

4-1977

Report of the Public Education Study Committee

Jacksonville Council on Citizen Involvement

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Jacksonville Council on Citizen Involvement



REPORT OF
THE PUBLIC EDUCATION STUDY COMMITTEE

APRIL, 1977

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Jacksonville Council on Citizen Involvement



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THE PUBLIC EDUCATION STUDY COMMITTEE

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Jacksonville Council on Citizen Involvement Inc.

The Jacksonville Council on Citizen Involvement Public Education Study Committee Report is subdivided into three Task Force Reports:

1. The Report of the Task Force on Learning
(Kindergarten - Grade Six)
2. The Report of the Task Force on Funding
3. The Report of the Task Force on the Federal Court Order

The members of the Management Team of the Public Education Study Committee were:

Robert Schellenberg, Chairperson	
Mary Lou Short	James C. Rinaman
Clanzel T. Brown	Genie Cooke

The members of the three Task Forces were:

Task Force on Learning (K-6)

Harry Reagan, Co-Chairperson	
Clanzel Brown, Co-Chairperson	
Dr. Ezekiel Bryant	Bruce Manning
Dr. Emmet Ferguson	Joseph F. Mikulas
Sallie Garlington	Helen Hoekenga
Ike James	Anne Ross

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The three Task Forces of the Public Education Study Committee were staffed by Andrew (Andy) T. Parker, Jr.



JACKSONVILLE COUNCIL ON CITIZEN INVOLVEMENT REPORT

FUNDING PUBLIC EDUCATION IN DUVAL COUNTY, FLORIDA

A Report Prepared by the Task Force on Funding
of the
Public Education Study Committee

Robert Schellenberg, Chairperson
Public Education Study Committee

Mary Lou Short, Chairperson, Task Force on Funding

Andrew T. Parker, Jr., Associate Director, Staff
Task Force on Funding

March, 1977

Jacksonville Council on Citizen Involvement, Inc.
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JACKSONVILLE COUNCIL ON CITIZEN INVOLVEMENT REPORT

LEARNING IN KINDERGARTEN THROUGH GRADE SIX IN
THE DUVAL COUNTY SCHOOL DISTRICT

A Report Prepared by the Task Force on Learning (K-6)
of the
Public Education Study Committee

Robert Schellenberg, Chairperson
Public Education Study Committee

Harry Reagan, Co-Chairperson, Task Force on Learning (K-6)
Clanzel Brown, Co-Chairperson, Task Force on Learning (K-6)

Andrew T. Parker, Jr., Associate Director, Staff
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March, 1977

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THE JACKSONVILLE COUNCIL ON CITIZEN INVOLVEMENT
PUBLIC EDUCATION STUDY COMMITTEE
TASK FORCE ON LEARNING (KINDERGARTEN - GRADE 6)

INTRODUCTION:

The Board of Directors of the Jacksonville Council on Citizen Involvement selected Public Education as one of its major study areas for 1976-1977. The Public Education Study Committee divided its work into three Task Forces: a Task Force on the Funding of Public Education; a Task Force on Learning (Kindergarten - Grade Six); and a Task Force on the Federal Court Order.

The Board established a Management Team to guide the work of the three (3) task forces, chaired by Robert Schellenberg. He was assisted by Mary Lou Short, Clanzel Brown, Genie Cooke, and Jim Rinaman.

During the summer of 1976 the Management Team of the Public Education Study Committee explored the scope of work which each Task Force would address. The charge of the Management Team to the Task Force on Learning (Kindergarten - Grade 6) was:

1. What are the criteria for judging the process of education in Duval County?
2. What are the criteria for judging the values or worth of education in Duval County?
3. How can we improve learning in Duval County's schools? (Kindergarten - Grade 6).

TASK FORCE MEMBERSHIP:

This task force report was developed by citizens of Duval County who were interested in supporting public education. There were no public school administrators, principals or teachers on the task force. However, there were some professional educators on the task force.

The basic goals of this citizens' task force were to look at the learning and teaching in the schools in Duval County and make some conclusions and recommendations regarding standards and accountability related to learning and teaching.

