schools at the start of the 1997-1998 school year was \$78,452; 90.5% schools said that this allocation is less than needed to purchase enough books, and 90.5% schools cited inadequate budget allocation as the primary cause of the textbook shortage.

As a result, 52.2% said they carried forward a surplus of funds, 21 of which did so in order to save for a major adoption purchase, while 63.2% of high schools felt that adoption cycles are not properly timed. A total of 68.9% also felt that the current budget-making processes in the LAUSD do not allow for anticipation of book needs in time for adequate supplies to be present in the school by the beginning of the school year.



The "adoption cycle" is a schedule established by the State Board of Education indicating when new instructional materials will be approved for use by school districts. Different subjects are adopted each year. The Board circulates lists of adopted books to districts throughout California. Districts can purchase state-adopted material with funds from Instructional Accounts.

Should a district fail to find suitable material on the district-approved list, it can petition the State Board in order to purchase alternative materials. In 1997, the State Board revised the adoption cycle calendar to incorporate the new education standards. Prior to that, the schedule had not been revised since 1992.

When asked about the library book supply, the situation was similar. Of the high schools surveyed, 84.1% said they did not have an adequate supply of library books, while 91.9% of the schools reporting an inadequate library book supply attributed the shortfall to insufficient budget allocation. Consequently, a majority (83%) of schools reported supplementing their state budget allocations for textbooks or library books with other resources. These

schools availed themselves of many of the same sources of supplementary funding. Among schools that utilized extra funding sources, 89.7% utilized categorical funds, 84.6% utilized the district instructional material account. Another 78.7% reported having applied for support from the LAUSD's replacement loan fund.

PERSONNEL

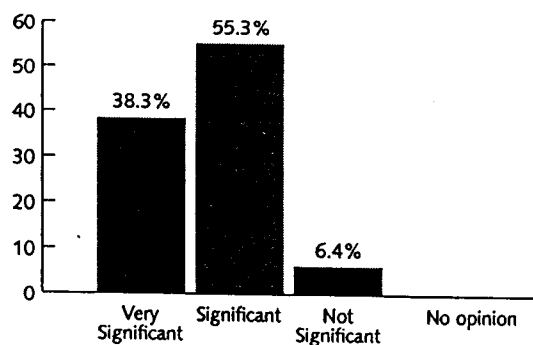
Principals or designees indicated that personnel are a key factor in maintaining both library and textbook supplies. Of the six high schools with an adequate supply of textbooks, four attributed it to having an adequate number of trained personnel to oversee and maintain the textbook inventory and process. Further, of the 40 schools with an inadequate supply of textbooks, 27 (64.3%) attributed it to an inadequate number of personnel.

A total of 97.9% high schools reported having a functional library and all of them reported having a full-time librarian. In addition, four of the six schools with an adequate supply of library books credited having sufficient personnel (i.e. full-time librarians) to oversee and maintain the book inventory and process.

ACCOUNTABILITY

A majority of high schools (68.1%) reported that it is the assistant principal's (AP) job to supervise the school's book supply. A total of 87.2% respondents felt that the AP had sufficient authority for these duties, while only 46.8% felt the AP has enough time for the job.

Significance of student negligence in returning books as reason for shortage

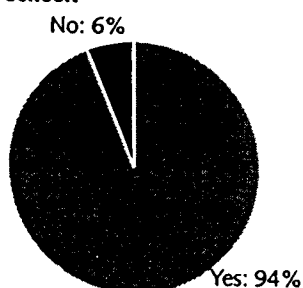


When questioned about the impact of decentralization and shared decision-making on the book supply, responses were divided. A total of 42.6% felt decentralization had very little impact, while 17% felt it had a great deal of impact. On a scale of 1 through 5, in which 5 represented the greatest effect of shared decision making, the mean of all responses was 3.7, indicating high school principals believe shared decision making is a significant — though *not the most significant* influence on book supplies.

Responses were also divided on the issue of mandatory textbook selection at the cluster level in order to ensure better continuity of curricular planning. A total of 27.7% speculated that their staffs would support this; 55.3% respondents said their staffs would be opposed, and 17% said they would not know how their staffs would feel.

Respondents were also asked to identify the significance of a number of items as reasons for the textbook and/or library book shortage. Student negligence in returning books was named as very significant by 38.3% of schools and as significant by 55.3% of schools. A total of 68.1% of respondents felt that students not valuing books was either very significant or significant; 74.4% also identified lack of parental supervision as significant or very significant.

Does your school have a management plan to track the locations of books in the school?

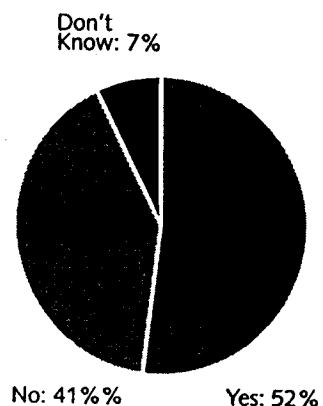


Another reason cited was the current system does not give teachers the authority to enforce book returns. Thirty-four percent of high school principals thought this was very significant, while 29.8% felt it was significant. Consequently, the offer of incentive programs such as restaurant gift certificates has been proposed as a possible remedy to book loss; 76.6% of those surveyed believed an incentive program would help increase book return rates and 89.5% of respondents said they would support a book deposit fee, if such fees were legal in California.

MANAGEMENT PLAN SUCCESS

Forty-four of the principals reported having a management plan to track the locations of all textbooks in the school and 33 said their plans operated as intended.

Is your management plan successful in meeting the textbook needs of the school?



Only 24 said their plans were successful in meeting the textbook needs of their schools. In addition, 80% of the high schools with an adequate supply of texts attributed this adequacy to the management system. In fact, 35.7% of schools with an inadequate supply blamed a poor management system.

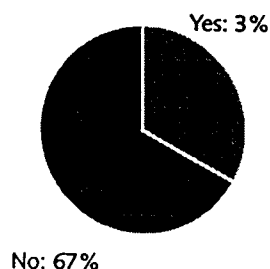
Several respondents also cited the inability to track books issued to a student who transfers within the district as a significant factor contributing to book loss. While 85.1% of high schools have a policy of enforcing return of all books and settlement of debts prior to student check-out, 95.7% of schools do not contact the former school when a new student enrolls. Of principals, 87.2% said they would support a district-wide online system of tracking book inventories, so that schools could more easily share updated book inventory information.

All principals surveyed believed that CD-ROM, multi-media, and other new technology would enhance learning. Although the number of Internet-connected computers varied from 1 to 350 per school, students had access to an average of 56.9 Internet-wired computers on campus. Principals also expected 86% of classrooms to be wired within the next three years. Nevertheless, high school principals speculated that only 16.5% of teachers use the Internet regularly to prepare lesson plans or instructional activities.

Middle Schools

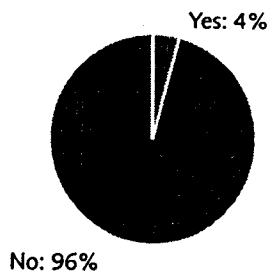
Survey answers from all middle schools were also analyzed as a separate group. Of these 69 schools, 10 were year-round. The mean enrollment for these schools was 1,833 students and the mean number of assistant principals was 3.5.

Does your school have an adequate supply of textbooks?



FUNDING

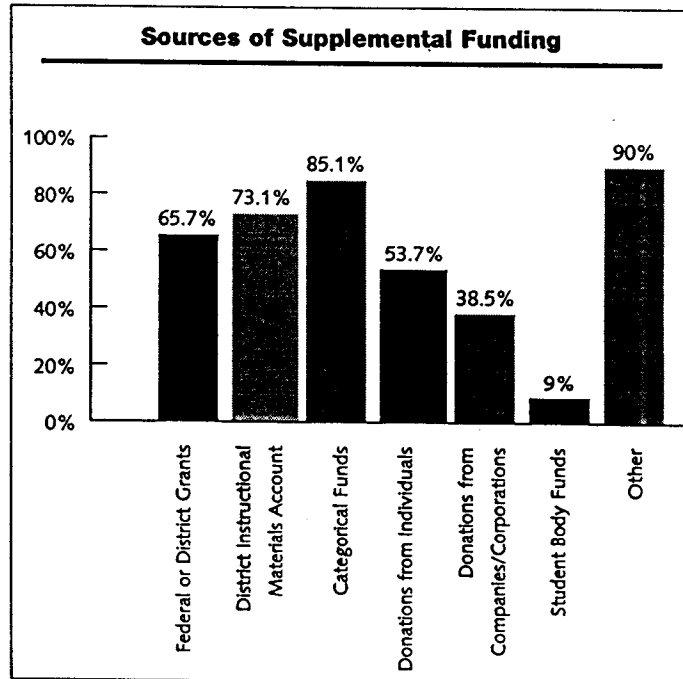
Survey results revealed that two-thirds of middle schools have an inadequate supply of currently adopted textbooks (adequate meaning one book for each student in each class that uses a textbook). The mean amount of funds available for the middle schools at the start of the 1997-1998 school year was \$35,415.88. A total of 86.9% schools said that this allocation is less than needed to purchase enough books; 87.8% of schools cited inadequate budget allocation as the primary cause of the textbook shortage.

Enforce book return on students transferring in?

As a result, 86.8% said they carried forward a surplus of funds, 57 of which did so in order to save for a major adoption purchase. But 59.6% of middle schools felt that adoption cycles are not properly timed and 41.8% felt the current budget-making processes in the LAUSD do not allow for anticipation of book needs in time for adequate supplies to be present in the school by the beginning of the school year.

When asked about the library book supply, the situation was similar. Of middle school principals surveyed, 68.3% said that they have an inadequate supply of library books; 89.1% of principals reporting an inadequate library book supply attributed the shortfall to insufficient budget allocation. Consequently, a majority (97.1%) reported supplementing their state budget allocations for textbooks or library books with other resources. The

primary sources of supplemental funds were categorical funds (85.1%); district instructional materials account (73.1%); and federal or district grant allocations (65.7%). A total of 59.4% of middle schools also reported having applied for support from the district's



replacement fund. The mean amount for which these schools have applied totals \$134,198, while the mean amount that has actually been borrowed is \$116,482.

Despite all of this, 66.7% middle schools in LAUSD still did not have enough books.

PERSONNEL

Respondents indicated that personnel are a key factor in maintaining both library and textbook supplies. Of the 22 middle schools with an adequate supply of textbooks, 12 attributed it to having an adequate number of personnel to oversee and maintain the textbook inventory and process. Further, of the 44 schools with an inadequate supply of textbooks, 28 attributed it to inadequate number of personnel.

A total of 67 middle schools reported having a functional library and all of them reported having a full-time librarian. In addition, 66.7% of the schools with an adequate supply of library books credited having sufficient personnel (i.e. full-time librarians) to oversee and maintain the book inventory and process.

ACCOUNTABILITY

A majority of middle schools (76.8%) reported that it is the assistant principal's job to supervise the school's book supply; 89.9% respondents felt that the AP has sufficient authority for these duties. However, only 45.6% felt the AP has enough time for the job.

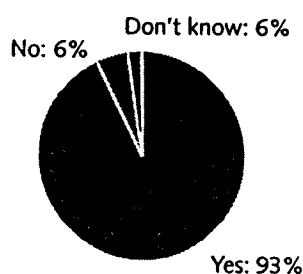
When questioned about the impact of decentralization and shared decision-making on the book supply, responses were divided. A total of 43.1% of middle school principals felt decentralization had very little impact, while 26.2% felt it had a great deal of impact. Middle school principals viewed shared decision making as less of an influence on their book supplies than high school principals. On the 1-through-5 scale in which 5 represented the greatest level of effect, middle school principals recorded a mean of 2.7.

Responses were also divided on the issue of mandatory textbook selection at the cluster level in order to ensure better continuity of curricular planning. A total of 55.9% speculated that their staffs would support this; 36.8% of respondents said their staffs would be opposed, and 7.4% said they would not know how their staffs would feel.

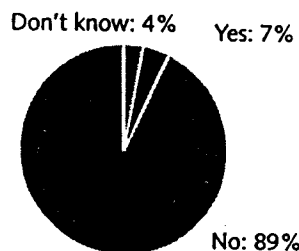
Respondents were also asked to identify the significance of a number of items as reasons for the textbook and/or library book shortage. Student negligence in returning books was named as very significant by 25% of schools and as significant by 39.7% of schools; 70.6% of respondents felt that students not valuing books was either very significant or significant, and 66.2% identified lack of parental supervision as significant or very significant.

Another reason cited was the current system does not give teachers the authority to enforce book returns; 22 middle school principals thought this was very significant, while 17 felt it was significant. Consequently, incentive programs such as restaurant

Does school have management plan to track locations of textbooks in the school?



Enforce book return on students transferring in?



gift certificates have been proposed as a possible remedy to book loss; 34.1% of those surveyed believed an incentive program would help increase book return rates. A total of 77.1% of respondents said they would support a book deposit fee if such fees were legal in California.

MANAGEMENT PLAN SUCCESS

Sixty-four middle school principals reported having a management plan to track the locations of all textbooks in the school, and 50 said that their plans operated as intended, while only 36 said their plans were successful in meeting the textbook needs of their schools. In addition, 82.4% of the schools with an adequate supply of texts attributed the school's adequacy to the management system.

In fact, 44.9% of middle schools with an inadequate supply blamed a poor management system. Also, 88.9% of schools with an adequate supply of library books credited a good management system.

Several respondents also cited the inability to track books with a student that transfers within the district as a significant factor contributing to book loss. While 86.6% of middle schools have a policy of enforcing return of all books and settlement of debts prior to student check-out, 88.4% of schools do not contact the former school when a new student enrolls. In addition, the same percentage of middle school principals said they would support a district-wide online system of tracking book inventories.

A total of 97.1% of middle school principals surveyed believed that CD-ROM, multi-media, and other new technology would enhance learning. Although the number of Internet-connected computers varied from none to 100, students had access to an average of 33.8 Internet-wired computers on campus. Middle schools also expected 82% of computers to be wired within the next three years. Nevertheless, middle school principals estimated that only 19.3% of teachers use the Internet regularly to prepare lesson plans or instructional activities.

High School vs. Middle School Comparisons

A higher percentage of middle schools than high schools have enough textbooks, despite the fact that high schools have a larger mean amount of funds available for textbook purchases. Also, middle schools cited inadequate budget allocation as a reason for the textbook shortage less often than high schools did, although inadequate finances were the most significant factor identified at both levels. In addition, more middle schools carried forward a surplus of funds in order to save for a major adoption purchase.

A higher percentage of middle schools have enough library books as well, and cited inadequate budget allocation as the reason for the shortage less often than high schools did. Consequently, a higher percentage of middle schools supplement their state budget allocations for textbooks and/or library books with other resources, while a lower percentage of middle schools have applied for support from the district's replacement loan fund.

Student negligence in returning books was cited as either very significant or significant less often by middle schools than by high schools. However, middle schools felt that the problem of students not valuing books was more significant than high schools did. Also, a much higher percentage of high schools believed an incentive program would help increase book return rates, and a higher percentage of high schools said they would support book deposit fees if they were legal in California.

Middle schools have a slightly higher percentage of schools that do contact the former school when a new student enrolls. High schools, though, have a higher mean number of Internet-connected computers available to student on campus, but a smaller percentage of teachers using the Internet regularly in instruction than do middle schools.

Elementary Schools

Our survey also produced interview responses from principals of 35 elementary schools. The regional breakdown included elementary schools from all geographic areas covered in our school site research: Central/East Valley (5), East/Central (5), Harbor/South/Southeast (3), Southeast/East/South (7), West Valley (7), and West/West Central (8). Sixty percent of the elementary schools are in LEARN. Eleven schools are on a year-round schedule, 21 schools used the traditional year calendar. Three principals did not provide responses. The mean enrollment for elementary schools was 895 students.

Elementary textbook shortages are less pronounced than are those in high schools and middle schools, although elementary schools face severe library book shortages. In response to a question which defined "adequate" as one book for each student in each class that used a textbook, 51.4% said they did not have an adequate supply of textbooks while 44.1% (15) said they had an adequate supply. Although 28 of respondents said they had a functional library, 27 said they did not have an adequate supply of library books. Only 4 respondents said they had an adequate supply of library books. Four respondents did not answer the question.

The recent class size reduction initiative in which elementary schools are reconfiguring to a ratio of 20 students per teacher in grades K-3 may explain the drastic library book shortage in elementary schools. When asked to rate the effect class size reduction had on the ability to obtain books—1 being a highly negative effect and 5 being a highly positive effect—61.8% rated it as a 3; 20.6% rated the effect of class size reduction as a 2. Additionally, during informal interviews, several principals noted that the 20-to-one class size reduction requirement forced them to convert their libraries into classrooms.

FUNDING

Similar to high schools and middle schools, budgetary constraints were overwhelmingly identified as a source of inadequate book supplies. The mean amount of funds available for textbook purchases at the beginning of the 1997-98 school year in elementary schools was \$59,947. Of the principals who reported inadequate textbooks, 93.3% attributed it to insufficient budget allocation.

When asked whether they currently had more, less or exactly the amount of funds needed for purchasing textbooks, 83.3% of respondents reported having fewer funds than needed; 24 respondents said they had fewer funds than needed because of inadequate budget allocation. Similarly, 25 of the 27 elementary schools with deficient supplies of library books attributed it to insufficient budget allocations. Of the 15 respondents who reported having an adequate supply of textbooks, 6 attributed it to having a sufficient budget. Four of the five schools with adequate library supplies attributed it to sufficient budget allocation.

A total of 88.6% of all principals supplement their state budget allocation for library or textbooks with other resources. Respondents used federal or district grants (81.3%), district instructional material account (53.1%), categorical funds (71.9%), individual donations (71.9%), and corporate donations (43.8%). A total of 82.4% of elementary schools had not applied for support from the district's book replacement loan fund.

A total of 77.1% of principals surveyed did not spend their full textbook budgets in any particular year. All of these respondents indicated that they carried forward a surplus from their textbook allocations because they were saving money for a major textbook adoption purchase. Seven elementary schools said they carried the funds forward because they did not realize the money had not been spent.

PERSONNEL

Of the elementary schools that reported an inadequate supply of currently adopted textbooks, 66.7% said the inadequate amount of personnel to oversee and maintain the textbook inventory contributed to the problem; 58.6% of principals with inadequate library book supplies thought that an inadequate number of personnel contributed to the problem. Of the 15 schools with adequate textbook supplies, 52.9% credited having an adequate amount of personnel for overseeing and maintaining the book supply. In addition, all four schools with adequate library supplies indicated that having an adequate amount of personnel played a significant role in overseeing and maintaining the books.

ACCOUNTABILITY

A total of 52.9% elementary schools assigned a textbook coordinator to oversee the school's textbook supply. Other staff assigned included: Committee (9), Assistant Principal (1), Principal (2), and teachers (3). All respondents felt the person assigned had sufficient authority to supervise the book supply, while only 34.3% said this person had sufficient time for this responsibility.

Elementary school administrators were asked to identify the significance of several items as reasons for the textbook and/or library book problem. While only 5.7% of respondents identified student negligence in returning books as very significant, 37.1% said it was significant. In contrast to high schools and middle schools, 77.1% said that students who don't value books was not a significant reason for book shortages. Furthermore, 65.7% did not think lack of parental supervision was a significant factor and 3.8% thought it was very significant.

Furthermore, of the elementary schools that reported inadequate book supplies, only 4 attributed it to irresponsible students. Out of the 24 schools that said they had less funds than they needed, 11 said that students not returning books made funding sources inadequate. Of the four schools with adequate book supplies, only one school attributed it to student responsibility for returning books.

