



# INTERCOM

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William Booth, Editor--2937 E. San Gabriel, Fresno, CA 93726

## CASCWA'S ACTUAL ATTENDANCE BILL PASSES-AS AN OPTION



**PRESIDENT STOVALL SAYS  
OUR SCHOOLS ARE MUCH  
BETTER THAN "THEY SAY!"**

**CASCWA HELPS SCHOOLS  
BRACE FOR NEW LEGISLATION**



**SAN JOAQUIN SECTION  
READIES SPRING CONFERENCE  
AND GANG SYMPOSIUM**

*Holiday Inn*  
Fresno Centre Plaza

**SB407; ACTUAL ATTENDANCE**  
HANDY PULL OUT SECTION FOR YOUR CONVENIENCE.

**SPECIAL  
FEATURE**



## THE PRESIDENT SPEAKS UP



**JEAN STOVALL**  
CASNA  
State President

It had to happen. Sooner or later, someone without a vested interest or an axe to grind, was going to conduct a study of the nation's education systems and come up with the conclusion:

"Our public schools just aren't that bad." That "someone" turned out to be three analysts from the Sandia National Laboratories, a nuclear-weapons laboratory funded by the U.S. Department of Energy (DOE). The analysts, who began the study as part of DOE'S education outreach program, spent two years examining dropout figures, test scores, work-force skills, and other issues.

Their conclusion: "The system doesn't need a complete overhaul. The analysts--Chuck Carson, Robert Huelskamp, and Tom Woodall--say the national dropout rate is lower than ever, the United States is not losing the "brain race" with other countries, and U.S. students are getting degrees in science and engineering at unprecedented rates.

**The analysts say people demanding education reform are either misinterpreting or misrepresenting the data.**

Carson, Huelskamp, and Woodall say the goal of their study was to provide an objective, "outsider" perspective on the status of education in the United States. Among their findings:

The perception that the dropout rate is rising is wrong. Dropout rates are declining and have never been lower. Instead, it is the poor quality of data that confuses dropout figures.

Lower scores on the Scholastic Aptitude Test (SAT) does not mean declining student ability rather, that a more diverse group of students is taking the test. The average scores of top performers are generally increasing.

Spending on regular education has remained steady during the past 15 years, while investment in special education has risen dramatically.

Little credible data exist regarding international comparisons of student performance. The United States continues to lead the world in the percentage of young people getting bachelor's degrees.

It is untrue that the education system is unable to produce students with adequate skills for the work force. Indeed, businesses spend relatively few training dollars on academic remediation of new employees.

The United States is not facing a shortage of technical professionals. U.S. students are getting science and engineering degrees at rates higher than any other country in the world.

Fact is, say the analysts, the nation's education system has never performed better. The public misinterprets simplistic data, such as average SAT scores and international comparisons, they say, adding that it's time to do away with the myth that educators are to blame for a decline in the quality of education.

The study was reported in the November issue of the American School Board Journal, page 14. It was not reported by the media, nor was the study referenced by state or national legislative bodies. More distressing, major educational associations have not taken a positive position asserting the quality of education in California and the nation.

The National Center For Education Statistics, Analysis Report, September 1989, titled "DROPOUT RATES IN THE UNITED STATES: 1988," supports the results of DOE'S study.

The U. S. Department of Education, Office of Educational Research and Improvement in their Analysis Report on Dropout Rates, reported the following information on Dropout and Retention Rates in the nation's schools for 1988:

### DROPOUT AND RETENTION RATES

Between October 1985 and October 1988, an average of 4.4 percent of all students in grades 10-12 dropped out of high school. An average of 95.6 percent were retained in grades 10-12 each year during that period. (Event Dropout Rate is the number of students leaving school each year.)

In October 1988, nearly 13 percent of all 16-to-24 year-olds, nearly 4.2 million young adults, were out of school and had not completed high school. (Status rates are higher than event dropout rates because they represent the cumulative impact of the annual event dropout rates over a number of years.)

Among the sophomore class of 1980, 17 percent failed to graduate by 1982. (Cohort rate measures what happens to a single group or cohort of students over a period of time.)

Dropping out of high school is not an irrevocable action. Many dropouts completed high school, often within a short period after dropping out. Nearly half (46 percent) of the dropouts from the sophomore class of 1980 had completed high school by 1986, that is, within four years of the expected date of graduation. (Cohort rate.)

### TRENDS IN DROPOUT RATES

Despite the popular impression that dropout rates have been rising, in fact dropout rates have been declining over the past ten years. Rates have declined for both Blacks and Whites, with sharper declines for Blacks. The rates for Hispanics have not declined. (Hispanic immigration to the United States, particularly the southwestern states, of 16- to 24-year-old immigrants has significantly impacted the dropout rates for Hispanics. Cohort rates for Hispanics, excluding immigrants, are declining. The event rate for non-immigrant Hispanics is significantly lower than the 9 to 11 percent event dropout rate for all Hispanics.)

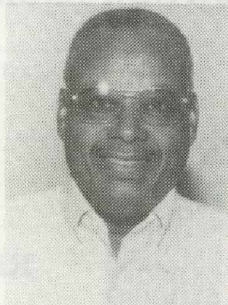
The event dropout rate has declined about two percent over the past ten years. It was 6.6 percent in 1978.

The proportion of 16- to 24-year-olds out of school and not high school graduates, gradually decreased between 1968 and 1986 from 16 to 12 percent. (Status Rate)

Event and status dropout rates for Blacks have declined considerably, resulting in a narrowing of the differential between Black and White dropout rates--from 13 percent in 1968 to 2 percent in 1988 (for status rates) among 16- to 24-year-olds.

The educational community, particularly Child Welfare and Attendance Professionals, have every right to strut and walk with pride of accomplishment. The media, politicians, doom sayers and other self interest groups (with their hidden and not so hidden agendas) will undoubtedly continue to lambast and criticize public education. Such criticism is without merit. May we continue to succeed, for our success is the success of the children of the State of California and this good United States.