The Task Force on Learning (K-6) developed its conclusions and formulated its recommendations based on what it learned from the Resource Persons who testified at its fact-finding sessions. The data from Resource Persons was supported by staff research.

A total of ten (10) members actively participated in the work of the Learning (K-6) task force. Seven of the ten task force participants were members of JCCI.

The Co-Chairpersons of the Task Force on Learning (K-6) were Clanzel Brown and Harry Reagan. The other task force members were:

Dr. Ezekiel Bryant	Bruce Manning
Dr. Emmet Ferguson	Joseph F. Mikulas
Sallie Garlington	Helen Hoekenga
Ike James	Anne Ross

The Task Force on Learning was staffed by Andy Parker and assisted by Ida Cobb, Karol Harden, Vicki Vega and Brenda Ross.

TASK FORCE ORGANIZATION:

The Learning (K-6) Task Force met for the first time on October 6, 1976. The Task Force held nine (9) fact-finding sessions between October 13, 1976 and January 24, 1977.

During February and March, 1977 the Task Force developed conclusions and recommendations based on its fact-finding:

Resource Persons:

- Dr. Charles Cline, Assistant Superintendent for Curriculum, Duval County Schools
- Dr. William Staats, Assistant Superintendent for Program and Pupil Evaluation, Duval County Schools
- Dr. Royal Van Horn, University of North Florida, Dept. of Secondary and Elementary Education
- Dr. Howard Winesett, Supervisor, Program and Pupil Evaluation Division, Duval County Schools
- Dan Cook, Executive Director, Daniel Memorial Residential Treatment Center
- Darrell Shields, Consultant, Southern Association of Colleges and Schools
- Nancy Gray, Representative, Duval Teachers United
- Nancy Harrison, Teacher, Susie Tolbert 6th Grade Center
- Laurie Murray, Teacher, Paxon Junior High
- Eddie Jones, Teacher, Sandalwood High

FINDINGS

Accreditation:

The Southern Association of Colleges and Schools is a regional accrediting organization whose approval implies a higher sense of worth and value to a school's educational processes and products.

Accreditation by the Southern Association of Colleges and Schools for Duval County Elementary and Junior High Schools has never sought prior to September 1976.

In September 1976, the School Board acting on the recommendation of the school administration announced a goal of having every Elementary and Junior High School accredited by the Southern Association within the next three years.

Kindergarten:

The National Perspective of Kindergarten programs has been shaped by over a decade of Federal Categorical Program interventions. The scope and level of the Federal commitment has been mercurial at best. During the 1960's Great Society Programs, the Federal intervention into kindergarten programs took a dual thrust:

1. The Department of Health, Education, and Welfare initiated kindergarten programs through Legislative mandate in the Office of Education's office of Child Development (OCD). The kindergarten programs funded through the OCD were related to either a Full Year or Part Year Head Start Program or a Parent and Child Center.
2. The 1967 Social Security Act amendments established Title IV which provided a legislative mandate for day care for low income families. This included kindergarten where there was no maintenance of effort (duplication). Title IV was rewritten as Title XX in the 1974 Social Security Act Amendments. This did not change the level of funding commitments of the Federal Government.

Therefore, the Federal Government has had no specific national policy on kindergarten. The Federal legislation which funds kindergarten does so as an ancillary program to another entitlement. There is no large amount of Federal monies available for funding kindergarten presently.

The State of Florida's policy regarding kindergarten is appealed in law (Chapter 228.051) which states:

"The public schools of the state shall provide thirteen consecutive years of instruction, beginning with kindergarten"

"Kindergarten - Kindergarten classes, comprising children [of the proper age (age 5 years before January 1)] ... shall be established by the School Board, provided sufficient children of these ages are available to make possible an organization of at least 20 such children in any school. Such classes shall be implemented on a statewide basis in annual increments so that all children shall be served by the 1973-74 school year."

The State of Florida has not made appropriations to finance facilities for Kindergarten and many schools cannot provide the proper environment for a kindergarten program in their present facilities.

The Duval County School District policy regarding kindergarten is identical with the State policy. However, both the State and local policies are not practiced in that all children are not served by public school kindergarten.