Respondents had strong opinions about different methods for increasing book return rates. A total of 67.6% of elementary school principals thought an incentive program would increase book returns; 16 would support incentives such as gift certificates. Although only 22 administrators answered the question, 12 said they would support a book deposit fee.

MANAGEMENT PLAN SUCCESS

A total of 64.7% of elementary school survey respondents said they had a management plan to track the locations of all textbooks in the school. All of the respondents said their plan operated as intended and described it as successful. Of the 15 respondents with adequate textbook supplies, 70.6% attributed it to a good management plan. All 4 respondents with adequate library supplies said that a good management plan was a significant factor in preventing library book shortages.

Of those surveyed reporting inadequate book supplies, only 5.7% attributed the inadequate textbook supply to a poor management system. Additionally, only 10.6% of respondents with library book shortages thought a poor management contributed to the library book shortage.

Respondents said they believed transiency in the district complicated tracking textbooks. Elementary schools had a 24% mean transiency rate. All respondents said that when a new student arrived it was *not* school policy to contact the former school to ensure that all books were returned and fees were paid.

However, 57.1% of all elementary schools said that before a student left, it was policy to enforce all returns and collect all fees prior to check-out. Several principals said that ensuring adequate supplies required a district-wide, computerized tracking system. 82.8% said they would support an online tracking system so that schools could share updated book inventory information.

TECHNOLOGY

The mean number of elementary school classrooms with Internet access was 16. Principals estimated that approximately 18% of teachers used the Internet regularly while teaching in the classroom. Nevertheless, 81.3% of administrators expected all of their classrooms to be wired within the next three years, while 91.4% expect CD-ROM, multi-media and other new technology to enhance learning as a supplement to books.

Cluster Administrators

Fellows interviewed 24 of the 27 cluster administrators currently assigned in the LAUSD. Utilizing a survey instrument tailored for these cluster level personnel, Coro Fellows questioned cluster administrators about their knowledge of and involvement with the textbook supply in their clusters.

The position of cluster administrator has undergone some considerable flux since the district first introduced the concept in 1994. At that time, shifting its organizational

structure away from a concept built around geographic regions, the district developed the cluster administrator position to oversee the newly created clusters. There are 27 clusters in the district, each of which includes between one and three high schools and the middle and elementary schools that feed the high school. The territory is further broken down into "complexes," each of which is a single high school and its feeder schools. Clusters with only one high school—such as Belmont and Garfield—are also complexes. Examples of multiple-complex clusters are Fairfax/Hollywood/Los Angeles, Hamilton/Palisades/University and Francis Polytechnic/North Hollywood. Each cluster has an office complex and a centralized cluster staff that reports to the cluster administrator.

The cluster administrator was initially identified as a facilitator/supporter during the transition period however, the position eventually changed to supervisor/evaluator. At the time these interviews were conducted, cluster administrator duties were spelled out in a July 1996, document, "Class Description: Cluster Administrator." Responsibilities included: overseeing operational and instructional areas, facilitating articulation among the three school levels (elementary, middle and high) to ensure a more seamless instructional program; providing a more consistent communication system to families within each cluster, and reviewing school-based plans for instruction, curriculum development, facilities maintenance, and staff development.

One aspect of the job description notes that a cluster administrator, "provides instructional leadership and support for the pre-K-12 curriculum" and that s/he "reviews and monitors school-based plans which include instruction, staff development, social services, parental involvement, attendance, student discipline, school safety, facilities maintenance, budgets and other relevant functions."

During the period within which the Coro Fellows conducted interviews with cluster administrators, the position responsibilities were in flux and being redesigned by the district.

On July 1, 1998 the LAUSD issued a memorandum detailing plans for a district reorganization scheduled to occur in 1998-99. This restructuring plan articulated a new "change in paradigm" intended to significantly affect the duties and responsibilities of cluster administrators. The memorandum introduced a new management position, "Assistant Superintendent of Instruction." Effective the date of this memorandum, three such new assistant superintendents were appointed to provide "a direct line from the Superintendent to the principals."

Under this new paradigm, "the role of the Cluster Administrator would change from operations/instructional leader to instructional leader. The Cluster Administrator would concentrate on supervision of instruction through evaluating, guiding and

coaching principals." The memorandum is silent on the issue of oversight of supplies of textbooks, library books and instructional materials. As of the date of this report, the district has not introduced a revised cluster administrator job description and it is not clear when this new document may be produced.

Results of the interviews with cluster administrators conducted in April 1998, for this report indicated that they had little involvement with book supplies in their clusters, leaving textbook inventorying and maintenance to each individual school site. Principals had become accustomed to receiving direct communications on issues pertaining to book supply from the Superintendent. Remaining unclear are the role and expectations of cluster administrators or cluster-level governance structures in assuring adequacy of books and instructional materials.

A total of 83.3% of all cluster leaders interviewed did not have a management plan to track the location of all textbooks in their schools. Reasons cited for this decision included the importance of having local, site-based management plans for textbooks, and too little time and not enough resources to track textbooks on a cluster level.

Nevertheless, 81% of all cluster leaders said the book inventory system was not adequate upon their arrival at the cluster. One cluster leader from the West Valley explained, "This is a supervisory position. Managing textbooks is not in my job description." A Central/East Valley cluster administrator said, "It's a local school issue. That's not my job."

Nevertheless, most cluster administrators said their clusters suffered from textbook shortages. Eighty-one percent of cluster administrators said their clusters did not have an adequate supply of currently adopted textbooks during their tenure at the cluster and 83.3% said they did not have an adequate supply of library books. Of cluster administrators, 95.7% said schools in their cluster had applied for loans from Supt. Zacarias' book replacement loan fund.

Cluster leaders who responded that their clusters faced textbook shortages answered additional questions regarding the inadequate supply. Leaders were given a list of possible factors that may have affected the textbook supply and told to select as many as they believed applied. Of the cluster leaders who said their cluster faced textbook shortages, all of them attributed it to inadequate budget allocation. Sixty percent said it was a poor management system, 55% said that having an inadequate number of personnel contributed to shortages, and 78.9% of cluster leaders said that irresponsible students affected the textbook supply. Additional factors contributing to textbook shortages included high transiency rates and lack of storage for textbooks; 95.8% of all cluster administrators could not estimate the total number of books in storage in the schools in the cluster.

The survey questioned cluster administrators about current policy maintained by schools in their cluster. A total of 68.2% of cluster administrators said that when a student left a school in the cluster the school enforced the return of all books and settled all debts, although several respondents said that they did not know this for certain.

As one cluster administrator said, "The ideal is that they do, but I don't know." Another cluster administrator from the Central/East Valley said, "That is a school-specific decision so I do not know for sure, but I would assume so." Nearly 64% of cluster administrators said that when a student arrived at a school in their cluster, it was not school policy to contact the former school to confirm that all financial obligations were cleared and all books returned.

The survey also queried administrators about potential solutions. A total of 79.2% thought an incentive program would increase book return rates. The most frequently cited incentives included gift certificates to local stores, an awards assembly, and a special field trip for responsible kids. Several administrators also suggested enforcing strict penalties for students who did not return books. Consequences included: not participating in graduation, withholding transcripts or report cards, and banning negligent students from school events.

Few cluster administrators knew whether schools in their clusters utilized advanced technology. A total of 70.8% of all cluster administrators could not estimate the number of Internet-connected computers students could access throughout the cluster.

Nevertheless, 68.4% expected that 100% of classrooms in their cluster to be wired within the next three years. A total of 87.5% of cluster administrators thought CD-ROM, multi-media, and other new technology could enhance learning, as a supplement to books. In addition, 95.8% of all cluster administrators said they would support an on-line district wide system of tracking book inventories so that schools could more easily share book inventory information.

Results from cluster administrator surveys indicate that cluster leaders are given little authority over textbook supply or book management systems. Developing these policies are local-school site responsibilities.

Regional Comparisons

We also conducted statistical analyses of the data from the school site/cluster administrator surveys on several different bases. Among them was a comparison of schools among the six geographic areas identified on the original matrix of schools provided by the LAUSD. This analysis produced findings on such issues as LEARN, accountability, management and tracking plans, and, most importantly, funding.

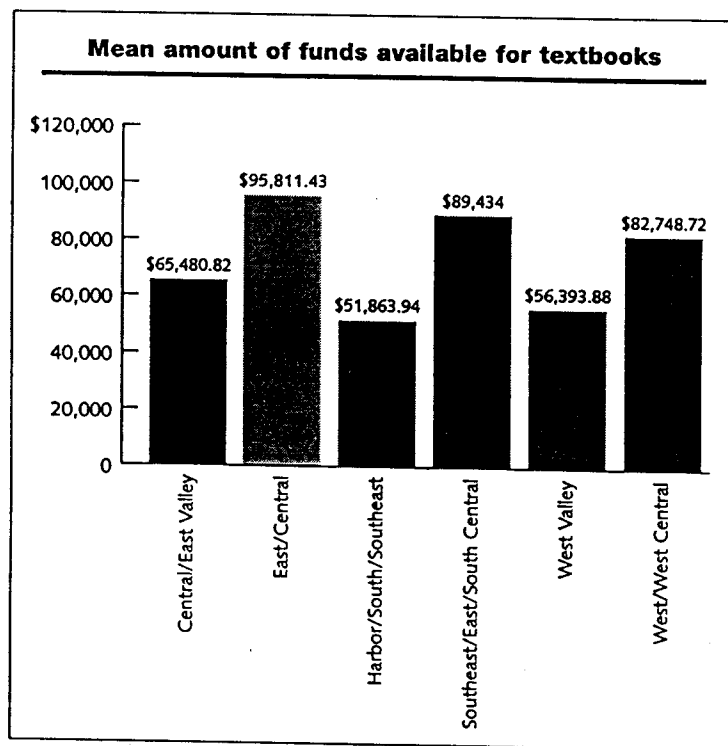
The Central/East Valley had the highest percentage of LEARN schools (76%) followed by the West Valley (60.7%), Harbor/South/Southeast (56.5%), East Central (45%), West/West Central (31%) and Southeast/East/South Central (12%).

In terms of accountability, roughly the same majority of schools in each geographic area assigned supervision of textbook supplies to the assistant principal. But differences arose with regards to the question of whether or not the AP has enough time for this responsibility. Only 25% of schools in the East/Central geographic area felt the AP has enough time. In Central/East Valley, 28% felt this way; 35.7% thought this in the West/West Central geographic area. In addition, 47.8% believed APs in Harbor/South/Southeast had sufficient time to supervise the book supply. 57.1% of respondents in the West Valley agreed along with 61.5% in the Southeast/South/South Central geographic area.

The percentage of schools with management plans to track books ranged from 78.6% in the West Valley to 91.3% in the Harbor/South/Southeast geographic area. The percentage of those characterizing their plans as successful in meeting their schools' textbook needs, however, ranged from 45.5% (Harbor/South/Southeast) to 70.4% (West Valley). Of schools, 53.8% in Southeast/East/South central said their plans were successful, followed by 56% in the Central/East Valley, 57.1% in West/West Central, and 60% in East/Central.

Survey respondents were also asked whether they would support a district-wide online tracking system. The percentage of those who said they would ranged from 71.4% in the West Valley and 76% in the Central/East Valley to 96.2% in Southeast/East/South Central.

Finally, among the six geographic areas there were statistically significant differences in the mean amount of funding for books at the beginning of the 1997-98 school year. East/Central, which includes Eagle Rock High, Franklin High, Marshall High, Wilson High, Lincoln High, Roosevelt High, Belmont High, Eagle Rock



7Elementary, Burbank Middle, El Sereno Middle, and Berendo Middle, has the highest amount of funding — \$95,811.

Southeast/East/South Central, which includes Bell High, Garfield High, Manual Arts High, Drew Middle, Adams Middle, and Belvedere Elementary, has \$89,433. West/West Central, which includes University High, Venice High, Westchester High, Palisades High, Fairfax High, Hollywood High, Los Angeles High, Dorsey High, and Crenshaw High, has \$82,748.72 available. The Central/East Valley, including Van Nuys High, North Hollywood High, Grant High, Sylmar High, Verdugo Hills High, Byrd Middle and Mulholland Middle has a mean amount of \$65,480. The West Valley, including El Camino High, Taft High, Chatsworth High, Granada Hills High, and Kennedy High has a budget of \$56,393 for textbooks. Finally, Harbor/South/Southeast has the lowest amount of funding \$51,863.94. The schools in this geographic area include Jordan

High, Locke High, Gardena High, Narbonne High, San Pedro High, Carson High, and Banning High.

Using ANOVA statistical analysis, regional differences for mean amounts of textbook budget availability indicate statistically significant differences ($F=2.5217$, with df of $5/112$, $p=.0334$) We feel this is not only a statistically significant result, but an organizationally important one, as well.

We also examined the relationship between book budget allocations per school and total enrollment of each of these six geographic areas. The Southeast/East/South Central area, which has the highest total enrollment (157,274), had only the second highest per-school book budget allocation at the beginning of the 1997-98 school year (\$89,433). The Central/East Valley area, with the second highest enrollment (110,934), ranked fourth in per-school book budget (\$65,480). The East/Central area had the highest average budget of all (\$95,811), but ranked third in total enrollment (110,046). These comparative rankings suggest uneven — perhaps unequal — budget allocations.

The majority of high, middle, and elementary schools in all of these geographic areas said that the above allocations are less than what is needed to purchase enough books for the schools, with West/West Central having the highest percentage (96%) of

schools that characterized their budget allocations as inadequate. West/West Central has the third highest amount of funding available, but also has the lowest percentage of schools reporting an adequate supply of textbooks (17.9%) and library books (6.9%).

The East/Central geographic area has the highest amount of funding. Harbor/South/Southeast has the lowest, yet these two geographic areas share roughly the same percentage of schools with inadequate supplies (63.2% and 68.2%, respectively). Compared to the West Valley, the Central/East Valley and Southeast/East/South Central, the numbers are still similar (57.1%, 60.9%, 73.1%, respectively). West/West Central stands alone with the highest percentage of schools saying they have inadequate book supplies.

Book Inventories

Administrators were asked to identify quantities of unused books in storage on their campuses. Survey results based on estimates given by respondents also revealed that elementary schools have the lowest amount of textbooks in storage, followed by middle schools then high schools. The number of books in storage among elementary schools was estimated to range from 0 to 1,000, with the mean number of texts in storage being 302. Of these books, 28% are figured to be new. Estimates of the number of books in storage among middle schools ranges from 0 to 10,000. The mean number in storage is 2,101, 14% of which are figured to be new. The number of textbooks in storage among high schools was approximated to range from 0 to 8,000, with a mean of 2,202. Respondents estimated that 10% of these books are new.

Based on these estimates, the Southeast/East South Central geographic area has the highest number of texts in storage: 2,140, 16% of which are new books. The West Valley has the second highest number of texts in storage: 2,082. 12% of these are new. The East/Central geographic area has a mean number of 1,911 textbooks sitting in storage at schools throughout the section. Harbor/South/Southeast has 1,829 books in storage, 22% of which are new. Central/East Valley schools have an average of 1,218 books in storage: 14% of these books are new. Finally, the West/West Central geographic area has the lowest number of books in storage throughout the schools there, 1,149, of which 13% are new.

SECTION 4

Qualitative Evaluations of School Site Book Practices

After administering the structured survey instrument, Coro Fellows conducted standardized, qualitative evaluations of each school utilizing an open-ended question checklist to prepare narrative summary reports. Fellows examined textbook room and library conditions, tracking systems and recorded informal comments from the principal, teachers, or students regarding textbooks.

During a typical textbook room visit, the principal accompanied the fellows team. Fellows were instructed to note the level of organization in the room, the security system and the facility's physical condition. If the textbook clerk was available, they informally questioned him/her about the textbook management system, recording successful and problematic components.

Finally, the teams walked through the book stacks, paying close attention to book conditions, titles and copyrights. Afterwards, fellows visited the library and recorded similar observations, focusing on book conditions, security systems and management systems. If available, fellows spoke with the librarian about the library book supply. On several occasions, they observed classes and spoke with teachers and students about the book shortage.

Information gathered during this portion of the interview was subjective and varied greatly. Nevertheless, the anecdotal evidence illustrates the complex issues underlying the textbook supply problem.

The Model Textbook Room

Well-managed textbook rooms throughout the district shared several features. At each successful school, an experienced, full-time, competent staff person maintained the textbook management system. Textbook rooms required constant oversight. One clerk from a West Valley area middle school described herself as "a hawk" and said, "If there is a problem, it certainly won't be because I wasn't persistent."

An elementary school principal from the Central/East Valley area attributed the disarray in her textbook room to the absence of a management plan. "It's completely chaotic. The teachers trade books with each other. I don't know who has what," she said. Effective clerks established an organization system and maintained a comprehensive inventory list of all books in the textbook room.

A textbook clerk from a school facing textbook shortages explained, "We're incapable of forcing people to be responsible and that's infuriating." Successful textbook clerks had sufficient authority over textbooks and developed standard procedures for students and teachers to follow.

One principal from a West/West Central high school explained, "We haven't exactly set up a standard policy so at the end of the year no one knows what really happens. Somehow the books get back."

At successful schools, the textbook clerk coordinated the policy with teachers and the attendance office. When asked how she kept her textbook room organized one West/West Central high school clerk explained, "Communication. Communication. I talk to the teachers about what they need from me and I tell them what I need from them. It's a team effort."

Teachers periodically checked textbooks issued to students. They maintained accurate records showing which book belonged to each student, required students to cover books, and enforced strict penalties if students wrote in the books. The attendance office also assisted with efforts to retrieve textbooks when students transferred in or out of school.

Many schools used the manual blue/white cards system, in which students filled out two cards, giving one card to the teacher and one card to the textbook room. While this system had varying degrees of success, electronic systems, of which there are several different types, worked more efficiently. Through the electronic system, schools automatically sent letters home to delinquent students and their parents. It also simplified the process of issuing and returning books.

Successful schools penalized students for failing to return books. Withholding diplomas and transcripts or prohibiting graduation participation increased book return rates. Communication with parents or guardians also improved students' compliance with textbook policy.

One middle school in the Central/East valley sent form letters home at the beginning of the year and required a parent or guardian signature before the student received a book. The letters informed parents of their responsibilities to the school and for the textbook.

A middle school principal in the Central/East Valley explained, "Constant contact with parents makes it easier for the administration to hold students accountable." A middle school in the Harbor/South/Southeast area used an electronic system that reported missing books and automatically created delinquent book notices for parents and students.

The Problems

INADEQUATE FACILITIES

Thirty-three principals voluntarily described their textbook rooms as inadequate. At a middle school in the East/Central area, the principal lamented that the leaky textbook storage room roof had damaged the books during the El Nino rains. A Central/East Valley high school's textbook room consisted of two large, secured, storage bins without temperature control or air circulation.

Other schools lacked sufficient space for textbooks, forcing teachers to store their books in classroom closets or storage bins. A West Valley high school's textbook room only had storage room for one-third of the school's books. Classrooms and department offices housed the remaining books.

A Harbor/South/Southeast middle school used several storage sheds for textbook storage. An elementary school in the Southeast/East/South Central area kept new books in boxes in the hallway because the storage room was not large enough to house all of the books. A high school in the Central/East Valley area used library space to store extra textbooks. These poor facilities may exacerbate book deterioration and loss.

Library facilities also faced challenges meeting student's needs. Eight high school principals said they could not afford to keep their libraries open after the school day ended. Thirteen librarians said their libraries were too small, especially after the school installed computers.

In addition, several elementary schools lack libraries. Following the 20 pupils per teacher (20 to 1) state requirement, several schools converted their libraries into classrooms. Elementary schools replaced their libraries with the "library on wheels," a shopping cart filled with books that the librarian wheels from class to class. This is a significant loss for students as eleven principals reported that the library is "a major hang out" for students.