## OUT 'N ABOUT WITH RETIREES



**RICH DAVIS**  
Chairman  
Special DOE'S Projects

**George Brum Delta Sierra from Stockton Unified** is still enjoying his vacations where he can play tennis. They play five days a week and not getting any better. His wife is still clobbering him on a daily basis. They are still having lots of fun. They also now have two beautiful grandsons. Many of us remember George as one of the longest serving SARB members in the state. He was recently inducted into the Lodi Hall of Fame and into the University of Pacific Hall of Fame. On May 11, 1991, George received the Amos Alonzo Stagg award for Twenty-Five Years of dedicated service to youth. The Stockton Teachers Association awarded him the 1991 Gold Key Award for being the most influential teacher. Keep up the good work, we are proud of you.

**Sara Ray Wiley Delta Sierra and Compton Unified School District** is now back in the Sacramento area. She and Roscoe just returned from Washington and are planning a trip to southern California, Nevada, and a trip on the Love Boat. Next year they expect to move to Oregon, the Dalles, on the Columbia River.

**Bill Smith Bay Section from Martinez Unified** and former Intercom Editor just returned from their third cross country RV trip. This time he and his lovely wife Phyliss toured Nebraska, Kansas, Tennessee, Georgia, South Carolina, Florida, and Texas. They have now visited every state. He has now traveled over 115,000 miles in his 5th Wheeler. During their cross country travels, they still manage to attend the various Dixieland Jazz Festivals.

Continued on page 4



Bill is certainly enjoying his long deserved retirement and we wish them many more happy trips. Bill said he really enjoys the Intercom and glad that his favorite organization is doing well.

**Francis Tucker**, Bay Section from Fairfield Suisun Unified School District is doing well. He is really enjoying his retirement and highly recommends it. After many years of hard work, he didn't think he would ever reach this wonderful stage of life. He just returned from a trip to Oklahoma to visit his family and to attend a Class Reunion. He is teaching college classes part-time and taking Spanish lessons for his return to Spain.

**Joan Goodall**, San Joaquin Section from Fresno Unified just returned from a two week tour which included a watercolor workshop in New Mexico and a stay at the famous Ghost Ranch. That is where the film *City Slickers* was made. Joan and Ed moved to the coast after retiring. They have just completed a remodeling job on their home which added on a second floor. Joan said, "We now have plenty room for visitors and the Bar is always open." If any of you out there are in the area of Arroyo Grande, Pismo Beach, come on down. It was good to hear from Joan and Ed, we wish them many, many, many happy retirement days!!!!

**Merlin Miller**, San Joaquin Section from Fresno Unified is now making Yosemite their second home, since he has spent 26 summers there as a U.S. Parks Service Manager. They are, however, traveling in the Ole GMC Motorhouse and just returned from a Pikes Peak fun run trip. Merlin is certainly enjoying his retirement and, like all of us, finds it difficult to get everything completed that needs to be done. No matter how much you plan, there is always more to do. Like Merlin said, "This is not retirement, it's fun." I may catch you after all Merlin, now that the GMC is getting older and you are no longer driving faster cars.

**Alice Spendlove**, San Joaquin Section from Merced Union High School District, says, "Retirement is great," after 32 years with Merced School District, and in good health Alice is enjoying herself to no end. Alice and her husband recently went to Washington, D.C. They were there during the "Mother of All Parades." After visiting Washington for a week, they took a three states tour of the Revolutionary and Civil War historical areas. This year they also took a Panama Canal cruise aboard the "Rotterdam" for three weeks and ended up in New York. In the Big Apple, Alice and her husband enjoyed the Broadway Plays and bright lights of New York City. My favorite hideout! Their next trip will be aboard the Love Boat, "Fair Princess," to ring in the new year and celebrate their 43rd honeymoon. That's what I call living, Alice. You have earned it. In their spare time there is still time for duplicate bridge. We wish you many more happy days of retirement.



### SAN JOAQUIN SECTION PLANS SPRING CONFERENCE



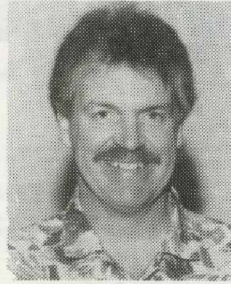
**Joe Brucia**  
President

San Joaquin Section

Both events will be at the Holiday Inn/Fresno Convention Center in downtown Fresno. A variety of registration options are available.

**San Joaquin members commendations** -Our section members are continually in awe at the great work of vice president Gil Awalt. Gil has worked hours over and above his CWA job. Luckily he has two great assistants in Jean Stovall and Greg Bass.

### BAY SECTION PROVIDES FULL WORKSHOP SCHEDULE



**BOB BURGESS**  
President  
Bay Section

Bay Section has had two luncheon meetings so far this 1991-92 school year. Our first luncheon on September 21, 1991 was to feature CASCWA's Bill Stelzner speaking on "The Los Angeles County Office of Education's Expulsion Test." Bill's plane was grounded at LAX that morning, so Bay Section tapped its own resources, and Phyllis Clark filled in, did a fantastic job, and were know a star was born. (Fortunately, Bill had sent a presenter's kit which contained a manual and a videotape.) The following month, Bill conducted a full 2-1/2 hour workshop on school expulsion. Many CASCWA members and school site district administrators were in attendance. The workshop received rave reviews. About 1/3 of the audience remained for an extra 30 minutes asking questions. We are

proud of both Phyllis and Bill for their showmanship and professional expertise.

Our second meeting was held on November 15 and featured Paula Watson of the School Law Enforcement Partnership and the Vacaville Police Department. Paula's presentation on "Youth and the Occult" was spellbinding and, according to several of our members, was presented with sensitivity and insight. We all left wanting to hear more from Paula in the future.