Many children never enter a public kindergarten in the Duval County School District. A child is placed on a waiting list until there is a vacancy in one of the established classes. Recently the classes have been filled after the first graders are tested by children who are removed from a first grade program and placed back into a kindergarten program.

Over 7,241 children attend Duval County School District Kindergarten. However, there are over 9,250 students who are eligible. Private and other public kindergartens (Title XX) serve some of the 2,250 students who do not attend a public school kindergarten. 193 kindergarten students are served by Title XX Day Care Centers in Duval County. Full Year Head Start serves only five (5) students who are eligible for public school kindergarten.

Testing:

The Task Force on Learning (K-6) found that there are three basic kinds of tests:

1. Comparative tests
2. Evaluative tests
3. Diagnostic tests

First: Comparative tests can tell us how well our school or our school district is doing in relation to other schools or school districts. They can rank a student against an average or norm.

Second: Evaluative tests can be used at the end of a course or school year to provide a method for a student to demonstrate competency or skill attainment.

Third: Diagnostic tests are used to help place a student in the program or course of study that is best for him or her. They can help a teacher identify a student's strengths and weaknesses in order to focus his/her teaching efforts.

The Duval County School District provides many tests on a district wide basis. In addition to these district wide tests (which may be given to all students or to particular grades district wide), many tests are given for a particular course: and of course, every teacher tests her students periodically.

The district wide tests used in the Duval County School District are:

- (a) the Stanford Achievement Test (SAT) which is given to all regular students in every grade each year;
- (b) the Cognitive Ability Test for 4th and 6th graders;
- (c) the Drug Survey which is given to ten percent of all students in grades 6 - 12;
- (d) the Ohio Vocational Interest Survey which is given to 9th graders in those schools which choose to use the test;
- (e) the Florida State Assessment Test given to all 3rd and 5th graders in 1976-77 but will be given to 3rd, 5th, 8th, and 11th graders beginning in 1977-78;
- (f) the Statewide 8th Grade Test (will be discontinued next year);
- (g) the Computational Skills Test given first to 9th graders and to all 10th - 12th graders who failed it or who missed it in the 9th grade. A student must pass it before graduation;
- (h) the Stanford Early School Achievement Test given to all kindergarten students (beginning in September 1977);
- (i) the Functional Literacy Test which is required before graduation;
- (j) the Essential Skills Test given to all students - Kindergarten - Grade 6; and
- (k) the Minimum Level Skills Test given to all students in grades 7 - 12.

The district wide tests used in the Duval County School District might be in conflict with the State of Florida's educational testing program beginning in 1977-78 because the State is developing similar tests to those already in use in Duval County.

The Task Force on Learning (K-6) could not find a clear policy regarding testing in the Duval County School District.

The Task Force on Learning (K-6) analyzed the use of the Stanford Achievement Test (SAT) in the Duval County School District and found that:

- (a) the Duval County School District is using the Stanford Achievement Test (SAT) without considering its relationship to the evolving curriculum in the School District. Curriculum development should precede the development or purchase of tests so that one can choose tests which are well related to the curriculum. Many items on the SAT are not in the curriculum.
- (b) The Stanford Achievement Test (SAT) is derived from school districts which are generally not from the Southeastern United States, are small (4,000 - 8,000 pupils), have only 16% minority pupil populations, are non-urban school districts. The SAT also includes data from private schools. Duval County, on the other hand, is a large, urban, Southeastern U. S. school district with 111,000 public school pupils which are 32% minority.
- (c) In order to improve Stanford Achievement Test (SAT) in the Duval County School District teachers (and other professionals) have been asked to prepare and teach curriculum objectives based on the SAT. This has led to comments by teachers and principals regarding "teaching to the test" in order to raise SAT scores.

Curriculum:

Resource persons reported that there is apparently no well defined curriculum for the Duval County School District. Teachers do not know what the student learned during the previous year nor what the student will be taught during the following year (as a general rule).

Parents are usually not involved in curriculum development or curriculum interpretation.