NO PLACE TO DEPOSIT OLD BOOKS

Throughout the district, outdated and obsolete books constituted the majority of books in storage. Although they are no longer used, the district includes these books in the total number of books available for students in LAUSD, producing misleading figures.

In a district memo, one official said that obsolete books were not useless because, "Something is better than nothing." However, antiquated books make teaching unnecessarily difficult and ineffective. We routinely found History and Health books

from the 1970's and American Government books dating from the 1960's in book rooms across the district.

In a middle school textbook room in the Harbor/South/Southeast area, one fellows team found obsolete books such as: *The Negro in American Life*, *Story of the Negro*, *Our Oriental Americans*, and *The United States History Atlas*, 1973. A middle school textbook room in the Southeast/East/South Central area contained books from classes, such as gardening and wood shop, no longer taught at the school.

Twenty-four principals reported difficulty removing obsolete books from campus, especially after the central book depository's closure. Some high schools let kids take the obsolete books home and use more current editions in the classroom. However, as one principal in the Harbor/South/Southeast area explained, "It can be difficult to give assignments because the older editions are much different from the newer ones." A high school in the West/West Central area stored obsolete books in shopping carts and moving cartons in the aisles of the textbook room because the principal did not want to throw them away.

A high school in the West Valley area estimated that half of the 2,000 books in storage are obsolete and cannot be used by classes. A high school in the East/Central area offered obsolete books to students and their families to make room for new books.

Similar problems existed in libraries as well. As one Southeast/East/South Central librarian explained, "These books are simply outdated. They don't reflect the diversity of our kids." An East/Central high school student complained that the library did not have any current editions of the books on the reading list for their Advanced Placement U.S. History class.

BOOK CONDITION

Over half of the textbook clerks throughout the district described poor book condition as a significant problem. Books defaced by "graffiti, profanity, and tagging" are scattered throughout textbook rooms in LAUSD. Students also complained about "ugly, tagged" books that were unappealing and difficult to read.

Students at a high school in the Central/East Valley and the West Valley area described their books as "old and full of writing." At a high school in the Southeast/East/South Central area, books covered in gang symbols and black marker lined the shelves of the textbook room. In the Harbor/South/Southeast area, middle school students said their books had ripped pages. At an East/Central area high school students said they wished teachers had more power to penalize students who damaged books.

IMPACT OF RECONFIGURATION

Both high school and middle school principals noted that reconfiguration, a district decision that shifted sixth grade into middle school and ninth grade into high school, exacerbated book shortages. A Central/East Valley area high school principal described the severe textbook shortage as the ninth graders arrived on campus and “about half of their books were still on the campuses they had just left.”

A middle school principal in the Harbor/South/Southeast area said that reconfiguration “devastated” their book supply as they gave their ninth grade books to the high school but did not receive sixth grade books from the elementary schools. Two middle school principals in the West/West Central area gave similar reports.

Another middle school principal from the West/West Central area said her book room had a major surplus because several ninth grade books still remained. A textbook storage room in the Harbor/South/Southeast area elementary school had sixth grade books on its shelves, which were not sent to the middle school during the reconfiguration.

FAILURE TO READ AT GRADE LEVEL EXACERBATES BOOK SHORTAGES

During informal interviews, teachers and principals suggested that the number of students reading at grade level ranged from as low as 20% to upwards of 75%. One teacher from an East/Central Valley area high school queried, “Even if we had the appropriate texts, how do you deal with the large number of students who can’t read them?”

At a middle school in the East/Central area, teachers did not use several books because “they are simply too advanced for [the] kids.” One middle school teacher in the West/West Central area explained, “If the books have such complex language and the kids can’t understand, we are just setting them up for failure.” At the same time, books designed for students not reading at grade level must still be appropriate for the age level. As one principal explained, “Publishers need to find books that are interesting for the students, but simple enough to be read.”

Without textbooks, student literacy rates may not improve. As a high school student from the Harbor/South/Southeast area said, “If you want to learn extra, you can’t.” At a middle school in the West Valley, a student explained, “In my history class, we can’t take the books home because we only have one set of books for all the history classes. Sometimes we have to share the books in class. Since we can’t take the books home, we don’t have any homework.”

Another student from a West Valley area high school said, "We have to write down ideas from the board for homework. We do our homework from our notes but not all students are good at taking notes. I don't know how they do their homework."

EFFECTS OF STUDENT TRANSIENCY

High transiency rates, particularly among low-income families and new immigrants, negatively impacted students' educational achievement. Additionally, in high schools and middle schools throughout the district, principals reported an increasing number of students living with grandparents or in foster care.

A principal from a high school in the West/West Central area described the increasing number of students who live in group homes. "We used to only have one van [from the group home] dropping kids off. Now we have three or four vans come to school everyday."

A Southeast/East/South Central middle school principal estimated that more than 20% of students at the school lived with their grandparents. He explained, "It's difficult because they're [the grandparents] older and they don't have the energy to deal with a squirrely 12-year-old. Plus, they may have problems with their own kids who are on drugs or in jail. They won't necessarily be better parents the second time around." An elementary school principal from the East/Central area said that the school received kids from three different homeless shelters in the area. These students may attend several schools in the course of a year.

One middle school principal from the West/West Central area said, "The kids leave the state with their parents, who are looking for jobs, and take the books with them. There's nothing we can do about it." Another middle school principal from the East/East Central area said that kids take the books when they transfer to new schools, explaining, "It's too time consuming and difficult to track all of them down. We just don't have the manpower."

A high school principal from the East/East Central area explained that it is difficult to collect money for lost books when students "are low-income and live with families barely making ends meet."

THE TRANSIENCY RATE MYTH

The belief that transiency rates are directly related to book supplies was extremely broadly held throughout the district. Accordingly, we conducted a statistical analysis comparing the principal or designee's determination of adequacy of the textbook supply and the schools' transiency rates. For this comparison, 74 schools were analyzed. This number was significantly lower than the total number of schools

surveyed because many principals or designees could not supply an average transiency rate for their schools.

Before the statistical analysis began, we determined that the range of transiency rates was not skewed to such a degree that comparison would be compromised. Using an ANOVA statistical analysis, we determined that there is *no statistically significant* difference in mean transiency rates of schools with adequate and inadequate supplies of books ($F=.0027$, with $df\ 1/46$, $p=.9590$.)

MULTIPLE TRACK SCHEDULES

Adoption cycles are currently timed for traditional schools. When principals from multi-track schools order books for tracks that do not correspond with publishers' normal cycle, the books often arrive in the middle of the school semester and thus are of limited effectiveness. Throughout the district, Coro Fellows encountered new textbooks in storage that had arrived mid-semester, too late to be put into circulation.

Between two and three thousand new books sat in a Central/East Valley high school's textbook room. Having arrived in the middle of the semester, the books would not be used during the current school year because the clerk did not have enough time to process them. Hundreds of new science and math books sat on the shelves at a middle school in the West Valley waiting to be processed.

According to a textbook clerk in the East/Central area, "What they [schools on the traditional year calendar] do twice a year, we do six times a year. It just never ends." Textbook rooms at track-year schools handled constant book exchanges. Additionally, multi-tracks also exacerbated the shortage of space in textbook rooms. During off-track times, up to 10,000 books need to be in storage. Limited space makes the room difficult to organize and may increase book loss.

EXPERIENCED STAFF

Dedicated staff remains crucial for maintaining book supply regardless of the school level. Throughout the district, schools with experienced, trained bookroom clerks and librarians had organized textbook rooms and well-stocked libraries. As one librarian from the Harbor/South/Southeast area remarked, "It takes a lot of time and energy to spend money thoughtfully."

Librarians and staff familiar with students' and teachers' needs developed the most effective management systems and comprehensive libraries. Disorganization, increased book loss, and book deterioration occurred at schools without a textbook management system. One principal from the Central/East Valley area said, "the lack of a truly skilled librarian/media specialist is a major factor in having an inadequate supply of library books for the student."

SECTION 5

Reform's Implications for Book Supply, LEARN Schools Vs. Non-LEARN

During the last several years, the LAUSD has been involved in a number of reform initiatives, the most widely known of which is LEARN. Because differences in performance between LEARN and non-LEARN schools on book supply issues may be informative, we developed a statistical comparison of these two groups of schools.

The comparison begins with a profile of LEARN schools.

Survey answers from LEARN schools were analyzed. Of these 70 schools, 13.2% were year-round. The mean enrollment for these schools is 1,843 students.

LEARN

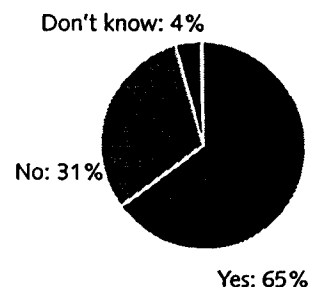
FUNDING

District-wide, 42.6% of LEARN schools had an adequate supply of currently adopted textbooks at the beginning of the 1997-98 school year. The mean amount of funds available for LEARN schools was \$63,668. A total of 88.9% of schools said this allocation was less than needed to purchase enough books, with 90.5% of schools citing inadequate budget allocation as the primary cause of the textbook shortage.

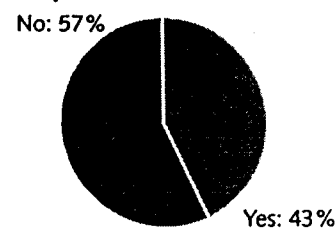
As a result, 75% of principals said they carried forward a surplus of funds, 50 of them did so in order to save for a major adoption purchase. In addition, 59% felt that adoption cycles are not properly timed. A total of 51.5% also felt that the current budget-making processes in the LAUSD do not allow for anticipation of book needs in time for adequate supplies to be present in the school by the beginning of the school year.

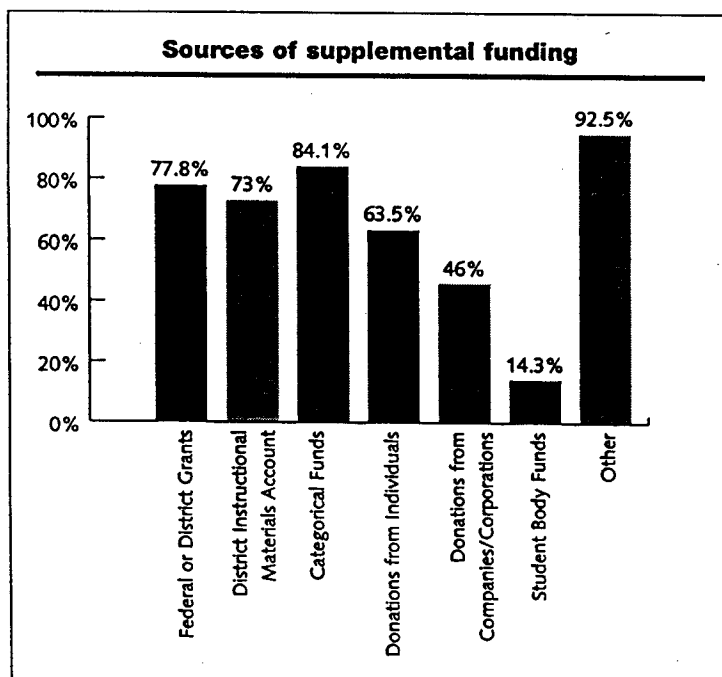
When asked about the library book supply, the situation was similar. Only 21.2% principals or principal-designees said that they have an adequate supply of library books, while 86.5%

**Is management plan
successful in meeting the
textbook needs of the school?**



**Does your school have an
adequate supply of currently
adopted textbooks?**





of the schools reporting an inadequate library book supply attributed the shortfall to insufficient budget allocation. Consequently, a majority (90%) of schools reported supplementing their state budget allocations for textbooks or library books with other resources. The primary sources of supplemental funds were: categorical funds (84.1%), federal or district grant allocations (77.8%), and the district instructional material account (73%). A total of 45.7% also reported having applied for support from the LAUSD's replacement fund. The mean amount these schools have applied for totals \$163,136, while the mean amount that has actually been borrowed is \$128,177. Despite all of this, 57.4% of LEARN schools still do not have enough books.

PERSONNEL

While the survey did not focus on the importance of personnel, we were nevertheless able to ascertain that personnel is a key factor in maintaining both library and textbook supplies. Of the 29 schools with an adequate supply of textbooks, 13 attributed it to having an adequate amount of personnel to oversee and maintain the textbook inventory and process. Further, of the 39 schools with an inadequate supply of textbooks, 25 attributed it to an inadequate number of personnel.

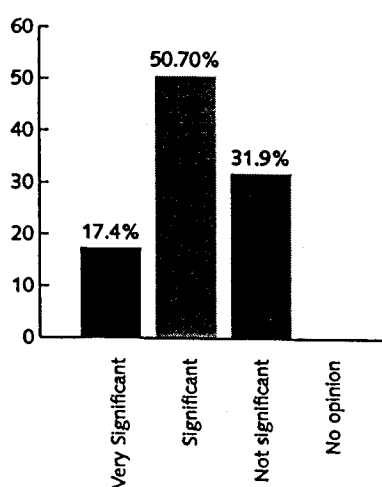
A total of 87.1% of LEARN schools reported having a functional library, but only 48 reported having a full-time librarian. In addition, 85.7% of the schools with an adequate supply of library books credited having sufficient personnel (i.e. full-time librarians) to oversee and maintain the book inventory and process.

ACCOUNTABILITY

A near majority of schools (49.3%) reported that it is the assistant principal's job to supervise the school's book supply and 91.3% espondents felt that the AP has sufficient authority for these duties. However, only 41.4% felt the AP has enough time for the job.

When questioned about the impact of decentralization and shared decision-making on the book supply, responses were divided; 41.4% of principals felt decentralization had very little impact, while 22.9% felt it had a great deal of impact.

Significance of student negligence in returning books as a reason for the book shortage



Responses were divided (31.9% to 17.4%) between least and most on the issue of shared decision-making.

Responses were also divided on the issue of mandatory textbook selection at the cluster level in order to ensure better continuity of curricular planning. Of principals, 38.6% reported that their staffs would support this, 47.1% respondents said their staffs would be opposed, and 10.1% said they would not know how their staffs would feel.

Respondents were also asked to identify the significance of a number of items as reasons for the textbook and/or library book shortage. Student negligence in returning books was named as very significant by 17.4% of schools and as significant by 50.7%; another 53.6% of respondents felt that students not valuing books was either very significant or significant. A total of 58% also identified lack of parental supervision as significant or very significant.

Another reason cited was the current system does not give teachers the authority to enforce book returns. Nineteen schools thought this was very significant, while 18 felt it was significant. Consequently, incentive programs such as restaurant gift certificates have been proposed as a possible remedy to book loss: 73.9% of those surveyed believed an incentive program would help increase book return rates. A total of 74.3% of respondents said they would support a book deposit fee if such fees were legal in California.

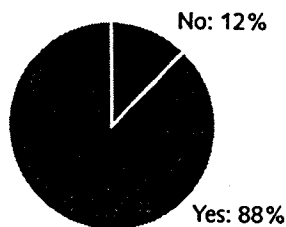
MANAGEMENT PLAN SUCCESS

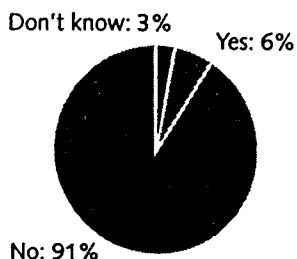
A total of 61 of the schools (88.4%) reported having a management plan to track the locations of all textbooks in the school; 82.5% then stated that their plan operated as intended. However, only 64.3% said their plans were successful in

meeting the textbook needs of the school. In addition, only 68.2% of the schools with an adequate supply of texts attributed the school's adequacy to the management system. In fact, 33.3% of schools with an inadequate supply blamed a poor management system, while 85.7% of schools with an adequate supply of library books credited a good management system.

Several respondents also cited the inability to track books with a student that transfers within the district as a significant factor contributing to book loss. While 72.1% (49) schools have a policy of enforcing return of all books and settlement of

Management plan to track locations of books in schools



Enforce book return on students transferring in?

debts prior to student check-out, 91.4% of schools do not contact the former school when a new student enrolls. A total of 82.9% supported a district-wide online system of tracking books.

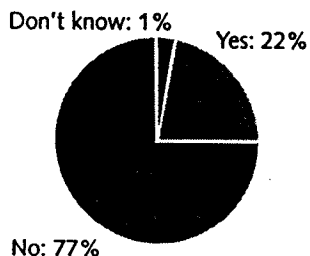
A total of 91.7% of those LEARN school site leaders believed that CD-ROM, Multimedia, and other new technology would enhance learning as a supplement to books. Although the number of Internet-connected computers varied from none to 120, students had access to an average of 38.7 Internet-wired computers on campus. Schools also expected 87.7% of computers to be wired within the next three years. Nevertheless, these principals estimated that only 23.1% of teachers use the Internet regularly to prepare lesson plans or instructional activities.

Non-LEARN

Of these 81 schools, 43.9% were year-round. The mean enrollment is 2,211.

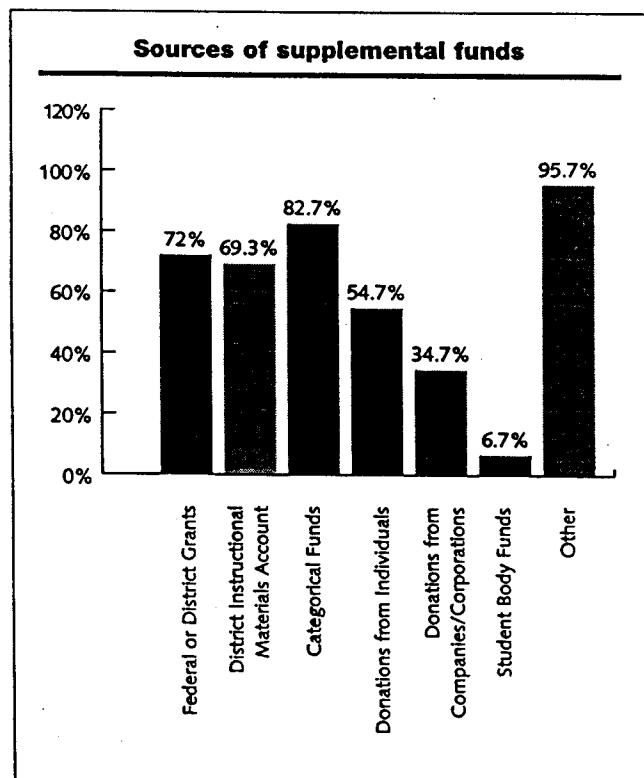
FUNDING

Survey results revealed that only 21.8% of schools had an adequate supply of currently adopted textbooks at the beginning of the 1997-98 school year. The mean amount of funds available for non-LEARN schools at the start of the 1997-1998 school year was \$80,652. A total of 85.7% of schools said that this allocation is less than needed to purchase enough books for the school; 89.1% of schools cited inadequate budget allocation as the primary cause of the textbook shortage.

Does school have adequate supply of textbooks?

As a result, 72.9% said they carried forward a surplus of funds, 55 of which did so in order to save for a major adoption purchase, while 54.5% of these schools felt that adoption cycles are not properly timed. A total of 54.5% also said they felt that the current budget-making processes in the LAUSD do not allow for anticipation of book needs in time for adequate supplies to be present in the school by the beginning of the school year.

When asked about the library book supply, the situation was similar. Only 20.3% of schools said they have an adequate supply of library books; 91.7% of the schools reporting an inadequate library book supply attributed the shortfall to insufficient budget allocation. Consequently, a majority (91.4%) of non-LEARN schools reported supplementing their state budget allocations for textbooks or library books with other



resources. The primary sources of supplemental funds were: categorical funds (82.7%), federal or district grant allocations (72%) and district instructional materials account (69.3%); 61.3% also reported having applied for support from the LAUSD replacement fund. The mean amount these schools have applied for totals \$166,188, while the mean amount borrowed is \$154,961.