Our next two meetings also hold promise for relevance and timeliness. Our presentation for March 6 will deal with recent efforts in the area of interagency collaboration. In these grim days of diminishing resources for at-risk youth and families, we are being presented with opportunities to redefine youth and family services into more collaborative and less fragmented models. For those interested in the history and current legislation on realignment and restructuring of schools and social agencies, this meeting is a must. On June 5, our last luncheon meeting will feature the ever popular and informative John Burton speaking on a topic of current interest.

Currently, Alameda County Office of Education is developing guidelines for district policies and procedures for EC 48915.1 - **Expelled individuals; enrollment in another school district.** With luck, a final document will be completed by the March meeting and can be shared with all Bay Section members.

Robert Brazil encourages all Bay Section CASCWA members who haven't renewed their membership for 1991-92 to do so. If you have any questions about your membership status, call Bob at (408)945-2447.

The Bay Section conference committee reports that the CASCWA Fall Conference, hosted by Bay Section, will return to the Biltmore Hotel in Santa Clara. The conference is scheduled for mid-October. More details to follow.



"If you won't give me a handout, how about an honorarium?"





The following bills have been chaptered into law during the 1991 Legislative session. If you want individual copies of a bill, please call The Bill Room at (916) 445-2323 for a free post-paid copy. These bills will become effective January 1, 1992.



**LEE LUNDBERG**  
Chairman  
Legislative Committee

**The 1990-91 CASCWA Legislative Committee Members**

|              |                  |
|--------------|------------------|
| Chairperson  | Lee Lundberg     |
| Bay Section  | Shari Lawson     |
| Delta-Sierra | Tracey Wiltshire |
| San Joaquin  | Arnold Hedlund   |
| Southern     | Milt Dooley      |
| (co-chair)   | Phil Kauble      |

**ASSEMBLY BILL**

|   |                |               |
|---|----------------|---------------|
| <b>Bill</b>   | <b>Chapter</b> | <b>Author</b> |
| AB 52   | 373            | Hughes        |
| <b>Child Health and Disability Prevention</b> - This bill requires the Department of Health Services to require information regarding compliance by school districts obtaining CHDP |                |               |

screenings or waivers. This bill would require a local district to exclude a first grader from enrollment for up to five days if the student has not had the health screening or waiver unless the parent supplies certain information or refuses to comply. One million dollars has been appropriated for this mandate. (Health & Safety Code 324.2 is amended and section 324.3 is added relating to child health.)

|  |                |               |
|--|----------------|---------------|
| <b>Bill</b>  | <b>Chapter</b> | <b>Author</b> |
| AB 245   | 643            | Polanco       |
| <b>Kindergarten: At-Risk 4 Year Old Children</b> - This bill establishes the EARLY CHILDHOOD INTERVENTION MODEL KINDERGARTEN PROGRAM that has as its primary goal the development of verbal language skills. It also monitors the pupils progress in this area. The SPI would select school districts, from applications, to conduct the program. The program participants would be at-risk, as defined, and be 4 years old. The program would be designed to ensure academic achievement of program participants as they move through grade 6. \$3.6 million dollars has been appropriated. The bill limits the per pupil cost to \$2000.00. This is an urgency statute taking effect immediately for the 1991-92 school year. (Adds Education Code 54530 through 54534.) |                |               |

|   |            |                |
|---|------------|----------------|
| <b>AB373</b>  | <b>221</b> | <b>Bentley</b> |
| <b>Kindergarten</b> - The child who has completed one year of kindergarten would be admitted to the first grade unless the parent or guardian and the District agree that the child may continue for one additional school year in Kindergarten. This bill permits the attendance of pupils in Kindergarten to be included in Average Daily Attendance after the pupils have completed one year of Kindergarten. The District may do this only if they have on file an agreement between the District and parent or guardian that the pupil could continue for one additional year. (Amends Education Code 46300 and 48011) |            |                |

|  |           |               |
|--|-----------|---------------|
| <b>AB1105</b>  | <b>99</b> | <b>Murray</b> |
| <b>Governing Boards: Powers</b> - This bill addresses legislative intent that district policies, regarding the release of pupil directory information, not purposely exclude any military service representatives from access to that information. The bill further expresses legislative intent that districts should minimize the release of pupil telephone numbers, in the absence of express parental consent, pursuant to specified findings and declarations. (Adds section Education Code 49073.5) |           |               |

|  |            |                  |
|--|------------|------------------|
| <b>AB1133</b>  | <b>132</b> | <b>O'Connell</b> |
| <b>Child Abuse Reporting</b> - This bill adds to mandated "Child Care Custodian" reporters to include administrators or employees of public or private youth centers, youth recreation programs, or youth organizations. In addition, administrators or employees of public or private organizations who have direct control and supervision, parole officers and employees of |            |                  |

the school district police and security department, shall be mandated reporters. The bill would also require those employees to sign a statement that they understand the Child Abuse and Neglect reporting responsibility required of them in their contact with children. Failure to report would be a misdemeanor. (Amends penal code 11165.7 and 11166.5).

|  |            |                |
|--|------------|----------------|
| <b>AB1324</b>  | <b>381</b> | <b>Becerra</b> |
| <b>Kindergarten</b> This bill allows the admission of a child any time during the school year after having attained 5 years of age with the approval of a parent or guardian. The District shall determine if its in the best interest of the child and the parents would be given the advantages and disadvantages of early admission. (Amends Education Code 48000.) |            |                |

|   |            |               |
|---|------------|---------------|
| <b>AB1536</b>   | <b>684</b> | <b>Alpert</b> |
| <b>ROC/P: Inter-District Attendance</b> This bill authorizes the enrollment of ROC/P pupils who reside outside of their attendance area without permits. This bill further requires that ROC/P claim reimbursement for these pupils at the program revenue limit of the program of attendance (Amends Education Code 46606 and 52314 and repeals Education Code 46608.) |            |               |

|   |             |               |
|---|-------------|---------------|
| <b>AB2232</b>   | <b>1102</b> | <b>Areias</b> |
| <b>Schools: Child Abuse Complaint Information</b> This bill declares the intent of the legislature to have parents and guardians be informed of how to recognize and report child abuse. This bill further declares the intent for investigation and reporting on any complaint of child abuse against a school employee by school pupils or their parent/guardian. The California Department of Education would be required to adopt guidelines that describe their procedures for filing child abuse complaints by parent/guardian. |             |               |