The only consciously established continuity in learning in the school district is that continuity created by standardized textbooks and standardized tests.

Teacher Evaluation:

The present process of teacher evaluation in the County is described in lengthy documents that create a set of circumstances making significant evaluation a difficult process.

School Board members and principals have stated that a number of teachers who are not competent to teach are teaching in the Duval School District. Although a few teachers have been persuaded to resign, only one teacher in recent history has been involuntarily terminated for incompetency.

Resource persons indicated that principals have given favorable ratings to incompetent teachers in order to allow for these teachers to transfer to another school.

Adults in the Classroom:

The number of adults in the classroom is one of the most significant factors in the learning environment (See Attachment A).

Volunteers and paid teacher aides are viable alternatives for increasing the number of teachers in the classroom. To be effective, they must be recruited and trained; and used by teachers who are also trained in the classroom learning process.

Class Size:

Class size is a significant factor in the quality of learning in a classroom. There are critical "breakpoints" (below 5, 16, and 25 students) which provide a significant improvement in the quality of learning. (See Attachment A).

For example, consider a classroom whose size is twenty-seven (27) students. A critical breakpoint would occur if the size could be reduced below twenty-five (25) students; however, it would not significantly improve the quality of learning if class size was only reduced only to twenty-six (26).

The cost for reducing class size by one (1) student in the Duval County School District is over \$1.8 Million.

Morale in the School District:

Resource persons reported as a consistent theme that low morale of school personnel is a concern in the school system.

Reports are that teachers and other employees in the school system feel that the approaches and attitudes of the Duval County School Board and Administration have created an environment which is detrimental or at least proscriptive to their integrity and function.

Basic Education:

The "back to the basics" movement of the Duval County School Board and Administration (e.g. the return to teaching the basic skills of reading, writing and computation) has been sparked by a number of developments including:

- decline in standardized test scores
- demand from the public for more educational accountability

Social Promotion:

The current policy of the School Board is for no social promotion. "No social promotion" is an effective policy when coupled with adequate special programs to assist students who are not promoted.

Parental Involvement:

Parental involvement is one of the most significant factors in the educational process of a child, a school, and a school district.

Curriculum:

Clarification of curriculum should be of primary concern to educators and parents. A curriculum must be established and defined so that we can "teach to the curriculum". If the SAT objectives are to be the curriculum in Duval County then teaching to SAT seems logical. However, the Duval County School Board needs to address the policy questions regarding:

- . curriculum design and development
- . use of tests
- . relationship of curriculum to tests

Curriculum development is not presently based on standards and goals which are defined and developed with involvement of the community.

Basic Education:

The quality of education at the level of basic skills is an appropriate and proper concern for school policy makers. There should also be a concern for "education beyond the basics".

Social Promotion:

Retention of a student at the same grade level (no social promotion) is an educational strategy that can work when the retained student is given special attention with adequate special programs and there is parental and teacher support.

Parental Involvement:

The effort toward parental involvement in the schools should be strengthened with additional policy support from the Duval County School Board and with additional administrative support from school administrators.

Single Grade Schools:

Single grade schools impede curriculum continuity, discourage adequate parental involvement, and are not educationally sound.