Despite all of this, 76.9% of non-LEARN schools still do not have enough books.

PERSONNEL

We determined that personnel are key to maintaining both library book and textbook supplies. Of the 17 schools with an adequate supply of textbooks, 12 attributed it to having an adequate number of personnel to oversee and maintain the textbook inventory and process. Further, of the 60 schools with an adequate supply of textbooks, 40 attributed it to an inadequate amount of personnel.

A total of 97.5% of non-LEARN schools reported having a functional library while, 94.5% reported having a full-time librarian. In addition, 70.6% of the schools with an adequate supply of library books credited having sufficient personnel (i.e. full-time librarians) to oversee and maintain the book inventory and process.

ACCOUNTABILITY

A majority of non-LEARN schools (64.2%) reported that it is the assistant principal's job to supervise the school book supply; 91.3% of respondents felt that the AP has sufficient authority for these duties. However, only 45% felt

the AP has enough time for the job.

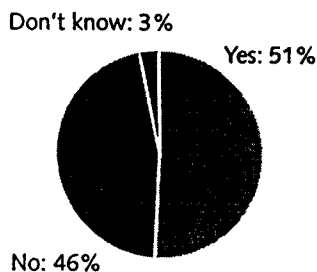
When questioned about the impact of decentralization and shared decision-making on the book supply, responses were divided: 44.7% felt decentralization had very little impact, while 18.4% felt it had a great deal of impact. Responses were divided (32.5% to 12.5%) between least and most on the issue of shared decision-making. Responses were also divided on the issue of mandatory text selection at the cluster level in order to

ensure better continuity of curricular planning. Of these schools, 48.8% reported that their staffs would support this; 45% of respondents said their staffs would be opposed, and 6.3% said they did not know how their staffs would feel.

Respondents were also asked to identify the significance of a number of items as reasons for the textbook and/or library book shortage. Student negligence in returning books was named as very significant by 30.9% of schools and as significant by 38.3% of schools. A total of 61.7% of respondents felt that students not valuing books was either a very significant or significant factor and 60.5% also identified lack of parental supervision as significant or very significant.

Another reason cited was the current system does not give teachers the authority to enforce book returns. Principals at 24 non-LEARN schools thought this was very significant, while 19 felt it was significant. A total of 81.5% of those surveyed believed an incentive program would help increase book return rates. A total of 73.2% of respondents said they would support a book deposit fee.

Is management plan successful in meeting textbook needs of the school?

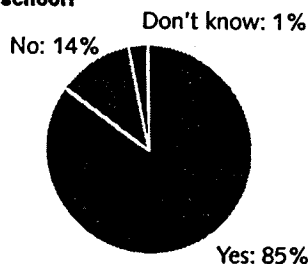


MANAGEMENT PLAN SUCCESS

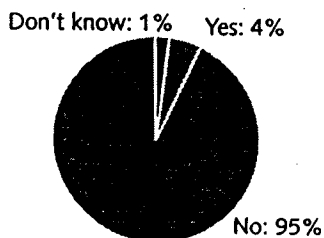
Of non-LEARN schools, 85.2% reported having a management plan to track the locations of all textbooks in the school and 78.3% said their plans operated as intended. However, only 51.3% said their plans were successful in meeting the textbook needs of the school. In addition, 88.2% of the non-LEARN schools with an adequate supply of texts attributed it to the management system. Several respondents also cited the inability to track books with a student that transfers within the district as a significant factor contributing to book loss. While 85.2% of schools have a policy of enforcing return of all books and settlement of debts prior to student check-out, 95.1% of schools do not contact the former school when a new student enrolls. A total of 86.4% said they would support a district-wide online system of tracking book inventories, so that schools could more easily share updated information.

A total of 96.3% of those surveyed said they believed that CD-ROM, Multi-media, and other new technology would enhance learning as a supplement to books. Although the number of Internet-connected computers varied from none to 99, students had access to an average of 34.7 Internet-wired computers on campus. Schools also expected 80.6% of computers to be wired within the next three years. Nevertheless, principals estimated that only 13.8% of teachers use the Internet regularly to prepare lesson plans or instructional materials.

Does school have management plan to track locations of books in the school?



Enforce book rule on students transferring in?



Comparison: LEARN and Non-LEARN Schools

In sum, we found significant distinctions between the responses of LEARN and non-LEARN schools. For example, LEARN school principals did not report a textbook shortage as often as non-LEARN school principals did.

When asked whether they had an adequate supply (one book for each student in each class) of currently adopted textbooks, 78% of non-LEARN and 57% of LEARN school principals surveyed replied that they did not have an adequate supply. A total of 57% of LEARN schools is a significant percentage to report an inadequate supply, but it was almost double the number of non-LEARN principals.

Responses to Survey by LEARN & Non-LEARN School Principals

	Percentage	
	LEARN	Non-LEARN
Adequate Text Supply	42%	22%
due to:		
Good Management System	68%	88%
Sufficient Budget Alloc.	36%	47%
Number of Adequate Personnel	59%	70%
Frequent Oversight	46%	53%
Responsible Students	27%	59%
Inadequate Inventory System	43%	68%
due to:		
Poor Management System	33%	39%
Insuffic. Budget Alloc.	91%	89%
Number of Inadequate Personnel	60%	63%
Infrequent Oversight	31%	20%
Students Irresponsible	63%	77%
Lack of Funds due to:		
Poor Management System	4%	8%
Inadequate Budget Allocation	91%	92%
Insufficient Personnel	18% ²	4%
Infrequent Oversight	13%	8%
Unreturned Books	63%	71%
Money Committed Elsewhere	7%	7%

This difference may be due to a number of factors, including that LEARN school principals may feel more in control of their budgets as a result of: 1) the special budget training available to LEARN schools and 2) the exclusive authority of LEARN schools to keep savings or surplus funds they generate by increasing their student average daily attendance (ADA).

Some LEARN schools have generated as much as \$250,000 to \$500,000 in surplus ADA funds, which they are able to spend on costs such as textbooks, instructional materials, and additional personnel. LEARN school councils also use a consensus approach for decision-making and budgetary decisions, which provides a feeling of control over their budgetary needs.

Another notable difference is that non-LEARN schools tended to point to lack of personnel and student's failure to return books more often than LEARN schools did, as a cause of inventory problems. In rank ordering the root causes of inventory problems, however, both LEARN and non-LEARN schools named insufficient budget allocation first, followed by irresponsible students, an inadequate amount of personnel, poor management, and infrequent oversight.

LEARN and non-LEARN schools shared other similar responses to the survey. Both LEARN and non-LEARN schools reported having a management plan to track the locations of all textbooks in the school (88% of LEARN schools and 85% of non-LEARN schools.) Both LEARN and non-LEARN schools support the opportunity to institute a book deposit fee (74% of LEARN schools and 73% of non-LEARN schools are in support.)

All in all, in both LEARN and non-LEARN schools, 9 out of 10 schools pointed to the inadequate budget allocation as the primary reason for their lack of textbook funds. Not surprisingly, both LEARN and non-LEARN schools supplement their state budget allocation with other funds. LEARN schools named individual donations, corporate donations, and student body funds as additional sources of textbook funding slightly more often than non-LEARN schools (63% vs. 54%; 46% vs. 34%; and 14% vs. 7% respectively).

SECTION 6

The Successful School, the Successful Principal

Although large majorities of senior high schools and middle schools reported that they had an inadequate supply of textbooks on hand at the start of the 1997-98 school year, substantial minorities of schools at each level reported adequate supplies. These schools and most of their principals gave at least anecdotal evidence of having succeeded in finding ways to maintain adequate inventories in the face of district-wide shortages. This raises questions about how these adequately supplied schools and their principals have managed to avoid the scarcities that pervade the rest of the LAUSD.

Schools that reported success in meeting their book needs included Cleveland, Garfield, Lincoln, Narbonne, Francis Polytechnic and Venice senior high schools and Berendo, Burroughs, Byrd, Columbus, Curtiss, Dana, Frost, Gompers, Henry, King, LeConte, Mt. Gleason, Nimitz, Northridge, Parkman, Porter, Deportola, Reed, Revere, South Gate, Sun Valley and Sutter middle schools.

This listing includes schools in two complexes (a complex is one high school and the middle and elementary schools that feed it) in which the high school and two of its feeding middle schools all reported adequate book supplies. These are the Cleveland High School complex in the Birmingham/Cleveland/Reseda cluster and the Francis Polytechnic complex in the Francis Polytechnic/North Hollywood cluster. The affected middle schools in the Cleveland complex are Sutter and Northridge. In the Polytechnic complex, the middle schools are Sun Valley and Byrd.

In each case, an additional middle school from the same cluster also reported having adequate book supplies. In the Polytechnic/North Hollywood cluster, the additional middle school is Reed and in the Birmingham/Cleveland/Reseda cluster, the additional middle school is Deportola.

There was also uneven geographic distribution of adequately supplied schools. The West Valley and Central/East Valley were the most heavily represented geographic areas, with one high school each and seven middle schools in the case of West Valley and five middle schools in the case of Central/East Valley. By contrast, the East/Central and Southeast/East/South Central geographic areas were least represented among successful schools, with each area having one high school and two middle schools.

Upon completion of the survey, the answers given by high and middle schools reporting an adequate supply of textbooks were compared to the answers given by all

high and middle schools. The answers of principals reporting an adequate supply of textbooks at both high and middle schools were also compared to those of the principals reporting an inadequate supply of textbooks. This comparison revealed differences between the principals overseeing an adequate supply of books from those with an inadequate supply. Identifying common characteristics of the schools and principals with an adequate supply enabled us to create a profile of the successful school and the successful principal.

The Successful School

Of all high schools within the district, 13% reported having an adequate supply of textbooks, meaning there is one book for each student in each class that uses a textbook. Of all middle schools, 33.3% reported an adequate supply.

One characteristic of schools maintaining an adequate supply of books involved management plans — 93.6% of all high schools reported having a management plan to track the location of books in the school, with only 78.6% saying that the plan operates as it is intended. A total of 92.8% of all middle schools also reported having a management plan, 78.1% of which said the plan operates as intended.

In contrast, only four of the adequate high schools reported having a management plan, but all of those schools said the plan operated as intended; 90% of the adequate middle schools said they had a management plan and 94.4% characterized it as operating as intended. Also, only 52.2% of all high schools described their management plans as successful in meeting the textbook needs of the school. Similarly, only 52.9% of all middle schools called their plans successful. Five of the adequate high schools, however, said their management plans were successful as did 90% of the adequate middle schools.

This suggests that the mere existence of a management plan is not enough to ensure schools have enough books. What seems to matter is whether or not the plan operates as it should. The schools with adequate book supplies implemented well-designed plans that operated accordingly. There is also an implication in these data that for principals and school site personnel willing to search for the right techniques to formulate an effective plan, resources can be cobbled together to maintain adequate book supplies for children.

Schools with an adequate supply of books also handled transfer students more effectively. A total of 95.7% of all high schools said that when a student transfers in from another school within the district, it is not their policy to contact the former school to confirm that all books have been returned and that all financial obligations have been cleared. Of all middle schools, 88.4% also said it is not their policy to do this.

However, the schools with an adequate supply of books reported this policy of non-enforcement less frequently. Of the high schools where there was an adequate book supply, five said it was not their policy to enforce book returns upon students transferring in. Of the middle schools with an adequate book supply, only 70% reported not having such a policy of enforcement.

Along these lines, 85.1% of all high schools said that when a student leaves to attend another school within the district, it is their policy to enforce return of all books checked out to a student or settlement of any debts prior to completion of student check-out. A total of 86.6% of all middle schools reported having the same policy. The numbers, in this case, for the adequate high and middle schools were very close to these (83.3% and 89.5%, respectively).

The schools that maintained an adequate book supply also differed from the entire set of schools in the number of Internet-wired computers available to students on campus. The mean number of computers with Internet access in all high schools was 56.9. When isolating the high schools with an adequate supply of books, the mean number was 68.3. The mean number for all middle schools with an adequate supply of books was 33.8, while the mean for these schools was 44.2. Schools with an adequate supply of books reported much higher numbers of computers with Internet access on their campuses.

The schools with an adequate supply of books also had a higher percentage of teachers using the Internet regularly either in instruction or in lesson planning. For all high schools the percentage was 16.5%, compared to 17.5% in the high schools with an adequate supply of books. Similarly, the percentage of teachers using the Internet regularly in all middle schools was 19.3%, compared to 22.3% in the adequate middle schools. Other means of supplying educational materials to students, such as computers, helped alleviate textbook shortages. The schools with an adequate supply of books supplemented their standard material more often than the rest.

An important difference between the schools with an adequate supply of books and the group as a whole was noted with regard to LEARN. A higher percentage of the schools with an adequate supply of books reported they were LEARN schools. A total of 51.1% of all high schools claimed to be LEARN schools, while 83.3% of the schools with an adequate supply of books said this. In addition, 36.2% of all middle schools were reported as LEARN, while 50% of the middle schools with an adequate supply of books said they were LEARN schools.

The Successful Principal

Several differences between principals reporting adequate and inadequate book supplies were identified. For example, of the high school principals who reported having an adequate supply, 75% were LEARN principals, while only 42.9% of those high school principals reporting an inadequate supply were LEARN, while 30.8% of middle school principals reporting an inadequate supply were LEARN.

One difference that arose between principals reporting adequate versus inadequate book supplies at both high and middle schools was the mean number of years spent as a principal, as a principal in the current school, and years with LAUSD. At the high school level, principals with adequate book supplies have a slightly higher mean number of years spent both in their current positions and in the total number of years they have been principals. High school principals with adequate book supplies have a mean of 5.5 years in their current positions versus 5 for the principals with inadequate book supplies. High school principals with adequate book supplies have also been principals for a slightly longer time than principals reporting inadequate book supplies (13 years vs. 12.4 years). However, high school principals with inadequate book supplies have a higher mean number of years spent associated with LAUSD. The high school principals with inadequate book supplies have been with the district for 30 years, while the principals with adequate book supplies have been with LAUSD for 27.

The situation is much the same for middle schools. Middle school principals at schools with adequate book supplies also have a higher number of years spent both as principals and in their current positions. The average number of years principals with adequate book supplies have spent in their current positions is 7.4. The mean number for the principals with inadequate book supplies is 4.6. Middle school principals with adequate book supplies have also spent an average of 12.6 years as principals, while principals with inadequate book supplies have spent an average of 10.8 years as principals. Although the principals with adequate book supplies have been with LAUSD longer than those with inadequate book supplies, the difference in years is very slight (30.4 to 29.2).

When asked about the existence of a management plan and whether it works as it should, only 50% of the high school principals with adequate book supplies reported having a plan, while 96.4% of the high school principals with inadequate book supplies reported having one. Likewise, 92.3% of all middle school principals surveyed said they had a plan to track the locations of books in the school. The difference, as previously seen, was in whether or not the plan operates as intended. Of the high school principals with a management plan at schools with adequate book supplies, all of them said their plan operated effectively. Only 80% of the high school principals

with inadequate book supplies said this of their plan. Similarly, 91.7% of middle school principals with management plans at schools with adequate book supplies described them as operating as designed, while only 64% of the middle school principals at schools with inadequate book supplies said this.

In addition, 75% of high school principals at schools with adequate book supplies said their management plans were successful in meeting the textbook needs of their schools, while only 44% of the high school principals at schools with inadequate book supplies said this. At middle schools with adequate book supplies, 84.6% of principals also described their plans as successful, compared with only 23.1% of middle school principals at schools with inadequate book supplies.

This strengthens the previous assertion. Having a management plan to track books does not guarantee success. Effective implementation of the plan is more important.

Principals at schools with adequate book supplies also had more enforcement policies for book return than principals at schools with inadequate book supplies. A total of 25% of the high school principals reporting adequate book supplies and 23.1% of the middle school principals reporting adequate book supplies said that it was their policy to contact the former school to confirm that all school books have been returned and all financial obligations cleared when a new student transfers from another school within the district. None of the high or middle school principals reporting inadequate book supplies said that they have such a policy. All of the high school principals at high schools with adequate book supplies also said they enforced book returns and debt settlements upon students transferring to other schools. Only 82.1% of the high school principals at schools with inadequate book supplies reported having such a policy. The percentage of principals at both adequate and inadequate middle schools with enforcement policies were approximately the same (83.3% and 84% respectively).

Finally, computer access also separated principals with both adequate and inadequate book supplies. The mean number of computers with Internet access was higher for the schools with adequate book supplies than at schools with inadequate book supplies. Also, the mean percentage of teachers thought by the principals to be using the Internet regularly in instruction was higher at the schools with adequate book supplies than those with inadequate.

The mean number of Internet-wired computers, as reported by the high school principals who said they had adequate book supplies, was 63.8 while high school principals who said they had inadequate book supplies reported a mean of 54.8. The mean for middle schools with adequate book supplies was 46.8, while middle schools with inadequate book supplies had a mean of 32. Similarly, high school principals at schools with adequate book supplies reported that 17.5% of teachers use the Internet

regularly for instructional purposes while the number for the high school principals at schools with inadequate book supplies was 14.4%. At the adequate middle schools, the principals reported a mean percentage of 27.7%, with the inadequate principals reporting a mean of 16.5%.

Key Factors

From these two profiles, two elements stand out. The majority of successful schools and principals reported having effective management plans and a majority of schools were LEARN schools. It appears that these two factors contribute greatly to determining the success or failure of a school's textbook supply. This is not to say that these factors guarantee success, but examining them is constructive to understanding the elements of successful textbook management and to develop means to achieve it.

SECTION
7*Supplementary Survey Research, Legal Analysis*

To supplement the structured interview and school site inspections by the Coro Fellows, we conducted four additional surveys and interviewed five LAUSD officials with direct responsibility for school operations; elementary, middle and senior high school instruction, and textbook and instructional material acquisition.

We also reviewed the operating methodology of the textbook adoption system of the California Department of Education and surveyed other school districts in Los Angeles County and elsewhere in California on book shortage issues. We secured a legal analysis and opinion concerning the constitutionality and legality of imposing a textbook deposit system in California.

Field Research Corp. Survey

The Foundation included several questions pertinent to textbook and computer access among Los Angeles County households in a survey conducted for the Foundation by the Field Research Corp. The survey results were released publicly in July.

The Field survey data established that Los Angeles County residents have strong feelings about the importance of adequate textbook supplies being available to school children. This survey also assessed issues related to availability of computer and Internet resources in the various communities of Los Angeles County. These questions are pertinent to any review of the future of instructional technology delivery in schools.

The Field survey involved interviews with 803 adults, of whom 385 were in families with children.

Interviews for the survey were conducted at random by telephone from June 4 to June 14, 1998 in English and Spanish. Data analysis was completed on July 8. The maximum sampling error for percentages based on the entire sample is $\pm 3.5\%$ at the 95% confidence level. Because the number of interview subjects who had children was smaller than the sample as a whole, and sampling error is inversely related to sample size, the maximum sampling error is larger for the parent subsamples ($\pm 5.5\%$ for parents of children under 13 and $\pm 7.9\%$ for parents of children aged 13 to 17).

Among the questions was one that asked this adult sample: "How important do you believe it is for each student in your community to have his or her own textbooks rather than having to share them with other students?"

Very high proportions of respondents answered in the affirmative. A total of 90% of the sample said students having their own textbooks was of some degree of importance, with 56% saying it was "extremely important" and 34% saying "very important."

The finding crossed race and economic lines. Among African-Americans, 62% said this ideal textbook ratio was "extremely important," along with 51% of Latinos and 55.5% of Anglos. The sample size did not permit a meaningful cross-tabulation for Asian-Pacific Islanders. Equally pronounced majorities identified "extremely important" as their preferred answer in three of four family income categories, including all categories from a minimum annual household income of \$20,000 per year up.