**SENATE BILLS**

|              |             |               |
|--------------|-------------|---------------|
| <b>SB377</b> | <b>1202</b> | <b>Author</b> |
|--------------|-------------|---------------|

**Laws Applying to Minors** This bill would require that every law enforcement agency and every social service agency provide a copy of the petition filed in a juvenile court proceeding to the State Board of Control or a designated local victim center. The identification of minors would be restricted. This bill also provides for enhancement of penalties for any person who has a loaded firearm upon any grounds of a daycare center or facility where minors under 18 years of age are present. This bill declares legislative findings to limit the transfer of firearms to persons who intend to use the firearms for unlawful purposes. This bill also makes technical changes to the provision in existing laws requiring the court to provide written notice within seven days to the superintendent of districts regarding violent acts. It also provides that if the student changes districts, the probation officer shall advise the superintendent of the last district, who shall transmit the court notice to the superintendent of the new district of attendance.

|  |            |                 |
|--|------------|-----------------|
| <b>SB558</b>   | <b>425</b> | <b>C. Green</b> |
| <b>Driving Privileges: Suspension or Delay for Habitual Truancy</b> This bill allows the court to suspend, restrict or delay for one year the driving privileges for persons under 21 years of age down to 13 if convicted of a violation of a controlled substance law. The bill expands the authority to permit the juvenile court to suspend, restrict or delay driving privileges for minors between the ages of 13 to 18 who is a habitual truant and a ward of the juvenile court. The bill would also provide for the protection of the students and family hardship situations when making an order. (Amend and re-number Vehicle Code 13202.7 and add Vehicle Code 13202.7) |            |                 |

|  |            |                 |
|--|------------|-----------------|
| <b>SB648</b>   | <b>884</b> | <b>C. Green</b> |
| <b>County Community Schools</b> This bill authorizes the county schools to enroll homeless pupils, with a district approval, or at the request of the pupil's parent or guardian. The bill also specifies that the exemptions from requirements, as set forth in the budget act of 1991, that person must receive certain certification of appropriateness for enrollment. (Amends Education Code 1981.) |            |                 |

|  |           |               |
|--|-----------|---------------|
| <b>SCR26</b>   | <b>70</b> | <b>Killea</b> |
| <b>Coordination and Integration of Public Social Services</b> This measure commends the cooperation of local agencies and delivers social services to coordinate the delivery of public social services. It further requests that the legislature take a leadership role in establishing an effective, long term solution regarding health and well being of families and children and to encourage administrative actions that reduce barriers to these services. |           |               |





## A POSITION STATEMENT

*Where we stand on . . .*

### *Attendance Accounting Reform*

Education is an opportunity and a right. Children and youth who exercise this right to attend school regularly have full opportunity for the basic education necessary to become knowledgeable and contributing members of society. Absence from school, regardless of the reason, limits the pupils' educational opportunities. Because of the direct negative effect of academic achievement, promotion, graduation, sense of worth, and employment potential of our students, we have a responsibility to encourage and increase student attendance.

CASCWA recognizes that poor school attendance is the most frequently identified symptom of the potential dropout. Pupils who leave school prior to completion, face statistically high unemployment rates and lower earnings than do other workers; they are more likely to require public assistance; and they are more likely to engage in criminal activity. CASCWA believes students must attend school regularly and willingly to receive a quality education.

CASCWA recognizes the link between attendance and the amount of apportionment revenue earned by schools. The current funding system for average daily attendance (ADA) encourages schools to classify questionable absences as apportionment absences because of the otherwise potential loss in ADA. CASCWA believes all absences, excused and unexcused, adversely affect a pupil's academic achievement, although CASCWA does recognize there are legitimate reasons for absences.

CASCWA advocates a reform in the state ADA funding system from the current accounting procedure to one that would require a combination of actual attendance data and a fixed absence percentage factor to determine monthly earned apportionment.

CASCWA believes the reformed attendance accounting system would motivate schools and districts to develop and implement programs and strategies that would increase actual student attendance for apportionment and academic achievement.

CASCWA believes that the recommended system would simplify attendance accounting bookkeeping procedures and thus, would make time available for attendance personnel to implement incentive strategies for improving attendance.



# SB407; CH984 ACTUAL ATTENDANCE

## INTRODUCTION

by Lee Lundberg

As California schools have changed to reflect our student and family demographics, we have had to re-think the issue of how to hold, motivate, and help students to stay in school. Also, increased clerical and administrative costs to support a paper and record intensive system was no longer cost effective. The current focus of collecting excuses for empty seats is self-defeating. With more absences, we experience more drop-outs, and reduced instructional time and test scores. The focus has been to "overlook" questionable excused absences because the system penalizes schools who are diligent in absence follow-up. With this increased pressure, the ADA system needed to be improved to help us "work smarter, not harder." The original concept of an actual attendance plus factor system was "birthed" in 1978.

Legislation was introduced in 1980 to select pilot districts to validate an alternative actual attendance ADA system. Included in this legislation was the requirement for all districts to publicly disclose their annual actual attendance rates pursuant to E.C. 48291 and 48291.5. Many organizations and individuals have been persistent in their pursuit of the alternative attendance accounting option. Many CASCWA members have provided invaluable technical and moral support in this effort. SB 407 presents the best of choices - it gives you a choice. If you want to reduce paperwork, clerical time, administrative time, and record keeping in producing ADA revenues, you need to review this option for your district or county program.