By comparison, countywide, 45% of adults classified the public schools in their communities as "poor" or "only fair." Schools received their lowest marks from African-Americans (25% called schools "poor") and Anglos (17%), and their highest grades from Latinos, of whom only 9% characterized public schools as "poor."

In terms of access to technology and the Internet, countywide, 51.8% of parents said their children had access to a computer at home, but the proportions were heavily stratified by race and income level. While 17% of Anglo parents said their children did not have access to a home computer, 65.3% of Latino parents and 39.2% of African-American parents said their children did not have access to computers at home. There was also a consistent tie to income level, with 69.3% of parents in households with annual incomes below \$20,000 saying their children did not have access to a computer at home.

Computer access at school partially offsets the disparities in home computer access. Majorities of parents in all racial and family income categories said their children had access to computers at school, with the lowest rates recorded by Latinos (78.7%).

Student Survey Conducted in Cooperation with “L.A. Youth”

In addition to the Field Research Corp. survey, two supplementary surveys were conducted that involved questionnaires published in newspapers serving youth and teachers. The first of these surveys was published in the January/February, 1998, issue of *L.A. Youth*, a bi-monthly newspaper with a circulation of 100,000, 80% of which is distributed on LAUSD campuses. This youth questionnaire was also posted on the Foundation website for a period of four weeks, during which completed survey data were captured. Completed paper surveys that were mailed to the Foundation were keyboard entered into the record.

A total of 483 young people responded to the survey. Although this response rate was high by comparison to rates for similar surveys published in *L.A. Youth*, the results should be interpreted with caution since the sample was not random and the nature of the survey resulted in respondents being entirely self-selected. Nearly all respondents were students at LAUSD senior high schools.

Three high schools recorded comparatively large numbers of responses; in fact, these three schools accounted for a majority of the student responses—299 of 483 completed questionnaires. Of that total, 111 surveys originated among students at a high school in the Southeast/East/South Central geographic area; 151 surveys came from students at an East/Central geographic area high school, and 37 surveys came from a Central/East Valley geographic area high school. These concentrations of responses permitted comparison of the perspectives of students and the school principals to questions that were similar on the non-randomized student survey and structured interview instrument utilized in the principal survey.

The student sample overall was 46% male and 54% female and was concentrated more heavily in 11th grade (33%) and 12th grade (34%) than in 9th grade (18%) and 10th grade (13%).

More students (45%) said their schools had an inadequate supply of textbooks than those who said supplies were adequate (41%), but 14% said they did not know whether supplies were sufficient. More than half (60%) of students said they did not have assigned texts in all of their classes and three quarters (75%) said their teachers utilize other materials instead of texts. The most common of these textbook surrogates were magazine and newspaper reprints (40%) and photocopies of sections of books (40%). A substantially smaller proportion (1%) reported their teachers utilized CD-ROMs and other multimedia instructional materials instead of textbooks.

A large majority (86%) said they were not permitted to take their textbooks home with them at night. Students split nearly evenly (48% yes, 46% no) when asked if their textbooks are in good condition. Although two thirds said students usually return books at the end of school year, 15% said most students do not do so; the most common reasons for failure to return books were that students drop out of school (16%), there is no motivation to return books (15%) and students don't feel books are important enough to return (28%).

Student respondents opposed imposition of a system of textbook deposits to motivate book return by a margin of 70% no, 25% yes and 5% don't know.

Of these students, 28% said they had Internet access at home; 56% said they had Internet access at school and 71% said they had Internet access at public libraries or friends' homes.

Asked how they would most prefer to receive instruction materials, 34% said through conventional textbooks like those currently used; 37% identified the Internet and another 25% identified CD-ROM or multi-media.

The student survey, as well as the teacher survey described below, also elicited attitudinal responses; 47% of the students said that, in their peer groups, it is not "cool" to carry school books outside of school hours, especially in the afternoon after school (31% responded that it is "cool" to do so.) A substantial majority (68%) of the students said that, in their peer groups, it was "cool" to be interested in school and studying, but 18% said it was not.

In the three high schools that recorded comparatively large numbers of student responses, it was possible to compare perspectives of the principal with the students on the question of whether the schools in question currently had adequate textbook supplies.

At the high school in the East/Central area, 58% of the 151 student respondents said they school had an *inadequate* supply of texts. The principal's view also was that the supply was *inadequate*. At the high school in the Southeast/East/South Central geographic area, where 111 students responded, students were about evenly split (43% yes, 41% no) on whether they had an *adequate* book supply, with 15% unsure. The school's principal also felt the textbook supply was *adequate*. At the high school in the Central/East Valley geographic area, 43% of students felt the textbook supply was *inadequate*; 38% felt it was *adequate*, and 19% did not know. The sample size at this school was the smallest of the three, 37 students. This school's principal also said the textbook supply was inadequate.

Thus, at all three of these high schools, principals and students appeared to agree in their assessments of the textbook supply situations they faced.

Teacher Survey Conducted in Cooperation With the "United Teacher"

The second supplementary questionnaire was published in the *United Teacher* ("the UT"), the bi-weekly newspaper of United Teachers Los Angeles, the bargaining agent for the LAUSD's nearly 33,000 faculty members. The UT survey was published in the May 8, 1998 issue of the newspaper. Using similar methodology to the student survey, the Foundation posted an identical version of the printed questionnaire on its Internet website and collected data electronically.

A total of 81 teachers responded. A large majority of teachers (78%) said their schools lacked adequate textbook supplies and a majority (55%) said they preferred textbook alternatives such as photocopies and magazine articles. Although 57% of the teachers said students at their schools returned books at the end of the year, 36% said students did not do so.

By a large majority (70%), teachers agreed a textbook deposit system would help assure return of books at the end of the school year. Teachers split about evenly (40% yes, 42% no) when asked if a system of incentives (such as gift certificates to fast food restaurants) would help motivate students to return books.

Among teachers, 64% said they had Internet access at home; 49% said they had Internet access at their schools, and 54% said they use the Internet in their teaching, for tasks such as developing lesson plans and finding instructional materials. Teachers had a more traditional view of the future role of textbooks in instruction; 54% said conventional textbooks were their preferred means of instruction.

Like the students, teachers had concerns about peer pressures among youth. A majority (52%) of the teachers said that, at their schools, it was not considered "cool" among students to carry books after school. A near majority (49%) said it was not "cool" among their students to be interested in school or studying.

A substantial majority (81%) of teachers agreed that the LAUSD should implement a system of automated inventory control, in which information on the book supply would be available at every school via the Internet. A majority (58%) of this teacher sample agreed that faculty members should agree at the cluster level on a list of textbooks and instructional materials that would be standard to all of the schools of that cluster. A near majority (48%) of the teachers said they believed other teachers would accept less discretion in book selection if it would result in improvement in supplies of books that were chosen.

Survey of Other California School Districts' Book Shortage Situations

The third supplemental survey was begun by the Coro Fellows during April 1998, but was not completed until June 1998, by consultants engaged by the Foundation. This survey sought to determine, utilizing a telephone interview instrument, the book shortage situations of the seven largest school districts in Los Angeles County after the LAUSD, and 11 districts in other parts of California, ranging in size from the Mount Diablo Unified School District in Contra Costa County (35,841 students) to the San Diego Unified School District (136,283.)

Administrators at each of these districts who were charged with responsibility for textbook supplies were asked a series of questions. Answers are provided in the County/District Survey shown opposite.

Among other things, this survey established that the majority of other large school districts in California have not experienced the textbook shortage problems encountered by the LAUSD. Of seven other districts in Los Angeles County, six said they did not have a textbook shortage; of 11 in the rest of the state, five said they did not have a textbook shortage.

Interviews With Five Senior LAUSD Administrators

In addition to these supplemental surveys, we conducted interviews with five high ranking LAUSD officials. Four of these officials included individuals charged with supervisory responsibility for instruction at all levels of the district as well as school operations. The fifth official is assigned in a key position in textbook and instructional material acquisition.

When questioned about the textbook shortage, four respondents stated that the lack of textbooks was a problem that could be addressed and resolved. They agreed that the larger problem is quality of education and teaching ability. Too much emphasis is placed on textbooks over teaching strategy. Instead of focusing on the textbook, teachers should learn to gather materials from other sources and consequently how to teach them.

One top instructional administrator agreed: "From an instructional point of view, I hate to think we're going to let textbooks drive our curriculum . . . We need teachers who know how to teach first . . . they need to learn how to gather materials from a

y/District Survey																									
District	County	Enrollment	Have textbook shortage?	Have inventory system?	Is plan successful?	Supplemental funds sources:	Fed. or Dist. grants	District materials account	Categorical funds	Individual donations	Companies/Corporations	Other	How significant?	Student negligence	Student dropout rates	Student absences	Peer pressure	No incentive	No parental supervision	Teachers lack authority	No tracking system	Students don't value books	Where/how to return	Incentive program?	
L.A. COUNTY																									
Glendale Unified	Los Angeles	30,180	N	N	Y	None	x	x		x				S	S	NS	NS	VS	S	S	S	VS	NS	N	
Hacienda/La Puente Unified	Los Angeles	22,683	N	Y	Y										S	S	NS	NS	S	NS	NS	N	NS	N	
Long Beach Unified	Los Angeles	85,908	N	Y	Y		x	x	x						NS	NS	NS	NS	NS	S	NS	NS	S	NS	N
Montebello Unified	Los Angeles	33,771	Y	N	N		x	x	x			x	x		VS	NS	NS	NS	VS	S	NS	VS	VS	NS	Y
Pasadena Unified	Los Angeles	22,818	N	Y	Y		x	x						S	NS	NS	NS	NS	S	NS	NS	NS	NS	Y	
Pomona Unified	Los Angeles	32,064	N	Y	Y		x	x	x	x	x	x		S	S	NS	NS	NS	NS	NS	NS	S	NS	Y	
Torrance Unified	Los Angeles	23,419	N	Y	Y									NS	NS	NS	N	NS	S	NS	NS	NS	NS	N	
CALIFORNIA																									
Capistrano Unified	Orange	40,174	N	Y	Y		x	x						NS	NS	NS	NS	NS	NS	NS	NS	NS	NS	Y	
Elk Grove Unified	Sacramento	40,197	N	Y	Y			x				x		NS	NS	NS	NS	NS	NS	NS	NS	NS	NS	N	
Fresno Unified	Fresno	78,166	Y	N	N		x		x	x	x	x		S	S	NS	NS	S	S	VS	NS	NS	NS		
Garden Grove Unified	Orange	45,776	N	Y	Y		x	x	x					NS	NO	?	NS	?	?	NS	?	?	NS	?	
Mount Diablo Unified	Contra Costa	35,841	N	Y	Y		x	x	x					S	NO	NO	NO	S	S	S	S	NO	Y		
Oakland Unified	Alameda	53,564	?	N	N				x			x		VS	S	NO	NO	S	S	NO	NO	NO	NO	N	
Sacramento Unified	Sacramento	51,042	Y	Y	Y		x	x			x	x		S	NS	NS	NS	S	N	S	NS	NS	N		
San Diego Unified	San Diego	136,283	N	Y	Y		x							S									N		
San Francisco Unified	San Francisco	61,007	Y	N	N		x	x	x					S	S	NO	NO	S	S	VS	VS	S	NS	N	
San Juan Unified	Sacramento	47,837	Y	Y	Y		x	x	x	x	x			S	S	NS	N	NS	NS	N	NS	S	NS	Y	
Santa Ana Unified	Orange	53,805	Y	Y	Y									NS	NS	NS	NS	NS	NS	NS	NS	NS	NS	Y	
General questions		Y=Yes; N=No; ?= Don't know																							
How significant?		VS=Very significant; S= Significant; NS=Not significant; NO=No opinion																							

variety of sources." According to this administrator, teachers coming in with emergency credentials often have bachelor degrees that are not related to education and have no experience. Also, the classes they take to earn their credentials leave "little time left over for curricular material-gathering."

Another high-ranking instructional administrator also downplayed the importance of textbooks. He said: "The issue is education. We've often been criticized as being unsuccessful, so the textbook has not necessarily provided a good education for students. The vision is instructional strategies, quality teaching and curriculum. Take the textbook out of the equation. Books won't solve the problem unless professional development goes hand-in-hand." This administrator added that some teachers merely follow the textbook A page by page, chapter by chapter...Teachers confuse the textbook with the course and don't realize that state (instructional) frameworks actually de-emphasize textbooks.

A third top instructional administrator also said he believes good teaching and professional preparation matters more than students having textbooks. "Many of us have used perfectly good 10-year-old books." According to him, books "were never created to educate a child. They are a tool we utilize to assist our children in the learning process. In all the uproar and focus on textbooks, I say gee, people need to remember this."

Another high-ranking administrator with broad experience in the district said teachers can be good without books. She said: "Good teachers experiment and acquire materials and incorporate them into their curriculum over the years." She added that she believes what is happening is a labor, as well as a textbook problem.

Part of this dependence, according to one of the instructional administrators, can be attributed to textbook publishers themselves, who said: "This is big business. Billions of dollars. Twenty billion maybe." One top administrator agreed: "Textbooks are money-making propositions." This is exacerbated by the district's promise that every child will have textbooks by July 1, a promise from which he estimates publishers will make \$20-\$30 million. He speculates that because of this, any introduction of technology into the district will be greatly resisted by textbook publishers. "They've been on the gravy train for years. I love publishers, but when publishers get wind of new technology, they're going to raise issues. They're going to fight."

Three of the interviewees felt one of the reasons these publishers charge such high prices for textbooks and get away with it is the lack of centralized purchasing. Centralized purchasing helps schools purchase books at reduced costs when textbooks are bought in bulk. One of these senior officials suggests the reinstatement of central

purchasing for this very purpose. Another administrator, on the other hand, did not feel this lack led to increased prices of textbooks, but, rather to increased costs of delivery as books are shipped to many sites as opposed to one from which they are distributed later.

The elimination of the central textbook depository took control over textbooks from the district and placed it in the hands of the individual schools and then into the hands of the individual teacher. In one administrator's view, allowing teachers to select their own textbooks contributes to the increase in prices. When orders were handled centrally, books could be bought in bulk. If teachers cluster-wide, even school-wide, used the same texts, more books could be purchased in bulk. For another of these senior administrators, the lack of continuity in textbook selection adversely affects the continuity of learning. A third top administrator, though, believes it is directly related to the textbook shortage.

He described a scenario in which a school has \$50,000 to spend. Ten teachers receive \$5,000 for textbooks. Each selects 5 or 6 different books from the state list and the school ends up with 5 different algebra books. If these teachers leave or are transferred out, the books remain at the school. The new teachers do not like the books they have, but there is no money to buy new textbooks. Schools will not allow the books to go with the teachers who left and there is no trade between schools. "I believe there are more than enough textbooks in the L.A. area to put a textbook in the hand of each youngster," the administrator said. "But, when you allow each teacher to choose..."

Each of the five interviewees felt that the lack of a computerized tracking system or management plan with bar codes only adds to the problem of textbook shortages. This is tied to the problem of student transiency and a school's inability to follow-up on students who transfer out. With no efficient way to know who has what within a school, schools are unable to enforce book returns. Also, many students leave a school without following the proper check-out procedures. Often times, officials are unable to locate the student. If a record request arrives from another school, it is possible to track down the student. What's still lacking, however, is an effective way to ensure the missing books are returned.

One top administrator was able to implement a computerized tracking system with bar codes during her tenure as school librarian at a South Central Los Angeles elementary school. Her system was so effective, she was able to ensure that the school only lost approximately 50 books per year. She felt this was a "small price to pay." She did express concern about transiency and family instability. "You see a lot of chaos out there...If a kid winds up in juvenile hall or gets transferred from one foster home to another, or from parent to a step-parent, the last thing that gets considered is returning a textbook."

Another of the top administrators estimated that 7% to 10% of students do not follow the check-out procedures and simply leave the school. "We wait if they don't check out. We make calls to their homes. Then we find they've moved. Then we wait for a request for records from a new school. Mostly that happens; sometimes it doesn't." According to this administrator, even when a records request arrives from the new school, the old school "has no leverage to get the books back." He also claims that there is currently a centralized computer records system in the district which schools do not have access to.

Three of the respondents discussed the issue of textbook deposits as a way to minimize textbook shortages. One administrator thought it was "not a bad idea" and suggests programs be worked out with those who can not afford deposits. A second respondent discussed the way in which kids who could not afford to pay for their lost books worked in the office to "build responsibility." A third respondent also recommended legislation allowing schools to charge book deposits. Another respondent, though, had a slightly different view. She sees how the deposit may be suitable for high schools but adds, "I really do not want this to happen at the elementary school level. To put that burden on elementary school personnel is just asking too much."

Four out of the five interviewees also raised the issue of funding. The amount allotted to each school per student is not enough to cover the price of each textbook. Each recommended raising the allotment. One administrator suggested raising it to \$50 per student, while another administrator recommended doubling the current allotments. Another suggested that the problem of funding is not new and will make textbook shortages worse every year funding is inadequate.

Also, while high schools need higher allotments due to higher priced books, two respondents pointed out that elementary schools have fewer people to manage the textbook inventory. One administrator was particularly concerned with the issue of textbook clerks and feels that each elementary and high school should have at least one full-time clerk.

Three of these top administrators each attributed textbook shortages to student and parent responsibility. A fourth administrator also agreed when the issue was related to site-based management programs such as LEARN. This issue was also related to year-round schools. One administrator argued that students, parents, teachers as well as the district itself, are all responsible for the maintenance of textbooks. She also believes principals should use back-to-school nights and the PTA to encourage book covers and returns. The fifth administrator agreed that parent and student responsibility is crucial to maintaining not only the textbook supply, but also books that are in good condition. She also believes parents involved in site-based management have common sense with regards to textbooks.

One respondent, however, sees site-based management programs such as LEARN as detrimental to the textbook supply. Although he believes parents share responsibility for textbook maintenance, he also believes that issues regarding textbooks are based on personality and other issues unrelated to the learning value of the books being examined for selection. In addition, one instructional leader said the problem of textbook shortages is getting worse as a result of site-based management and LEARN. He added that principals are increasingly able to refrain from informing the district of what actions they are taking in their schools: "Do I really believe 700 schools should each develop their own curriculum?"

One administrator also added that year-round schools are more difficult to manage because they have increased need for books that get used more often. This leads to increased loss and books become worn much quicker. This is also an issue for multi-track schools and summer sessions. Three of the respondents also stated that the state adoption cycles contribute to the textbook shortage. Adoption cycles are viewed as out of synch with needs. Books become suddenly useless when they are, in reality, perfectly useful because new books are approved while several in use at the time can still be used. As a result, teachers order new books when they do not really need them.

One administrator said this happens particularly with the area of social sciences: "The textbook is two years out of date to start with!" Another respondent agreed that the cycles are untimely. She believes, though, that areas such as math are rendered useless more often than others. The state selects new books every seven years and forces schools to buy books that they do not necessarily need. The cycle, she said, should be longer for some subjects than for others. Subjects such as History, sciences, and Geography should be looked at more frequently, perhaps annually. Another administrator saw some fault lying with the principals who do not realize they do not have to give up books which are perfectly good simply because new books are approved.

One respondent added that the timing of state funds is problematic to the textbook supply. Budgets are often not agreed upon and approved in a timely fashion. By the time schools receive their budgets, it is too late to place orders in time for fall delivery. He attributes this to policy disagreements between Republicans and Democrats in Sacramento. Political issues like this were also raised by two of the top administrators. According to them, the district is so caught up in state politics that schools suffer. One said: "We're on a seven year cycle that is currently caught up in politics." A second added that Sacramento politics send mixed signals to teachers and principals from state and district officials regarding curricular goals. Teachers and principals are unsure what they should be doing. They are also unsure of what books they should be ordering, fearing that as soon as they've selected books, the district or state will make those texts obsolete.

One administrator added another reason for the shortage of textbooks: the teacher pay raises which resulted out of a series of strikes and negotiations between teachers and the district in 1988-89. Consequently, textbook-related staff was laid off as well as other administrative personnel. He said: "I'm not suggesting people didn't deserve a raise, but hell, we came very close to being bankrupt." According to him there just was nothing left for books.

Four of the five interviewees suggested cheaper, technological solutions to the textbook problem. Technology such as distance learning via the Internet and CD-ROM is cheaper and can be updated more often than textbooks. One administrator said that, "kids learn in different modalities. Textbooks fit some kids; they can look at something over and over again. Video and audio tapes can go with that. Then, in the library, the computer would help focus kids who didn't want to listen to teachers." Another agreed: "Technology must make the biggest difference...It would be far better to purchase 89 cent CDs that contain a whole anthology of English literature and update it regularly." His ideal is for every student to have a laptop, an Oracle-type machine or access the World Wide Web through a television set. If were unable to do something like that, well be building a very inequitable system. One administrator added: Closing the gap between print and technology is really important."

State Textbook Adoption Cycles

The State Board of Education adopts textbooks and instructional materials for one subject each year. Generally the textbook materials for the core subjects (English/Language Arts, Mathematics, History/Social Science, and Science) are adopted for a six-year period. The Board also adopts materials for Visual/Performing Arts, Foreign Language, and Health for an eight-year period. There are interim "follow-up adoptions" to approve new materials two or three years after the major adoption.

The State Board approves content standards and then adopts curriculum frameworks for each subject matter, as well as evaluation criteria for the materials. The material in textbooks and the evaluation criteria for the adoption is based upon the

Textbook Adoption Schedule

Subject Area	Year
History/Social Science	1999
Science	2000
Mathematics	2001
Language Arts	2002

state content standards and curriculum frameworks. Once the new standards-based curriculum frameworks and evaluation criteria are completed, publishers design and submit their materials to the state for an "educational content review." Any materials submitted must also pass a legal compliance review (to meet standards related to child safety, propriety, and discrimination).

In California, the new standards-based curriculum frameworks have not been completed yet, which has changed the textbook adoption cycle.

For example, the standards for English/language arts and mathematics were adopted by the Board in late 1997 and the curriculum frameworks and evaluation criteria are being developed now. The history/social science and science standards have been developed and will go to the Board for approval in November 1998. Although the history/social science curriculum framework will need to be updated to align to the new standards, the State Board has agreed to go ahead with the adoption in 1999, because the standards awaiting approval are so close to the existing framework. In short, the new history/social science standards are not going to cause a change in the criteria for approving materials.

TEXTBOOK MATERIAL REVIEW & ADOPTION

The State sends out a statewide application in search of people with expertise in the subject matter being adopted to serve on the Instructional Materials Advisory Panel ("I-MAP") to review material. The Curriculum Commission selects members for IMAP and recommends them to the State Board for approval. An invitation is sent out to publishers to submit materials for the subject being adopted. Publishers respond by sending their sample materials to the Panel, Curriculum Commission members, State Board members, and the State's Learning Resource Display Centers. The Panel of reviewers for the specific subject matter is trained to use the criteria.

Panel members individually conduct a review. They reconvene to meet in smaller panels, and each panel reviews, deliberates, and reaches consensus on a specific program. The Panel sends its recommendation to the Curriculum Commission. The Curriculum Commission makes a recommendation to the State Board, based upon both the Panel's recommendations and its own independent evaluation (including written public comments and a public hearing.) The Board of Education then holds a public hearing and makes the final decision to adopt the materials.

The adoption generally takes 1.5 years (30 months) once invitations are sent out to publishers to submit materials. There is currently a bill in the State Legislature which asks the State Board to hold an immediate adoption for English/language arts and mathematics, so as not to have to wait until 2002 to make new materials available which are already developed and meet the state standards. The bill is expected to pass.

Legal Analysis: Textbook Deposit Fees in California

An issue of recent and current controversy within the LAUSD is whether a system of requiring students to provide refundable deposits for their textbooks is legal in California. The LAUSD has repeatedly taken the position that such a system, although its creation would be supported by a majority of principals, would violate the California Constitution, the California Education Code and the California Code of Regulations. These implement fundamental California state public policy that calls for public education to be provided free of charge to all children.

In July 1998, we asked the law firm of LeBoeuf, Lamb, Greene & MacRae L.L.P. to conduct, on a *pro bono* basis, a legal analysis of issues pertinent to textbook financing and introduction of a deposit system. The full text of the legal opinion provided by LeBoeuf, Lamb, Greene & MacRae is included as an addendum to this report.

The attorneys reviewed Article 9, Section 5 and Article 9, Section 7.5 of the California Constitution; California Education Code Section 60411 and California Code of Regulations, Title 5, Section 350. The legal review found that no court in California has ever ruled specifically on the constitutionality or legality of a textbook deposit system. It found, however, that the Code of Regulations does include unequivocal language barring deposits. The review found that courts have ruled in other states in analogous cases, and that textbook deposits have been upheld.

The law firm concluded that the California Constitution and California Education Code sections in question, upon reasonable interpretation by a court on first impression, would not likely prohibit a textbook deposit system. LeBoeuf, Lamb, Greene & MacRae concluded that, "based on the balance of authority," refundable textbook deposits should not be interpreted to violate constitutional guarantees of free public schooling in California, especially for grades 1-8. Language in the Constitution has a special focus on elementary school education. The law firm noted, however, that reasonable arguments and legal authority also support contrary opinions. The firm concluded that the California Code of Regulations language in question *does* bar textbook deposits. However, the opinion concluded that altering this language could be accomplished by regulatory authority.

LeBoeuf, Lamb, Greene & MacRae recommended that if a textbook deposit system was proposed in California, its chances of passing judicial muster would be improved if the scheme included a waiver program to be used whenever a student and/or his/her family lacked the financial ability to post the deposit. Such a program must be designed to avoid the stigmatizing effects that seeking a waiver might bring. The firm also recommended that chances of a deposit system being upheld by the courts would improve if the scheme specified that deposits could be withheld only for failure to return books or returning books that had sustained serious damage.

SECTION
8

Technology, Book Accountability Now and the Future of Instructional Materials

The various survey instruments employed to conduct this study all included references to technology issues and the interface between technology development and delivery of instructional materials. This study examined instructional material technology issues in two contexts:

- 1 Technology that could be employed in creating an effective inventory control system for the LAUSD's existing supply of conventional textbooks and instructional materials.
- 2 Likely or possible future directions of instructional technology and their implications for deliberations over textbook scarcity issues in LAUSD today and in the future.

Controlling Inventory of Existing Conventional Book Supply

Throughout this project, the LAUSD has employed a district-wide policy that spells out how textbooks should be tracked within the schools. However, the review of school site textbook oversight practices conducted by the Coro Fellows suggests this policy is not followed consistently throughout the district.

In LAUSD's, "Textbook Information Handbook for Elementary, Middle and Secondary Schools," the district outlines a policy using small blue and white cards to track the movement of textbooks. According to the policy, the teacher distributes both cards to the student to fill out. After the cards are collected, the blue card stays with the teacher while the white card goes back to the bookroom to be filed by the textbook clerk.

This system of blue and white cards is the only district wide textbook inventory control system currently in use in the LAUSD. However, several pilot or experimental systems have been developed that have come into narrower use in some schools.

EXISTING TRACKING TECHNOLOGY

There are at least three tracking technology systems currently in use within the LAUSD. The most prevalent is the Textbook Manager System developed by Bravo Software Development, Inc. Personnel at Bravo Medical Magnet High School developed this system at LAUSD. It is designed to take into account the specific needs of book tracking and

inventory control in the district, but it is not clear whether this system has the flexibility for sophistication to be adapted as a district-wide inventory control modality.

The Winnebago System, initially designed for use in libraries, can be adapted with some modifications to track textbooks and some schools are starting to implement this system in their textbook rooms. One school used a program that school site personnel created by adapting the commercial software File Maker Pro.

The Bravo Textbook Manager tracks textbooks by department, edition, level, copyright, ESL/sheltered, and color through a bar code system. The system contains the name of the teacher and the student to whom the book is checked out. With cooperation from the district, the Textbook Manager can transfer information allowing the tracking of books with a student that transfers.

The Winnebago System, when modified with the CIRC/CAT program, can inventory textbooks by scanning a bar code and recording to which the book is checked out. An additional function of the Winnebago System is that, with the use of a SLIP printer, a two-ply receipt can be signed by the student, supplying both the school and the student with a record of the textbooks given out.

Of the two, Winnebago is more expensive. The cost for installing the Winnebago System is \$8,995 for every elementary school, \$10,485 for every middle school, and \$13,495 for every high school. The approximate total cost for installing the Winnebago System throughout the LAUSD, based on the above figures, would be approximately \$5,174,595.

In comparison, the developers of Bravo Textbook Manager claim it would cost \$300,000 to install this system in every school throughout the LAUSD. Bravo Textbook Manager is operational in certain LAUSD schools. For example, in its first year of using the Bravo system, Wilson High School recovered \$16,000 worth of fines, in addition to a higher rate of recovery of outstanding textbooks.

POTENTIAL OBSTACLES TO IMPLEMENTATION

Throughout the administration of the SPAC surveys, one theme that consistently emerged was that the effectiveness of the textbook management system largely depended on the competence and experience of the textbook clerk. Thus, if clerk competence proved to be a larger factor in recovering books than simply having an effective system to track them would not have as large an impact as it might otherwise.

The creators of Bravo themselves note that one-third of schools currently using Textbook Manager use it effectively, another one-third use it with moderate success, and the last one-third have trouble using Bravo effectively. The second potential drawback is that not all schools within LAUSD have the existing hardware to implement Textbook Manager at this time.

Educational Technology

The potential for technology in education seems unlimited. As one interviewee said about predicting the role of technology in LAUSD in the next five to 10 years, "It would be like predicting the weather."

The future of technology, though complex and constantly changing, can be narrowed down to certain scenarios. Technology will continue to play a major role in reforming education. The issue is not whether or not technology will exist in the classroom, but how that technology will actually be integrated in daily teaching.

Currently, a major gap exists between available technologies and what teachers actually utilize. In order to prepare a future generation of productive citizens for an increasingly globalized society, technologically literate teachers who can integrate computers and connectivity in a curriculum that engages students must fill this gap.

Background

Currently, no comprehensive technology plan exists for either the state or the LAUSD. The technology available for use in schools varies from site to site. Given strong leadership and funding, some schools have been able to develop model technology programs. The technology ranges from CD-ROM towers that expand the capacity of networked computers to Xerox's Enhanced Imaging System that makes available an online database of textbook material. The lack of consistency, communication, and coordination between schools makes assessing the constantly changing situation challenging.

Technology is a tool. No matter how advanced technology becomes, it will be useless until teachers and students become proficient at using this tool. Some current programs exist to help teachers become more computer literate. Technology For Learning (TFL), a computer training program geared towards educating both parents and teachers, has already been initiated in designated LAUSD clusters to help with computer literacy. Once the educator understands the technology, teaching can go beyond computer education, and begin to integrate technology throughout a curriculum to enhance student learning.

Students play an essential role in creating their own education. Computers and connectivity allow for more individualized and self-paced learning while students exchange information and ideas globally. Many unique opportunities created through educational technology provide students with more control over their own learning. One school has Internet time for kindergartners. Another program, Cisco Academies, has been introduced in certain schools to train students in networking and repairing computers. All these essential skills can only be made possible with the integration of technology in the classroom.

These few technological highlights throughout LAUSD show the need for more coordination between schools. LAUSD is not alone in this new field. According to a 1993 abstract by the Metropolitan Educational Research Consortium, "no single vision drives the infusion of technology into the schools, although social, vocational, pedagogic, and catalytic rationales have been proposed." Leadership and priorities in resource allocation differ in schools throughout the district. Each school functions autonomously without a district wide collaborative vision. Imagine a convoy without an agreed upon destination and you can see how easy it would be for an individual ship to get lost at sea. The wiring through Proposition BB provides a major step towards building the technological infrastructure that is needed in the LAUSD. This figurative and literal networking helps to promote more coordination across the board.

Union City, N.J.: What Relevance to LAUSD?

On July 9, 1998, we conducted a site visit at the Union City, N.J., School District. During this visit, we met with the district's Executive Director for Academic Programs and five senior teachers. Both the executive director and the five teachers—all Anglo—volunteered the observation that they had initially resisted the Union City reform movement, but had come to embrace it as a means of substantially improving the education of children in the district. We also toured one of the district's two senior high schools and reviewed documents reflecting improvement in standardized test scores among Union City students that has resulted from the reforms.

This small district with approximately 9,100 students attending 11 schools is located across the Hudson River from New York City. A large majority — more than 80% — of Union City's students are Spanish-speaking. In scale, the entire Union City school district is between a third and a half the size of a single LAUSD cluster.

The district is also located in New Jersey, whose legislature in 1990 passed the "Quality of Education Act (QEA)." This law requires per-pupil spending by district to be equal throughout the state, effectively diverting resources from more affluent communities to improve the education systems of poorer ones. As a result, Union City's per-pupil spending has increased from about \$5,200 to more than \$10,400 per year since enactment of the QEA.

By contrast, the LAUSD reported per-pupil expenditures of \$5,750 during the 1995-96 school year, a figure slightly higher than the California statewide per-pupil expenditure average of \$4,977, according to figures maintained by the Education Data Partnership (Ed-Data).

Because of these significant differences in scale and commitment of the state government to adequate funding, caution should be used in inferring directly exportable elements of the Union City model to LAUSD. Nevertheless, the Union City district has been recognized nationally as a model of what can be accomplished by introducing major reforms district-wide in technology-utilization, instructional methodology, improving teaching of bilingual students, funding and educational philosophy.

The Union City program has been widely acclaimed. In 1996, during a visit to the district, President Clinton said: "This school system is undergoing a remarkable transformation. I want the rest of the country to know about it, and I want everybody in the country to be able to emulate it."

A recent review of the Union City situation, including documentation of the reform movement on test scores, can be found in: "The Union City Story: Education Reform and Technology — Students' Performance on Standardized Tests," issued in April 1998, by the center for Children and Technology, headquartered in New York City.

The Union City experiment began in 1991, when Bell Atlantic Corp., a large telecommunications firm whose corporate headquarters is located in New Jersey in close proximity to Union City, offered to underwrite Project Explore. In this program, Bell Atlantic selected a seventh grade class at Columbus Middle School in Union City. Every classroom utilized by students in this class was extensively wired for Internet and computer communication; in addition, computers were provided in the homes of students and teachers. In addition, Bell Atlantic gave students, teachers and parents free e-mail accounts. The technology investment has been maintained as the students progressed through the remainder of their middle school and high school years.

Although Bell Atlantic will soon conclude its financial commitment, Union City will continue and expand the Project Explore reforms thanks to fiscal and other reforms in New Jersey government, as well as its success in attracting additional grant funding (including a major commitment from the National Science Foundation). When Project Explore began, Union City ranked 44th of New Jersey's 52 school districts in measures of student achievement and the state government had filed notice that it intended to take over the district because of its poor performance.

Since the program began, Union City has moved forward on several fronts:

- 1 It has continued the aggressive introduction of computer technology in

instruction, and continued to link students, teachers and families by e-mail. This includes extensive rewiring of the district's schools, creating a basic classroom model in which there are at least five Internet-wired computer stations for students and a complete computer workstation, with Internet access, for the teacher. Pools of laptop computers are used to enhance access to computers and the Internet of students. District-wide, there is one Internet-connected computer for every 3.7 students.

- 2 The district has embraced an instructional program that is bilingual and based heavily on the "whole language" concept of pedagogy. Approximately 70% of Union City's faculty members maintain current New Jersey state bilingual teaching certification. Whole language is a holistic approach to the development of literacy. It has been described by Regie Routman, a prominent proponent, as "a philosophy which refers to meaningful, real and relevant teaching and learning. Whole language respects the idea that all language processes (listening, speaking, reading and writing—including spelling and handwriting) are learned naturally and in meaningful context as a whole, not in little parts." The Union City district has invested heavily in the whole language concept and in professional development for its teachers, both in technology and in their instructional specialties.
- 3 The district has eliminated textbooks in virtually all courses at all grade levels, substituting Internet-based curricula that utilize syllabi developed by collaborative curriculum committees. To replace textbooks, these syllabi make heavy use of reference, literature reading and other supplementary books, as well as Internet links. The syllabi are available online, and can be accessed by teachers, students, parents and the public, on the district's website: <http://www.union-city.k12.nj.us>
- 4 Simultaneous to the elimination of textbooks in Union City's instructional program, the district has moved aggressively to build up in-classroom libraries. These libraries are conventionally conceived, with an average of more than 1,000 volumes in each classroom. These classroom libraries are in addition to already-existing school library facilities.

Union City administrators and teachers emphasize that the district's program is driven by many factors in addition to technology. In fact, one recent evaluation of the Union City model concluded: "While the findings clearly indicate that the reforms are having a substantial impact for all students in Union City, the role of technology is less clear. Although sustained access to technology has a measurable effect on students' middle school writing scores, students who have been in the district for a minimum of four years are performing at the same level as the (Project) Explore cohort by the 10th grade. This suggests that technology is not the sole cause of the Explore students' success.

"The educational reforms undertaken by the Union City district have had a substantial impact on students' standardized test performance, particularly at the K-8 level where the reforms have been in place the longest."

Texas and Laptops

Early last Fall, the chairman of the Texas State Board of Education, Dr. Jack Christie, urged Texas lawmakers to allow him to divert textbook funds, estimated at \$1.8 billion over the next six years, to buy laptop computers. Christie proposed using the bulk of the textbook budget to buy laptops for all 3.9 million school children in the state. He argued that decreasing laptop prices makes the idea feasible and cost effective. Rather than endlessly replacing old textbooks, CD-ROMS and laptops could easily be upgraded for less than \$1 dollar per student. Christie envisioned a three-year warranty covered lease for approximately \$300 million dollars per year. While textbook publishers remain adamantly opposed, several state legislators appeared receptive, including Governor George W. Bush. Thus far, the lieutenant governor has formed an interim committee to examine the plan.

The Four Pillars

In framing the issues of technology and education, President Clinton, in his 1996 State of the Union address, defined the "Four Pillars" of educational technology: hardware, content, connectivity, and professional development. *Hardware* not only includes the actual computers, but also the infrastructure necessary to maintain and network the computers. *Content* involves the software and pedagogy that make up how and what students will learn. *Connectivity* relates to the Internet and its ability to network both information and people.

The final component, *professional development*, involves training teachers to integrate technology in the classroom and curricula. Weaving through the Four Pillars are the issues of funding and equitable access. To build on the President's vision, the Panel on Educational Technology wrote the Report to the President on the Use of Technology to Strengthen K-12 Education in the United States. The Four Pillars provides not only a useful metaphor, but also a framework to build a systematic approach to integrating educational technology in the classroom.

HARDWARE, INFRASTRUCTURE, AND CONNECTIVITY

According to the Panel on Educational Technology's 1997 Report to the President on the Use of Technology, "access to modern hardware remains a significant impediment to the widespread application of technology within grades K-12." The ratio of 10 students to 1 computer is almost twice the recommended "level for the effective use of computers" within a class. Reducing the ratio to a reasonable level for instructional and learning purposes has many challenges. When a realistic life span of a computer ranges "between three and five years (which is longer than the typical life cycle in industry)," the technological gap continues to be difficult to bridge with the constant ongoing costs. The Panel believes that donations by corporations "is not likely to have a major effect on the computer hardware problems now facing American schools." This may be due to the fact that corporations generally donate their old and often incompatible computers which "can raise costs substantially by increasing the number of different platforms that must be integrated, administered, and maintained by school and district-level personnel." Unless corporations donate a large number of current computers and technologies to schools, government will have to provide the necessary resources.