In summary, SB 407 reduces ADA to actual attendance which includes an absence rate factor in the base revenue. The current system uses actual attendance plus the separation of excused and unexcused absences. Comprehensive audits and paper trails are needed for the current system. Let's focus on getting students into school. The choice is yours!!

## FISCAL IMPLEMENTATION

by John Gilroy

SB407 (Chapter 984, Statutes of 1991)

This new legislation provides for establishment of an optional attendance accounting/apportionments system in which excused absences will no longer plan a direct role. After changing over to the new system, districts and county offices will calculate their apportionments by multiplying average **actual** daily attendance only, times newly calculated revenue limits or equivalents (county office programs have similarly derived figures that serve the same purposes as revenue limits). The new revenue limits and equivalents will embody proportional increases to compensate for the loss of excused absence credit. Attendance accounting audit trails for apportionments in the new system will need to substantiate only actual attendance; there will be no need to maintain fiscal audit trails for verification of excused absences.



The new law first requires **every** school district and county office of education to report separate totals of actual attendance and apportionment excused absences for school year 1990-91. These reports are to be made on forms prescribed by the California Department of Education (CDE) and submitted no later than July 1, 1992, as a "condition of apportionment" for school districts and county offices. Using the data from these reports, CDE will calculate separate 1990-91 statewide average percentages for elementary, secondary, and unified districts, and for county office programs, as necessary to administer the new law.

Beginning January 1, 1993, districts and county offices may opt to change over to the new attendance accounting/apportionments system. An application submitted to CDE by April 15 of that year or any later year will allow changeover to begin on the July 1 following, if approved by both the Superintendent of Public Instruction **and** the Director of Finance.

Every school district's and county office's base revenue limit or equivalent for each new fiscal year is derived from the district's or county office's **prior** year base revenue limit, which is increased as specified in the annual Budget Act. Districts and county offices that are approved for changeover to the new system will have their base revenue limits or equivalents adjusted by having the totals of their actual attendance, only, in that year. The result will be their adjusted prior year base revenue limits (to be used only for the purpose of calculating their new current year base revenue limits).

If a district's or county office's actual attendance in the prior year was a lower percentage of its total apportionment attendance in that year than the corresponding statewide average for 1990-91, its divisor will instead be the product of its prior year total apportionment attendance multiplied by the statewide average. Through this means, no district or county office can have its revenue limit or equivalent adjusted to reflect more than the applicable statewide average amount of apportionment-excused absence.

Growth in average daily attendance from year to year is a key element of the Proposition 98 funding guarantee formulas. The new law provides that in its first year after changing over to the new system, a district or county office will continue to verify excused absences and maintain an audit trail for them. Average daily attendance calculated by including excused absences will then be compared to the district's or county office's proper year apportionment average daily attendance to determine Proposition 98 growth. In the second year and thereafter, average actual daily attendance will be compared with each prior year's average actual daily attendance. Through this means, "apples will be compared with apples and oranges with oranges."

For all purposes other than base revenue limit apportionments and Proposition 98 growth calculation, average daily attendance figures for district and county offices that have changed over to the new system will be calculated by increasing their average actual daily attendance by the percentages that their average daily apportionment-excused absences were of their average actual daily attendance in 1990-91-not to exceed the applicable 1990-91 statewide average percentage.



Finally the new law provides that:

Prior to January 1, 1993, the State Department of Education shall review and prepare findings regarding the potential impact of this act upon the distribution of lottery funds to educational entities, the equalization of funding between school districts, and the distribution and amount of funding pursuant to (Proposition 98). The department shall report the findings to the Director of Finance for his or her guidance in exercising the approval authority granted to him or her in this act.



WHY GO TO CLASS WHEN THE MALL BECKONS?

By Lee Lundberg  
Chairman Legislative Committee

On any typical day throughout California, it is not uncommon to find that one out of every four high school students is missing from his/her assigned class. More than one out of four high school students drop out of school, according to several statewide studies. The issue of students actual attendance is a very complex one. The State CASCWA Legislative Committee has long advocated addressing this problem by focusing on the number one motivator for schools to have students in school - MONEY! Recently, an independent auditor found a California school district had written the following script for use by hired telephone solicitors:

"I am John Doe from the Ajax School District. We are reviewing our ROP attendance for the Spring semester in order to verify the unexcused absences that have not cleared on our records. Clearing these absences will mean that we can recapture funds that will flow to Ajax in order to help support our vocational training. If you can say that your son or daughter was ill, had a doctor appointment or a family bereavement on these dates, we will be paid."

As long as the driving force is getting paper for dollars, we will continue to have school districts employing this "legal" alternative to recapture ADA. The requirement for all districts and school sites in the State of California to maintain records of actual pupil attendance in their classes was enacted in 1980 in the form of AB 3269 (Hart). This legislation also authorized thirty-two school sites to participate in a pilot project to test a system of funding schools through actual attendance rather than through actual attendance plus excused absences. Two schools in Region 6 have participated since 1981. These schools were allowed to use an historical excused absence factor. The school then added that factor to the actual attendance of its students. It quickly became evident to the schools involved in the pilot study that if they increased actual attendance, they would increase their income without necessarily having more students enrolled in school. For instance, if you had 1,000 students enrolled at your junior high school and seven percent was the factor used for excused absences, it became evident that if you were able to get ninety-three percent of the students actually in school, you were able to capture one hundred percent of your ADA--by having more students in school! This pilot project proved very successful by changing the focus from collecting paper for empty seats to students' actual participation in school.

The result was fewer students dropping out, and improved test scores and academic performance because the students were in class more often. A publication was issued in 1983 by the School Climate Division of the State Department of Education which outlines all the low cost or no cost strategies used by these schools to improve attendance.

Several legislative attempts have been made to enact this accounting reform statewide.

ACSA recognizes that poor school attendance is the most frequently identified symptom of a potential dropout. Pupils who leave school prior to completion face statistically higher unemployment rates and lower earning than other workers; they are more likely to require public assistance; and they are more likely to engage in criminal activity. ACSA believes students must attend school regularly and willingly to receive a quality education.