Support from Proposition BB in Los Angeles has greatly helped build the networking infrastructure in schools. This one-time investment enhances the capacity of the hardware with telecommunication possibilities. But estimates show that "the purchase price of a computer system represents only 20 to 25 % of the cost of its operation over the period of its useful life."

The significant part of costs will come with "cost of installation, training, systems administration, user support, and hardware and software maintenance." The costs of technology do not come as one-time expenditures, but rather as on-going costs that require constant updating and maintenance.

CONTENT, PEDAGOGY, AND SOFTWARE

Content reflects the interface between student and information through both teacher and technology. While hardware is a necessary component to technology, it is "in many ways less central to a discussion of the determinants of favorable outcomes than the educational content, pedagogic models, and organizational framework that define the manner in which it is used." Technology is just a tool and the tool is useless unless someone knows how to use it. Using technology in education enhances the overall learning experience. "Computer education" currently accounts for a substantial fraction of the current use of information technologies by elementary and secondary schools."

Some current and possible educational systems:

- **Computer-assisted Instruction** short blocks of instructional material are presented to an individual student, interspersed with questions designed to test the student's comprehension of specific elements of the material.¹²
- **Constructivist Model** an approach to educational practice that places the focus of initiative and control largely within the student, who typically undertakes substantial, "authentic" tasks, presented in a realistic context, that require the self-directed application of various sorts of knowledge and skills for their successful execution.
- **Productivity** uses basic software, the Internet and an innovative mind to create new lesson plans that integrate technology and communications. Drill and practice games can be costly and less effective in enhancing a student's learning.

The Panel found several reasons that would "account for the current problems within the K-12 educational software market." These reasons range from the market fragmentation to the cumbersome "adoption" cycles that many states have to approve instructional materials.

"While software vendors are reluctant to develop products in the absence of a substantial base of modern hardware on which to run them, educators and policy-makers are reluctant to appropriate additional funds for the acquisition, maintenance, and timely replacement of hardware in the absence of a demonstrably effective base of educational software."

Traditional sources of information, such as teachers and textbooks, will continue to be important to student development and will continue to play a strong role in informing students because online information is often not nearly as comprehensive or accurate.

PROFESSIONAL DEVELOPMENT

Advancements in enhanced learning through technology require "more skill from the teacher, who must select appropriate software, effectively integrate technology into the curriculum, and devise ways of assessing student work based on potentially complex individual and group projects."

To alleviate some of the potential pressure on teachers, other resources may be deployed. This might include on-site assistance from a full-time computer coordinator or gradual integration of specialization of certain teachers who would assist their colleagues.

The President's Panel found that "it will take the typical teacher between three and six years to fully integrate information technologies into his or her teaching activities."

While technology continues to evolve and displace itself, teachers must constantly be trained to keep up with new educational and information technologies.

COMPARISONS IN THE FOUR PILLARS

Since no one technology plan exists for school districts across the country, making a correlation between educational institutions is difficult. Making comparisons,

	National ¹⁹	California ²⁰	LAUSD ²¹
Hardware	Student to computer ratio - 10:1	Student to computer ratio - 11:1	Unknown
Connectivity	In 1996, about 14 % of classrooms had Internet access	About 30 % of schools have web sites	In 1996, about 3 % of classrooms had Internet access
	In 1995, about 64 % of schools had Internet access	15 % of schools have a dedicated Internet line	In 1996, about 73 % of schools had Internet access
Content	49 % of school districts planned to increase spending on instructional material in 1997-98	Not available	Varies school to school
Professional Development	Only 13 % of all public schools reported that technology-related training for teachers was mandated by the schools, district or teacher certification agencies	In 1994, 15 % of teachers had at least 9 hours of training in educational technology	In 1996, 17 % of teachers were trained by LAUSD for educational technology
	50% of teachers cited the lack of time to train as the greatest barrier to integrating the Internet in class		

however, reveals the wide range of interpretations people make to quantify what is going on with educational technology. The chart to the left helps to make some comparisons.

"Research shows that helping teachers learn how to integrate technology into the curriculum is a critical factor for the successful implementation of technology applications in schools." No matter the hardware, content, or connectivity, professional development is the main component for synthesizing educational technology in the classroom. Nothing substitutes for a good teacher. In fact, "Evaluations of educational

technology are really evaluations of instruction enabled by technology." If teachers understand how to integrate technology into their curricula, then student achievement will increase. Despite the information revolution, "our country's K-12 educational system has thus far been only minimally affected."

The Rule of Five

1. The maximum computer to pupil ratio is 5:1 for ideal learning.
2. Teachers need 5 years to fully integrate technology into their curricula.
3. 5 % of any educational budget should go to technology.
4. Computers have a 5-year life span.
5. In 5 years all classes in LAUSD will be wired.

SECTION
9*Analysis, Conclusions, Recommendations*

Through the use of a variety of survey and other research techniques, we examined the adequacy of supplies of textbooks, library books and instructional materials throughout the Los Angeles Unified School District. While our main emphasis was on middle schools and high schools, where we interviewed more than 90% of the principals or their designees, we also examined the situations of a cross section of 35 elementary schools. In addition, we interviewed 24 of the 27 LAUSD cluster administrators.

In our interviews with principals or their designees and cluster administrators, we carefully defined “adequate” as a book supply sufficient to provide one current textbook, in good condition, for every student in every class in which a textbook was in use. We did not differentiate between “essential” and, by inference, “nonessential” subjects. In some respects, the concept of the “book shortage” in LAUSD should be considered as two different issues: a textbook issue and a library book issue.

The situation faced by elementary schools is somewhat different from that of senior high schools and middle schools. In senior high schools and middle schools, the primary problem area is textbooks, with library books a secondary—albeit urgently important—issue. In elementary schools, the textbook supply is—comparatively speaking—relatively adequate, but the shortage of library books and, in some cases, the complete absence of libraries (partly a result of space reallocations necessitated by the state’s 20-to-1 pupil-teacher ratio reform in grades K through 3) is the major problem.

We conclude that, based on the data collected and the interviews, the textbook shortage which began to attract significant public and media attention in the summer of 1997 was even more severe than had been depicted in these initial reports. At the time our survey interviewers contacted LAUSD principals in April 1998, only 13% of 47 high schools we surveyed and 32% of 69 middle schools had adequate textbook book supplies.

We also conclude that the issues that most significantly affect the textbook shortage concern funding, inventory control and accountability. A lack of money, clearly, is the primary and most substantial problem faced by the LAUSD. Problems related directly to money — and specifically the amount of money the LAUSD receives from the California state government for book acquisition — are, without question, the most consequential and those that must be addressed and resolved first.

Existing textbook allocation rates, statewide, were set during the 1983-84 fiscal year and have risen only modestly in the years since. At the same time, the costs of books and instructional materials have risen exponentially and local school districts have come under even greater fiscal pressures. This combination of factors has had a significant effect not only on the LAUSD, but also on other school districts in California.

At the time our interviews of school principals and other administrators were conducted by the 12 Coro Southern California Fellows, the LAUSD was at the initial stage of implementing an emergency textbook loan fund organized by Superintendent Ruben Zacarias. This emergency fund and other initiatives, including the California Community Foundation's emergency fund-raising program (the Schoolbook Partners Fund), have resulted in an infusion of a total of \$24.4 million into textbook and library book accounts throughout the district in the most recent fiscal year. This total may be misleading, however, because it includes the value of the allocation of surplus books from storage to school inventories (calculated by LAUSD), as well as grants, loans and "local school resources."

The short-term solution to the textbook shortages may also have implications for the future since the emergency loan fund was based in part on giving schools authority to spend immediately as much as six years of their future textbook allocations. To the extent that schools have chosen to do so to address immediate shortages, they may have limited their textbook purchasing power in the future.

We conclude that there are many other problems with the book supply system that are not directly — or at least not largely — funding-dependent. For example, there is ample evidence that the LAUSD's inventory control systems are sufficiently flawed such that any new books being purchased and distributed under these various initiatives are unlikely to be used to best advantage or to be retained consistently in district inventories throughout their theoretical service lifetimes.

Another important piece of evidence that there are other problems with the book supply system that are not funding-dependent is our survey of other school districts in Southern California and statewide, in which only one of seven other Los Angeles County districts reported experiencing a textbook shortage. Among 11 other districts in the state outside of Los Angeles County, five reported experiencing textbook shortages. Accordingly, we conclude that the solutions to the LAUSD's book shortage crisis must be substantially more holistic in nature than simply seeking increased appropriations in Sacramento, even though we agree these fiscal issues are the most critical concern in improving book supplies in the district.

Some broadly held beliefs about the explanations of the shortage may also be flawed. For example, it is widely believed that the scarcity of books is influenced directly by high student transiency rates in high schools and middle schools. But when we examined this, we found no statistically significant relationship between book supply adequacy and transiency rates. Simply put, knowing a school's transiency rate was not a reliable predictor or whether its principal identified a textbook shortage there. We conclude that attributing book supply inadequacy to the transient nature of student populations may, effectively, have become a crutch by which to excuse book supply deficiencies that are caused by factors independent of transiency.

Without resolving these other problems we have identified—primarily in inventory control and accountability—increased fund allocations to the LAUSD will not result in the most effective possible use of the dollars in question. In fact, failure to address issues related to inventory control virtually assures that additional financial resources will be, in significant part, wasted.

We present our remaining conclusions and recommendations in several categories:

Improvement of Funding Sources, State Textbook Adoption Cycles

FUNDING SOURCE IMPROVEMENT AND LEGISLATION

We recommend that:

- 1 The California Department of Education alter the state's textbook adoption cycle—the scheduling system by which textbooks are officially approved for use in California schools. The department is studying this situation. It must act as quickly as possible.**

The existing adoption cycle system has failed to evolve with the times, in which large urban districts—most notably the LAUSD—have moved increasingly to year-round schedules. It is no longer possible, under the existing adoption cycle, for districts like L.A. Unified to plan consistently and effectively for acquisition of current textbooks and instructional materials.

- 2 The California Department of Education and the LAUSD begin an urgent review of the effect on elementary school facilities—especially elementary school libraries and resource rooms—of the 20-to-1 pupil-teacher ratio reform. The district and the Department of Education must move immediately to introduce necessary related reforms, including reestablishment of full-service libraries at every elementary school.**

As necessary, new funding should be secured to make an urgent priority of establishing—or reestablishing—fully staffed and fully equipped libraries in every California elementary school. Being fully equipped includes having an adequate number of Internet-wired computer terminals. These facilities should be capable of being used by parents and community members outside of school hours. Equivalently fully equipped libraries should be in operation in senior high schools and middle schools and should also be accessible to the community after school hours.

- 3 **The state government take immediate action to increase the statewide allocation to local school districts of textbook funds. We recommend funding at the level called for by the LAUSD—\$75 per student per year.**

Financing of textbooks, library books and instructional materials is an appropriate function of state government. Several bills were considered by the Legislature this year in this regard, two of which were especially important. The first, AB 2041 (Bustamente) was signed into law by Gov. Wilson on Aug. 19, 1998; it will set the textbook allocation at \$250 million per year statewide beginning in the 1999-2000 fiscal year, which translates into as much as \$77.50 per pupil annually. The second, AB 1453 (Cardenas), would allocate a projected \$113 million increase this year in the education share of California Lottery revenues to instructional materials of all types and associated staffing needs. At least two other relevant bills are also pending in the Legislature.

- 4 **The Legislature, the Governor and the California Department of Education study closely the successes in New Jersey under that state's Quality Education Act, enacted in 1990, and identify ways to emulate that success in California.**

The QEA requires equitable allocation of education funds statewide so that affluent, poor and middle class districts receive the same level per-pupil funding allocation. The QEA, as well as technology and instructional reforms undertaken in the Union City, N.J., School District, warrant closer scrutiny. California's efforts in this regard so far have been unsuccessful.

Severe Problems in the LAUSD's Inventory Control System

ur interviews with LAUSD principals, principal designees and cluster administrators, as well as inspections of school site book rooms and book inventory facilities found that, as thousands of students move about the district, there is substantial evidence that the LAUSD's internal systems for book acquisition, inventory control are seriously and fundamentally flawed, both in design and execution.

We believe it may accurately be said that the LAUSD has lost control of its own book inventory system, due to the antiquated nature of the system itself and to inadequate resources — financial and otherwise — at the district, cluster and school site levels. We believe this loss of control was exacerbated by closure of the Central Textbook Warehouse in 1990, without substitution of a viable alternative inventory system.

The district must address these problems or the substantial amount of money appropriated by the district or raised through private sources to fill holes in the book supply will turn out to have been wasted through ineffective — even non-existent — inventory control, tracking and distribution systems. Our conversations with LAUSD personnel, ranging from top administrators to teachers, persuade us that much of the staff leadership of the district recognizes what must be done and wants to achieve significant reform. The Board of Education and the LAUSD leadership must facilitate this reform.

In design, the only district-wide book tracking technology employed by the LAUSD is an antiquated system in which school site personnel fill out small blue and white paper cards. These cards, along with crude hand-written numbers written on books, supposedly can be used to determine if a student turns in at the end of the school year or at the time of transfer to another school books s/he was issued. This system is, at best, inconsistently applied. Worse, it is hopelessly outdated technologically and incapable of performing any serious inventory control function.

There is enormous inconsistency among schools in practices related to investigating whether incoming students transferring from other LAUSD schools have satisfied their book-return obligations, and any other financial balances with the school from which they are transferring. The vast majority of schools simply fail to inquire of incoming students or to contact their previous schools to learn of the status of book return or other obligations. Schools act somewhat more aggressively — though not consistently aggressively enough — to try to require departing students to settle financial obligations. But once these students leave campus, a practical way to enforce these obligations doesn't exist.

There has been no central warehousing system in the district since the Textbook Depository closed in a budget contraction in 1990, and no consistent substitute plan for warehousing of textbook supplies to assure they're accessible equally to any school that needs them has materialized.

It is not an overstatement to say that the LAUSD book inventory system is essentially useless and that it leaves schools without any structured means of locating available stocks of books they need. The system makes it nearly impossible to assess

accurately whether additional book supplies need to be ordered or whether they are already available at some other school site in the district.

Today, the textbook storage system consists of textbook rooms and other storage techniques at the individual school site level, without any system linking these hundreds of sites to permit location of needed books by a particular school. Complicating this situation is the presence of thousands of hopelessly obsolete textbooks in school site storage.

Another complication in the process of inventory control is the broadly-based belief in California school systems that the State Constitution and the Education Code prohibit utilization of book deposits as a means of assuring return of books. We conclude, based on the legal opinion prepared and research conducted by the law firm of LeBoeuf, Lamb, Greene & MacRae L.L.P., that there is *no constitutional or statutory barrier* to establishment of reasonable textbook deposit systems, as long as they include waiver provisions for, and do not stigmatize, poor students. We recognize that there may be other legal interpretations, and we urge legal counsel for the district, the California Department of Education and other districts to focus on the ramifications of the opinion produced for this report. Without question, however, there is a provision of the California Code of Regulations that bars deposits.

We recommend that:

- 5 **The LAUSD implement a district-wide on-line book inventory control system accessible at all school sites via an Intranet site on the World Wide Web utilizing automated bar-coding, or other systems, so that books could continuously be accounted for and book supplies monitored from all school sites, cluster offices and administrative venues.**

This system should include sufficient distribution systems so school personnel can easily send book supplies from school to school. For example, these books may be scarce at one school but in surplus or in storage at another. If alterations in administration of supplemental textbook funds must be implemented to permit book sharing among schools, the district should act immediately to facilitate these alterations.

An Intranet-based system would make it possible for schools to follow standardized procedures to contact the sending school of a student who transfers in and/or the receiving school of a student who transfers out, as well as to locate students who drop out or graduate. Such a system would require expensive network wiring and avoid costly centralized hardware purchases.

- 6 The LAUSD, the Legislature, the Attorney General's Office and the California Department of Education review the book deposit situation in detail, as well as the legal opinion developed for this report and authorize book deposits at high schools and middle schools statewide. Besides pursuing whatever additional legal changes these bodies deem necessary in order to facilitate the establishment of textbook deposit systems, at the very least the Department of Education should repeal or revise Title 5, Section 350 of the California Code of Regulations to eliminate specific language prohibiting textbook deposits.

Once this regulatory language is revised, we believe LAUSD and other districts would be legally free to establish reasonable textbook deposit systems. In this district, we believe a deposit system should be implemented at the high school and middle school levels, but not for elementary schools, where textbook supply problems are not as severe as in secondary schools.

- 7 Any deposit fee system in California include waiver provisions to permit poor families an alternative to posting deposits. This waiver system must guarantee the dignity of economically disadvantaged families and avoid stigmatizing poor students.

In economically disadvantaged communities, even modest textbook deposits may pose an insurmountable barrier, especially to families with more than one child enrolled in schools.

- 8 The LAUSD, utilizing a working group including administrators, teachers, parents and students, should implement a system designed to hold schools, families and students accountable for responsible use and return of books and instructional materials.

This system should include clear and enforceable sanctions for failure to observe accountability standards at all levels, from administrators to students.

- 9 The Los Angeles Board of Education should further promote and encourage the sale by its schools of surplus textbooks on the open market once it is determined that those books are not being sought by other schools in the LAUSD.

Currently, schools are permitted to donate surplus books to nonprofit organizations in their communities. We conclude that this deprives schools and the district of modest, but substantial, amounts of money that could be reinvested in modern instructional materials.

Organizational Reforms, Emphasis on Cluster Administrators

The LAUSD created the concept of clusters and cluster administrators in 1994. On paper, the cluster system should permit cluster administrators to act as the instructional and administrative leaders of 27 mini-school districts within the LAUSD. The 1996 position description for cluster administrators, which was in effect at the time we interviewed the 24 cluster administrators whose responses were reviewed in this report, specifically identifies the cluster administrator as the instructional leader of his/her cluster.

A 1998 LAUSD memorandum that sets forth a new organization system involving three "assistant superintendents of instruction" retains the position of cluster administrator and appears to increase the importance of the cluster administrator's role as an instructional leader. Being an instructional leader necessarily entails being responsible for, and directly involved in, acquisition, use, retention and control over textbooks, library books and instructional materials.

Our research indicated otherwise, however, as we found cluster administrators broadly uninvolved in, and sometimes ignorant of, the adequacy of book supplies in their clusters and other issues directly relevant to addressing the book shortage.

In large degree, we conclude that this is a problem not necessarily of the cluster administrators' making; in fact, they appear to have been bypassed, as the LAUSD has sought to address the book shortage quickly and expediently. At the same time, our work finds that principals and teachers believe there is beneficial potential in assigning responsibility for more book-supply decisions to the cluster level, including using the clusters as a means of rectifying the sometimes bewildering array of different books utilized in schools for the same courses.

We take no position on the question of whether the 27 individuals currently assigned as cluster administrators in the LAUSD have the interests or skills sufficient to take on broad responsibilities as leaders of instruction in more than two dozen mini-districts. Assessing qualifications or job performance of cluster administrators is beyond the scope and competency of this project and must be left to the Board of Education and the Superintendent. It should be noted that each LAUSD cluster is substantially larger than most entire school districts in California.

Accordingly, we recommend that:

- xo The district issue a new, revised and specific position description for Cluster Administrators according them substantial responsibilities as**

instructional leaders. Individuals selected to serve as cluster administrators should have impeccable credentials in, and commitment to, instructional excellence.

As part of its definition of instructional leadership, this new position description should assign cluster administrators authority—and responsibility—for providing adequate supplies of textbooks, library books and instructional materials throughout their individual clusters.