The Sacramento Bee, in a June 11, 1989, feature article, said "The problem is reaching crisis proportions at some schools, where nearly half the students skip class each day. The Bee learned by examining attendance records. "It's easy enough - you just walk out," said a fifteen year old sophomore at a local high school in Sacramento. "Soaring truancy rates

throughout the country reflect break downs in families and schools, leading to more school dropouts and more neighborhood crime, experts said." "A local high school notes that their methodology was simple: any student who didn't show up for a class was counted. No allowance was made for an excused absence because students routinely forged notes." "At school after school, teachers said chronic truants have fallen far behind in learning and that large class sizes make it nearly impossible to give them the personalized attention needed to catch up." State Schools Chief Bill Honig said he is not surprised by the high rates of absenteeism, a problem that cuts across racial, ethnic, income and geographic boundaries. "We are all at fault," Honig said.

There is a need to simplify the current complicated reporting system which involves costly clerical procedure that is designed to provide a basis for calculating funding levels. The required system of sorting and documenting excuses takes thousands of hours of both teaching and administrative time and diverts resources from the education of students. This system is cumbersome, paper intensive, time consuming and costly, it is often difficult to tell whether absences should be excused or unexcused, resulting in frequently invalid attendance data. The California Commission on Educational Quality stated in their report, "California attendance reporting system should be based on accurate attendance information. Emphasis should be placed on getting students into school and not on collecting excuses for absences. Finally, the attendance system should be sufficiently streamlined so it requires a minimum of administrative effort and training."

"Therefore, the Commission recommends that a positive attendance system model be implemented on a statewide basis after the Department of Education reviews the historical excused absence rate data." "A positive attendance system which emphasizes student attendance rather than excused absences can provide accurate accounting for apportionment purposes while reducing errors in administrative efforts statewide. It would also help districts make better attendance projections for funding purposes by eliminating the uncertainty of excused absences. Finally, a positive attendance system can encourage student attendance for performance improvement if actual attendance is required to be reported to the local governing board and community as well as to the State Department of Education."

**FROM EDGAR ALLEN STELZNER  
CASCWA V.P. AND POET LAUREATE**

*There once was a VP named Steve,  
At the end of his term he did leave.*

*For years he was the man with the list,  
Mailing it timely, do you get my gist?*

*He made the task look as simple as pie,  
But I'm here to say that's a big, fat lie!*

*Now I can see he was really a pro,  
His data was current and sorted by row.*

*Section presidents wonder what has gone wrong,  
And for a return to the old system they secretly long.*

*But for the New Year I'm letting everyone know,  
Some results from the new guy are going to show.*

*I'll call out the names of members we no longer see,  
With such skill that my successor will grumble about me!*

A little BS  
1-17-92

Bill Stelzner



## SPRING CONFERENCE

HURRY! HURRY! HURRY! HURRY!

San Joaquin Section proudly announces - not one, but two attractions in May. First and foremost, the CASCWA Spring Conference will be held in Fresno at the Holiday Inn Centre Plaza, on Thursday, May 7 through Friday, May 8, 1992. Now is the time to complete your registration for the 1992 CASCWA ANNUAL SPRING CONFERENCE. Second, a featured attraction, a GANG SYMPOSIUM, will precede the CASCWA Spring Conference on Wednesday, May 6, 1992.

MAKE HASTE! HUSTLE! DO NOT DELAY!!

Early-bird registration, a special savings for both the Symposium and the Conference.

The Symposium will feature recognized experts on the current status of youth street gangs throughout California. Spotlighting the expansion of L.A. Gangs throughout the state including the San Joaquin Valley. L.A. County Department of Education publication on Gang origins, membership, identification, and other relevant materials will be provided to Symposium attendees. Moderator, Southern Section's own Al Ybarra. Presenters are from Los Angeles, Sacramento, Stockton, Modesto, and Fresno. Spin-Off sessions from the Gang Symposium on Development of Community Action Plans, including Agency Networking will be incorporated with the CASCWA Spring Conference.

No big secret, the Attorney General of California has confirmed to present the opening Keynote address for the Gang Symposium. Yes, I know in the event matters in Sacramento preclude his attendance, it may be necessary for a Deputy Attorney General to make the presentation. Additionally, Mr. Ray Johnson, Director, Criminal Justice Planning, will be the featured speaker at the V.I.P. Luncheon.

EXPEDITE! FACILITATE! TIME IS OF THE ESSENCE!!

Rooms are spacious. The President's Reception will feature whatnots (healthy nourishment) to facilitate relaxed communications and social interactions. The conference planning committee has endeavored to present a conference focusing on relevant professional issues and problems we all must address in our endeavors to provide safe, nurturing school environments, maximizing the opportunities for pupil success.

Flyers detailing specific information on the conference will be mailed shortly. Significant Early-bird registration discounts are being offered. See you in Fresno on May 6-8, 1992.

HURRY! MAKE HASTE! HUSTLE! DO NOT DELAY!!  
EXPEDITE! FACILITATE! TIME IS OF THE ESSENCE!!

Early-bird registration, a special savings for the Symposium and the CASCWA SPRING CONFERENCE. Twenty-four high interest topics have been scheduled for presentation. Topics include: Pupil Records (recently published Pupil Records Guidelines), presenter, our favorite lady Lillie Wilson, Los Angeles County Office of Education; Cost Effective Alternatives to Expulsion; CASCWA New Officers Orientation, President-Elect Bob Brazil; Residence/Custody of Minors; Round-table Swap Shop; Actual Attendance Accounting, presenter CASCWA's Own Lee Lundberg, San Leandro Unified School District, and John Gilroy, California Department of Education; CASCWA Section Meetings; Private Sector's Role in SARB; President's Reception; Issues in Cultural Based Counseling or Interactions, presenter, San Joaquin's Own, Greg Bass; Legislative Update including all that you really did-not-want-to-know about projected 1992-93 School Funding; Installation of New Officers; Communication skills; specific sessions for SARB - On-Site Attendance, etc., etc.

Early-bird registration, a special dollar savings, first choice selection of sessions (at this time topics are scheduled to be presented only one time, if demand dictates, selected sessions will be repeated). The Holiday Inn, Centre Plaza, is a quality facility. The Fresno Convention Center Meeting

## SOUTHERN SECTION BRINGS CASCWA TO THE MEMBERSHIP



**CHRISTINE SMITH**  
President  
Southern Section

Bringing CASCWA to the membership  
Our Section draws membership from Santa Barbara to the Mexican border and from the Pacific to the desert. Hence, the Southern Section Board's challenge is to bring CASCWA to the membership. In order to do this, we have customarily brought monthly Board meetings different sites. It's a tribute to the local area representatives that these area meetings are always filled with vitality, professional exchange and the fellowship that has become a hallmark of CASCWA.

The September planning meeting was hosted by Bill Ybarra at his Big Bear home where goals and objectives for the year were developed. The October and November meetings here held in the Los Angeles area, hosted by Bill Stelzner, Bill Ybarra and Milt

Dooley of LACOE and Karen Saunders, Agnes Moss and Helen McEuen of LAUSD. An open meeting was hosted by Christine Smith in Oxnard in December. The featured presenter was Anne Pannizon of the Center for Law Related Education who presented a curriculum for students in transition (grades 6 to 7 and 8 to 9). About 25 area educators interested in support for students at risk attended. Karen Chaffin hosted the January meetings in Moreno Valley. She informed us of the challenges to CWA in rapidly growing districts.

Supporting Development of CWA professionals One of the greatest concerns identified by the Board for the year was that of professional development for CWA in the current climate of diminishing resources and added responsibilities. CASCWA Southern Section has co-sponsored a number of conferences and trainings during the fall. These included the Region 8 Student Services Conference on October 10, 11 in Buelton; a training for new CWA staff in the Santa Clarite/high desert area on September 30; and the CASBO SB&S Actual Attendance Bill Conference on November 18 in Baldwin Park. The expertise of Los Angeles County Office Consultants Milt Dooley, Bill Stelzner, Lillie Wilson and Bill Ybarra, Rich Morrison of the Ventura County Office and John Gilroy of the State Department provided us leadership at these events.

## OUT 'N ABOUT WITH RETIREES

(Continued)

Bill Ruth, Southern Section of the Los Angeles County Superintendent of Schools Office is now dividing his time between Palm Springs and Glendale. It was good to hear from Bill. Like many of us, Bill has expressed his concerns about all the negative articles written about education, and wonders what impact there might have been if the politicians and the legislature had accepted responsibility for implementing the education reforms we developed such as SARB and other comprehensive education improvement plans.

We wish you all well Bill, and think of you often for the contributions you have made to education, and the impact your influence had on many of us while trying to solve problems. We wish you many happy days in retirement. Enjoy yourself. Rest assured that you have left a legacy for many to follow.

Don Holton, Southern Section, from Oceanside Unified has bounced back beautifully after being devastated by the loss of his lovely wife, Carol. I truly enjoyed our visit at the last CASCWA Conference in Sacramento. I know Don was totally devoted to Carol and loved her so very much. I was very pleased to have shared some very tender moments with him. Anyway, he is finally enjoying his retirement. He recently flew to the East Coast and was reunited with his biological mother. It was quite a feat after years of doubt of ever seeing her again. He found her in good health, doing quite well. We wish them lots of happiness together. Don is also a volunteer Docent at that Palm Springs Desert Museum. Don is keeping busy in many other activities along with taking care his home. Oh!, he runs five miles a day training for a December Marathon. By the time this report goes to press, he would have already won. Good luck.

Southern Section continued

Bill Ybarra, LACOE, professional standards committee chair, sent a letter to colleges and universities with CWA credential programs offering CASCWA membership expertise as a resource to them, Southern Section is also planning trainings for Los Angeles Unified and San Diego City CWA staff to take place later this year.

The Legislative Committee has been expanded to include three members this year. Milt Dooley, Karen Chaffin and Norma Sierra have taken the responsibility of providing Southern Section timely information on pertinent bills.

Other activities. Along with the distribution of membership in our area and support for professional development, Southern Section will review the section bylaws this year and draft revisions which support the goals and objectives identified for the year by the Board. We're busy but all meetings are dominated by a feeling of collegiality and collaboration which, to me, is at the heart of what CASCWA is all about.



**CASCWA STATE CONFERENCE AND GANG SYMPOSIUM**

**Wednesday-May 6, 1992**

|                  |  |                 |                                     |
|------------------|--|-----------------|-------------------------------------|
| 7:30-8:30 A.M.   | Registration   | 12:00-2:00 P.M. | Luncheon (Awards Acknowledgements). |
| 8:30-9:15 A.M.   | Introduction   |                 | Session III                         |
| 9:15-10:45 A.M.  | Black Gangs  | 2:00-2:50 P.M.  | YRE & Attendance,                   |
| 10:45-12:00 P.M. | Hispanic Gangs                                       |                 | CWA Roundtable Swap Shop,           |
| 12:00-1:30 P.M.  | VIP Luncheon   |                 | School Community/Partnership,       |
| 1:30-2:45 P.M.   | Asian Gangs  |                 | Parenting Program,                  |
| 3:00-5:00 P.M.   | Valley Gangs   |                 | CWA New Officer Orientation,        |
|                  | Presentors (Sacramento, Stockton, Modesto & Fresno). | 3:00-4:00 P.M.  | Community Action Plan.              |
| 5:00-5:15 P.M.   | Wrap-up  |                 | Session IV                          |
|                  |  |                 | Residence/Custody of Minors,        |
|                  |  |                 | CWA Roundtable Swap Shop(Cont)      |
|                  |  |                 | Program-CWA Accounting(SASI),       |
|                  |  |                 | Community Action Plan(Cont),        |
|                  |  |                 | Positive Attendance Accounting,     |
|                  |  |                 | Private Sectors Role In SARB.       |