- 11 Cluster-level book warehousing facilities be established to strike a balance between the economies of scale implicit in operation of a centralized book purchasing and warehousing operation and necessary local autonomy in decisions about instructional philosophy and approach.**
- 12 At each senior high school and middle school in each cluster, a full-time school site textbook and instructional material coordinator be employed who is also an expert on instructional technology. Each elementary school should have the services of a full-time librarian, whose duties specifically include responsibility for book supplies and instructional technology.**

A revenue source to fund these new positions could be increased California Lottery funds allocated to instructional materials as encompassed in AB 1453 (See Recommendation 3, above.)

- 13 To avoid practical problems of textbook supply posed by the insistence of individual faculty members on using books selected by none of their colleagues, faculties should be required to agree at the cluster level on a reasonable list of book options for teachers in every subject and grade.**

These cluster-level decisions would bind the faculties of each cluster. The practice of permitting all teachers unlimited book selection options complicates the process of assuring consistent book supplies district-wide. However, these decisions must be required to respect the different instructional philosophies adopted by individual school communities so that a cluster-wide book selection decision could not be used as a pretext for invalidating the instructional program at any individual school.

- 14 An instructional material coordinator be hired at each cluster level to facilitate the tracking of inventory and issues pertinent to dissemination of instructional materials of all types, including new media.**

Cluster instructional material coordinators, reporting to the cluster administrator, should be responsible for knowing and serving the textbook needs of the schools in their clusters, for tracking the schools' textbook inventory across the cluster, and for apprising schools of the potential for exchanging inventory. Their responsibilities should not be limited to textbooks; they should oversee supplies and relevant training for instructional materials of all types within the cluster.

The coordinators should also be familiar not only with their clusters' internal needs and unused inventories, but also with the external publishers, suppliers, and alternative resources, including electronic materials. A revenue source to fund these new positions could be increased California Lottery funds allocated to instructional materials as encompassed in AB 1453 (See Recommendation 3, above.)

Capitalizing on Successful High School Complexes and Principals

Despite the otherwise discouraging findings we have reached about the pervasiveness of textbook and library book shortages throughout the LAUSD, we did find evidence of some optimistic developments. In particular, we identified a number of school sites and individual principals that were successful in meeting their textbook needs, despite the constraints that make the process so difficult throughout the district.

Successful schools appear better at making their book management plans work than unsuccessful schools, implying that the mere existence of a management plan is entirely insufficient in terms of a school actually obtaining needed books. Schools with adequate book supplies are more fastidious about making sure incoming and outgoing students settle their accounts for books and materials that may be charged to them by an accepting or departing school. Schools with adequate book supplies also appear to be more heavily populated with teachers who are using the Internet and related technology in instruction.

Individual principals whose book supplies are in acceptable condition are, by slight margins, likely to have been principals, and at their current schools, longer than unsuccessful principals. However, successful principals have slightly less overall seniority in the district than unsuccessful principals.

Further study will be required to identify the specific attributes of the successful principal and school in enough detail to permit development of a concrete formula for success. It is our view, however, that our findings introduce fresh perspectives into this debate. Successful principals may be more familiar with their own school communities

and have greater confidence in their abilities as principals than unsuccessful ones; at the same time, since they have somewhat less seniority in the district than unsuccessful principals, they may be less bound by district tradition and convention. It should also be determined whether these principals are successful because they have discovered ways to assure book supplies that are outside normal district channels.

In addition, schools participating in the LEARN program appear, as a group, to be coping with book shortage issues better than schools that have not yet joined LEARN. All of the successful schools that are in LEARN joined the program in its first three phases—i.e. during the first three full years that LEARN operated. Arguably, these schools' success may be as much related to their being innovative, reform-focused campuses that happened to gravitate into LEARN as it is to any benefits of the LEARN model. But there is a dimension of success associated with LEARN involvement. A concerted effort should be made to identify these factors in far more detail to make it more readily possible to replicate success.

Finally, there are two pockets of apparent success in individual high school complexes that warrant further scrutiny. These are the Cleveland High School complex in the Birmingham/Cleveland/Reseda cluster and the Francis Polytechnic complex in the Francis Polytechnic/North Hollywood cluster. In both complexes, the high school and two feeding middle schools reported adequate book supplies. While by objective standards this may seem a modest achievement, these two patterns are unique in the LAUSD.

Also deserving further scrutiny is the uneven geographic distribution of adequately supplied schools. The West Valley and Central/East Valley were the most heavily represented geographic areas, with one high school each and seven middle schools in the case of West Valley and five middle schools in the case of Central/East Valley. By contrast, the East/Central and Southeast/East/South Central geographic areas were least represented among successful schools, with each area having one high school and two middle schools.

We recommend that:

- 15 **The Superintendent convene a panel of the principals of high schools and middle schools who reported adequate book supplies during the 1997-98 school year. This panel should be charged with developing, by not later than Jan. 1, 1999, a zero-based approach to assuring adequate book supplies that draws on their own experiences and successful networking methods.**

This group of schools includes Cleveland, Garfield, Lincoln, Narbonne, Francis Polytechnic and Venice senior high schools and Berendo, Burroughs, Byrd, Columbus, Curtiss, Dana, Frost, Gompers, Henry, King, LeConte, Mt. Gleason, Nimitz,

Northridge, Parkman, Porter, Deportola, Reed, Revere, South Gate, Sun Valley and Sutter middle schools.

A special effort should be made to assess geographic differences in success in meeting book needs and the attributes of the two complexes in the district that appear to have recorded unusual degrees of success. These are the Cleveland High School complex in the Birmingham/Cleveland/Reseda cluster and the Francis Polytechnic complex in the Francis Polytechnic/North Hollywood cluster.

This should also include an effort to further identify advantages implicit in the LEARN program that could be exported to improve book supply performance in all LAUSD schools, including those that have not yet entered LEARN or may not chose to do so in the future.

Thinking for the Future: Technology's Role in LAUSD

In Recommendation 5, above, we addressed the need for introducing far better technology into the book inventory control and supply system throughout the LAUSD.

We would not adequately discharge our responsibilities, however, if we limited this report to issues directly pertinent to assuring the current and future supply of books, ignoring the existence of a profound revolution in learning technology that is taking place throughout the United States. This revolution has already provoked a spirited debate over whether textbooks as they are now known in elementary and secondary schools have a place in an educational world dominated by the Internet and other technologies.

Will textbooks give way to laptop computers in the backpack of every school child? Will addresses on the Internet become more common in course syllabi than footnotes to books—as has actually happened in Union City, N.J., a district examined earlier in this study?

Answering these questions is impossible in the context of this review and probably impossible empirically in view of the fast pace at which instructional technology and the means to deliver it are evolving. But one thing that is demonstrably true is that the Los Angeles Unified School District must markedly quicken the pace with which it is moving into technology. The district must anticipate the advent of a moment in the comparatively near-term future in which the adequacy of textbook supplies will be seen as an arcane issue.

Thus, any review of the textbook shortage issue must take into account more broadly the future implications of instructional technology evolution. Our review finds that the penetration of the Internet into the teaching habits of LAUSD faculty members remains at low levels, both in the view of principals and cluster administrators and in the view of teachers. Although teachers appear to view the Internet as a greater resource for teaching than do the principals for whom the teachers work in the LAUSD.

All levels of respondents to our surveys identified new media, such as CD-ROM and others, as becoming more of a dominant force in instruction. Among youth, a majority of young people who responded to our self-selected *L.A. Youth* survey said they prefer to receive instructional material via the Internet or CD-ROM instead of through textbooks.

Technology advancements will continue to make inroads into the second largest school district in the country—LAUSD. This report suggests a more systematic route that would integrate the Four Pillars (hardware/infrastructure, connectivity, content/software, and professional development) into a comprehensive district-wide technology plan. It has been said that: "Implementing technology in education requires an understanding of how students learn, what skills students need to succeed in the workplace, and how technology can be used to improve education. The support of key administrators and influential teachers is critical to the plan's implementation and success." The priority investments would be as follows:

Invest in the Professional Development of Stakeholders in Education

- **Train Teachers to Use Technology** Provide workshops, mentoring, and time for teachers to familiarize themselves with current technology. Provide ongoing training to keep pace with changes in technology.
- **Involve a Majority of Teachers** A major hurdle in introducing computer technology in schools is the willingness of teachers to adopt an innovation. Given that most LAUSD teachers entered the field before technological advances, most teachers are not conversant enough with technology to know how to exploit it. It takes five to six years to master teaching with computers.
- **Develop Technology Resource Personnel** Schools should identify those teachers who express a desire and willingness to receive training to become tech-resource personnel at their school. By beginning with training of those individuals who are most eager to learn how to incorporate computer

technology into their curriculum, clusters can build a core team of experts.

- **Involve Parents and Community Members** Increase the level of public engagement discussing the current status is and ought to be regarding technology in the classroom.
- **Possible Obstacles** The typical budget allocation for professional development is only 15 % a standard education budget.²⁶ As a priority issue in promoting the effectiveness of technology in the classroom, some experts recommend that 30 % of any educational technology budget should be allocated to professional development.

Emphasize Content, Software, and Pedagogy

- **Build Information Literacy** Students need to be taught to understand the limits of the information gathered, both with regard to accuracy and completeness. They need to learn skills to evaluate and contextualize the information they retrieve.
- **Create Educational Software** Criticism from many educators focuses on the need for content that is geared to children and designed as learning tools sophisticated enough to be manipulated. There is a need to create incentives for software developers to develop more relevant educational materials.

Accordingly, we recommend that:

- x6 **The LAUSD and the Board of Education increase their efforts to involve teachers, administrators, students and experts in the field in developing a new and effective plan to implement new instructional technologies.**
- x7 **The LAUSD substantially expand in-service training opportunities available to its teachers on instructional technology issues. These training opportunities should be made available at the school site or at special conferences for which teachers are granted release time to facilitate their attendance.**
- x8 **The district investigate thoroughly the role of textbook publishing companies in determining the pace and nature of introduction of instructional technology companies.**

The LAUSD should utilize its economic power as a major purchaser of instructional materials to influence textbook firms to integrate technology and instruction as effectively and economically as possible to meet the needs of large urban school districts.

- x9 **The LAUSD adopt what may be called the “Rule of Five:”**

1. The maximum computer to pupil ratio is 5:1 for ideal learning.
2. Teachers need 5 years to fully integrate technology into their curriculum
3. 5 % of any educational budget should go to technology.
4. Computers have a 5-year life span.
5. In 5 years all classes in LAUSD will be wired.

Peer Pressure and Social Influences on Book Supplies

In conducting our surveys of principals/designees and cluster administrators, students and teachers, we inquired objectively about issues pertaining to social and peer pressures that may influence students' attitudes towards books and learning. The Coro Fellows also engaged in informal conversations about such issues at school sites.

We found that, at middle schools and high schools, principals believed, overwhelmingly, that students who don't value books were significant to exacerbating supply problems. This impression was greatest at the middle school level — 70.6% of principals or designees — but nearly as great in high schools, 68.1%. Nearly 65% of high school principals/designees felt student negligence was a major factor in book supply disruption, while in middle schools, nearly 94% believed negligence played a significant role.

Although our teacher and student surveys involved non-random, self-selected respondent groups small in comparison to the total LAUSD faculty and student populations, it is informative to find that 47% of the students said that it is not "cool" to carry school books outside of school hours, especially after school. A total of 31% responded that it is "cool" to do so. A substantial majority (68%) of the students said that, in their peer groups, it was "cool" to be interested in school and studying, but 18% said it was not.

Among teachers, a majority (52%) of the teachers said that, at their schools, it was not considered "cool" among students to carry books after school. A near majority (49%) said it was not "cool" among their students to be interested in school or studying.

There are peer pressure dynamics that discourage carrying books to and from school or in appearing to be overly interested in academic pursuits. This may be influenced by the fact that, in recent years, nearly all LAUSD high schools and middle schools have eliminated student lockers on campus as a means of discouraging possession of drugs, weapons and other contraband on campus.

While the objectives of these locker-removal programs are to be applauded, it is

clear that they have had an unintended effect by denying students a place to store instructional materials for which they may not have an immediate need. In our on-campus observations, we also noted that the sheer weight of a full set of high school texts and library books that an individual student may carry sometimes poses a physical hardship, especially for students of smaller stature.

One obvious solution would be for us to recommend that students be issued two sets of textbooks, one for use at school and the other for use at home. But this is entirely impractical in view of budget limitations in the district today. But following the example of Union City, N.J., it may be possible for the district to take steps to help young people maintain a greater interest in, and respect for, books. Greater use of instructional technology may address some of these problems, as well.

Accordingly, we recommend that:

- 20 The LAUSD reintroduce lockers on middle and high school campuses to ease the burdens of carrying books to, from and around school.**

This obviously raises some difficult security concerns, but it is our view that students are capable of secreting contraband on campus in the absence of lockers and that the risk-benefit balance of school lockers weighs more heavily in favor of reinstating them than in barring them.

- 21 The district identify and implement ways to encourage students to value books.**

Following the Union City, N.J., example, emphasizing in-classroom libraries and making school libraries open and accessible to students and community members during afternoon and evening hours could also be a partial solution to the problems described above.

- 22 The district substantially accelerate the greater integration of Internet and other new instructional media into current curricula its top instructional materials priority.**

While it is clear from our survey work that the district has made significant progress in this regard, students find learning by these means more engaging than using conventional books. The district should redouble its efforts in this area. Non-traditional instructional materials are the future of school-based learning.

The aftermath of Proposition 227

Although Proposition 227 was passed by California voters after most of the research on which this report is based had been completed, future litigation may result in interpretations of the ballot initiative that directly affect instructional materials supplies. For the moment, however, the district has taken the position that Proposition 227 has no immediate bearing on textbook and instructional material supplies.

This may or may not continue to be the case in the future. This situation could quickly become quite difficult if a court of final authority rules that Proposition 227 requires English-only textbooks, as well as English-only classroom instruction.

The LAUSD must remain vigilant in this regard. We recommend that:

- 23 The LAUSD continue the close monitoring of the effects of Proposition 227, but begin immediately to produce contingency plans—including identification of necessary financial resources—in the event the district is compelled to replace non-English language textbooks and instructional materials with English-only versions.**

Areas for Future Study

In compiling this report, several areas related to the textbook and library book supply within the LAUSD emerged as subjects for further exploration.

SOCIAL AND STRUCTURAL FACTORS

- **High Transiency Rates** High transiency rates predominate in schools within poor areas. They can also be found in schools with large populations of new immigrants who have ongoing ties to their native country. These socioeconomic and cultural factors negatively impact students' educational achievement. Transiency may increase book loss and impact students' academic life; however, our analysis found no statistical relationship between schools' transiency rates and principals' descriptions of their book supplies as adequate or inadequate. This area deserves more in-depth study.
- **Aftermath of LAUSD's Emergency Loan Fund** The design of the district's Superintendent's Emergency Loan Fund to supplement textbook inventories implies that, while much has been committed in new funding sources to increasing book supplies, some of the program was predicated on utilizing surplus books and on permitting schools to borrow against as much as six years of their future state textbook allocations. The ramifications of this program over the next six years need to be evaluated.
- **Prototypes of Success** This report has devoted considerable attention to schools and principals at schools where book supplies have been adequate throughout the LAUSD scarcity crisis. The degree to which the practices and resourcefulness of these school communities and principals are analyzed and emulated throughout the district warrants considerable future scrutiny.
- **Legislative Initiatives and Adequate State Funding** As this report is about to be issued, several bills are pending in the Legislature to increase or otherwise improve state funding allocations for books and instructional materials. Depending on which, if any, of these bills are ultimately enacted, close scrutiny is warranted to determine the actual effects on getting books and instructional materials in students' hands in LAUSD and throughout the state.
- **Youth Attitudes Toward Books and Learning** In our two self-selected supplementary surveys of students and teachers, we found considerable evidence that carrying schoolbooks before and after school areas in many local communities is seen as not "cool" by young people. More must be learned—preferably by inquiring among young people themselves—about these disquieting dynamics.

- **Literacy Rates and Textbooks** During informal interviews, teachers and principals suggested that the number of students who read at grade level ranged from as little as 20% to 75%. This raises the question of whether the current textbooks are at the appropriate level for the students and is an important question to answer in future inquiries into the textbook issue.
- **Parental Involvement** Students living in foster care, in single-parent families, or with parents working long hours away from home may be at a disadvantage academically. These conditions may translate to less parental involvement in the child's education and limit time spent volunteering at the school, going to parent-teacher conferences, helping with homework, or attending open houses. The relationship between family structure, and a student's academic achievement may require additional study.
- **Differing Levels of Accountability** Defining clear roles for accountability remains a critical step in resolving the textbook situation. The responsibility on the part of students, parents, teachers, principals, and District officials have in resolving the textbook situation should be a crucial part of future inquiry into this issue.
- **Multi-tracking and Its Related Problems** Adoption cycles are currently timed for traditional schools, not multi-track schools. When principals from multi-track schools order books for tracks that do not correspond with publishers' normal cycle, the books often arrive in the middle of the school semester and thus are of limited efficacy.

Additionally, as schools go off track, some parents put their children in a different school as an alternative to day care. This creates a high level of transience, which not only continuously disrupts the individual student's academic life, but also exacerbates textbook loss as students switching schools often fail to return their textbooks. Relatedly, teachers report feeling less invested in the students because they assume that they may be leaving soon.

- **Librarians and Multi-Tracking** At multi-track schools, the librarians take a traditional summer break and schools hire temporary assistance to fill-in for the summer. Because temporary assistance are unfamiliar with the library system, book loss and disorganization occurs while the regular librarian takes a vacation.
- **Textbook Industry and Its Effect on the Textbook Problem** The costs of textbooks, as well as the power of the textbook lobby in Sacramento, were noted as serious concerns by principals during the survey. Some suggestions related to the textbook industry that warrant future research are the possibility of

collective purchasing by the District to bring down the cost of textbooks, as well as the possibility of purchasing paperback, instead of hardback, books. Moreover, the costs and benefits of having cluster-level decisions about which books to purchase is also another potential area of future inquiry.

- **LEARN Schools and Textbooks** Since LEARN schools operate under a shared decision-making structure, with input from stakeholders through the LEARN Council, it is speculated that decisions are more informed and therefore better represent the interests of the students. The survey results concerning "Shared-Decision-Making," and its effect on the textbook and library book supply were highly stratified and inconclusive, and the Fellows believe more research into LEARN schools and their impact on the book supply situation is warranted.

TECHNOLOGY

- **Models for Positive Educational Technology Integration** Schools either in LAUSD or across the nation may have individually initiated programs that work effectively. Increased communication between schools and districts may help find successful classroom technology models that could be standardized for LAUSD use.
- **Relevance of Union City, N.J., Reforms** Although the tiny Union City, N.J., School District has nothing in common in scale with the LAUSD, its successful multidisciplinary experiments with reform warrant much closer scrutiny. Future study should be directed at Union City's reforms and their progeny in the context of identifying ways they may be adapted in the LAUSD. Although Union City has received a great deal of publicity for the technology-driven components of its reform movements, its program is far more varied than that. This warrants broad future scrutiny.
- **Cost/Benefit of Technologies** A more thorough look at current technology needs to be completed in order to avoid costly, haphazard purchases of incompatible or obsolete hardware and software. Research the comprehensive costs involved in buying, maintaining, and upgrading hardware and software. Help schools develop a plan to predict budget needs. Establish priorities in the types of technologies that would be essential to classroom or lab use.
- **Teacher Training Programs** Research programs that can help educators integrate technology into curricula. Look for programs that emphasize less of "computer education" and more of computer proficiency as it relates to subject matter.
- **Equitable Access** Search for multi-lingual and multi-ethnic software that can meet the needs of the diversity of LAUSD.

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