**FLASH: LATE CONFIRMATION  
A.G. DAN LUNGREN WILL SPEAK  
AT GANG SYMPOSIUM**

**Thurs.-May 7 CASCWA State Conference**

|                  |                              |  |                        |
|------------------|------------------------------|--|------------------------|
| 8:00-9:00 A.M.   | Registration                 |  |                        |
| 9:00-10:00 A.M.  | Welcome                      |  |                        |
| 10:0-10:50 A.M.  | Session I                    | 4:00-4:50 P.M.                               | Session V              |
|                  | Pupil Records,               |  | Section Meetings,      |
|                  | Communication Skills,        | 6:00-7:00 P.M.                               | President's Reception, |
|                  | Alternatives to Expulsion,   | 7:00 -UNTIL                                  | Dinner On Your Own..   |
|                  | Community Action Plan,       |  |                        |
|                  | Back in Control.             |  |                        |
| 11:00-12:00 P.M. | Session II                   | <b>Friday.-May 8 CASCWA State Conference</b> |                        |
|                  | Attendance Accounting,       | 8:30-9:00 A.M.                               | Installation of New    |
|                  | Communication Skills,        |  | Officers.              |
|                  | Notification,                | 9:00-10:00 A.M.                              | Legislative Update     |
|                  | Community Action Plan(Cont), | 10:00-10:30 A.M.                             | Wrap-up                |
|                  | Operation Stay in School.    |  |                        |

**HOTEL RESERVATION REQUEST - MAY 5-8, 1992**

Name(print) \_\_\_\_\_ Add'l. Person \_\_\_\_\_  
 Address: \_\_\_\_\_ Phone: (\_\_\_\_) \_\_\_\_\_  
 City: \_\_\_\_\_ State: \_\_\_\_\_ Zip: \_\_\_\_\_  
 Number of Rooms: \_\_\_ Number in Party: \_\_\_ Arrival Date: \_\_\_ Arrival Time: \_\_\_ Departure Date: \_\_\_\_\_

All written reservations must be received 30 days prior to arrival date. Please enclose entire amount of First Night's Lodging (plus 12% room tax) by check or major credit card number in order to assure reservation.

INDICATED TYPE OF ROOM(S) DESIRED: King \_\_\_\_\_ 2 Beds \_\_\_\_\_  
 SPECIAL REQUEST: \_\_\_\_\_

RATES: SINGLE \$65.00 DOUBLE: \$65.00  
 Credit Card #: \_\_\_\_\_ Expiration Date: \_\_\_\_\_ or Check Enclosed \$ \_\_\_\_\_

Check in time not before 3:00 p.m. on arrival date.

Mail to: **Holiday Inn Centre Plaza  
 2233 Ventura Street  
 Fresno, California 93721  
 Phone: (209) 268-1000**



Registration

CASCWA STATE CONFERENCE & GANG SYMPOSIUM

Registration Form

Name \_\_\_\_\_ Business Phone ( ) \_\_\_\_\_
Address \_\_\_\_\_ Home Phone ( ) \_\_\_\_\_
City \_\_\_\_\_ State \_\_\_\_\_ Zip \_\_\_\_\_

Primary Work Setting:

Education \_\_\_\_\_ Title \_\_\_\_\_
Law Enforcement \_\_\_\_\_ Title \_\_\_\_\_
Probation \_\_\_\_\_ Title \_\_\_\_\_
Social Services \_\_\_\_\_ Title \_\_\_\_\_
Judicial \_\_\_\_\_ Title \_\_\_\_\_
Other \_\_\_\_\_ Title \_\_\_\_\_

1. "GANG SYMPOSIUM" Wednesday - May 6, 1992

Table with 4 columns: Must be postmarked by, Early Bird, Advanced, On Site. Rows include Gang Symposium Registration and VIP Luncheon.

1.Subtotal: \_\_\_\_\_

2. CASCWA STATE CONFERENCE REGISTRATION FEES - MAY 7 & 8, 1992

(Includes Luncheon & Reception)

Table with 4 columns: Must be postmarked by, Early Bird, Advanced, On Site. Rows include CASCWA Member, Non-Member, and CASCWA registration.

2.Subtotal: \_\_\_\_\_

3. EXTRA MEAL TICKETS (for Guests Not Registered for Conference:)

Wednesday, V.I.P. Luncheon \_\_\_\_\_ X\$20.00=\_\_\_\_\_
Thursday-CASCWA Luncheon \_\_\_\_\_ X\$25.00=\_\_\_\_\_

3.Subtotal: \_\_\_\_\_

4. CASCWA MEMBERSHIP RENEWAL - 1992-93

\$30.00

4.Subtotal: \_\_\_\_\_

5. COMBINATION PACKAGE PLAN - CASCWA STATE CONFERENCE & GANG SYMPOSIUM MAY 6, 7, & 8, 1992

Table with 4 columns: Must be postmarked by, Early Bird, Advanced, On Site. Rows include CASCWA Member, NON-Members, and VIP Luncheon.

5.Subtotal: \_\_\_\_\_

REGISTRATION FEES

- 1. Gang Symposium Registration Only \$ \_\_\_\_\_ Make check payable to:
2. CASCWA State Conference Registration \$ \_\_\_\_\_ CASCWA.
3. Extra Meal Tickets \$ \_\_\_\_\_
4. CASCWA Membership Renewal \$ \_\_\_\_\_ Total Amount:\$ \_\_\_\_\_
5. Combination Package \$ \_\_\_\_\_

MAIL COMPLETED REGISTRATION TO: CLOVIS UNIFIED SCHOOL DISTRICT
CHILD WELFARE & ATTENDANCE
Direct Questions To: 55 SHAW SUITE 207
(209) 297-7382 CLOVIS, CALIFORNIA 93612