RECOMMENDATIONS

- . The Task Force on Learning (K-6) recommends that the Duval County School District continue to work toward Southern Association of Colleges and Schools (SACS) accreditation of all Duval County's elementary and junior high schools by January 1980, even though there will be additional costs because many schools will need significant improvements in both educational processes and facilities before they can qualify for accreditation. Further, the Task Force on Learning (K-6) recommends that the Duval County School Board report annually to the community on the progress of accrediting our elementary and Junior High Schools.
- . The Task Force on Learning (K-6) recommends that the Duval County School District make clear distinctions between schools which are affiliated with the Southern Association of Colleges and Schools (SACS) and those accredited by SACS. Affiliation means nothing more than making an application with an intention toward accreditation. Accreditation means that a school meets basic standards of SACS.
- . The Task Force on Learning (K-6) recommends that the State of Florida make kindergarten a mandatory requirement and a pre-requisite for first grade.
- . The Task Force on Learning (K-6) recommends that the Duval County School Board immediately recruit and enroll all eligible children in kindergarten beginning in the 1977-78 School Year.
- . The Task Force on Learning (K-6) recommends that the Duval County School Board develop a policy regarding district wide tests after a comprehensive review of which tests are needed to improve the quality of education in the school district.
- . The Task Force on Learning (K-6) recommends that the Duval County School Board make a conscious policy regarding whether or not the curriculum objectives of the Duval County School District should be based on the Stanford Achievement Test (SAT). An implication of this recommendation is that: The curriculum in the school district should be a deliberate policy decision and should be defined before the testing program is developed. The use of the Stanford Achievement Test (SAT) needs reviewing in particular if it is going to provide the curriculum objectives in the school district.
- . The Task Force on Learning (K-6) recommends that the Duval County School Board and administration develop curriculum with broad-based citizen input so that the curriculum of the school district reflects community values and standards.
- . The Task Force on Learning (K-6) recommends that the Duval County School Board review its policy regarding evaluation of supervisors and teachers and insure that:
 - (a) the evaluation process is adequate in helping to identify personnel who should be counseled, upgraded, or terminated;

- (b) the evaluation process provides an adequate basis for effecting termination while protecting the rights of those being terminated;
- (c) those who must use the evaluation process be adequately trained;
- (d) the evaluation process be used to terminate those personnel who are incompetent.

. The Task Force on Learning (K-6) recommends that the Duval County School Board review its policy on adults in the classroom to:

- (a) determine the best cost-benefit plan of using teacher aides;
- (b) examine the level of training provided and the effectiveness of teacher aides;
- (c) clarify the role of teacher aides and their relationship with teachers;
- (d) determine if all other categories of district staff are properly trained for the roles they assume in a classroom; and
- (e) determine the role, level of training, and relationship of adult volunteers to paid employees.

. The Task Force on Learning (K-6) recommends that the Duval County School Board should review class size in all grades but should reduce classroom size in Kindergarten through Grade Three in other special programs.

. The Task Force on Learning (K-6) recommends that the Duval County School Board and School Administration make positive, determined, and persistent efforts to deal with school district morale.

. The Task Force on Learning (K-6) recommends that the Duval County School Board and School Administration provide a well-rounded educational program which provides a foundation in the "basics"; but which goes "beyond the basics" with such programs as music, art, consumerism, environmental preservation, parental skills, sex education (with parental permission) etc. The Task Force especially emphasizes the physical education program and recommends that our children be provided with personal fitness which provides them with healthfulness which will endure throughout their adult life.

. The Task Force on Learning (K-6) recommends that the Duval County School District review the "no social promotion" policy to:

- (a) insure that the students who are not promoted are provided with compensatory education either in summer school or in special programs; and

- (b) insure that classroom teachers' evaluation of a student's abilities and performance are given equal weight to standardized tests relation to promotion.

- . The Task Force on Learning (K-6) recommends that the Duval County School Board and School Administration support the development of a Local School Advisory Committee at each school in the School District and make effective use of the Local School Advisory Committee at each school.
- . The Task Force on Learning (K-6) recommends that the Duval County School Board redesign pupil attendance so that there will be no single-grade schools such as Sixth Grade Centers. Sixth grade children belong in an elementary school or a middle school.
- . The Task Force on Learning (K-6) makes the following special recommendations with the hope that the quality of teaching and learning in the classroom can be enhanced and that parents can more adequately understand and support what happens in the classroom. We recommend that the learning program of each student in the school system be discussed at a teacher-student-parent conference during the first three weeks of each school year so that:
 - (a) teachers will have an opportunity to outline and present their teaching goals in the presence of both the parent and the student;
 - (b) students will have an opportunity to discuss the teachers' goals, and to better understand what they will be expected to learn;
 - (c) parents will have a better understanding of what their child is being taught and expected to learn so that they can help motivate their child and ask better questions of teachers when there are problems.

APPENDIX A

"DATA RELATING TO CRITERIA FOR EDUCATIONAL EXCELLENCE"

(Source: Research Notes, Martin N. Olson, Associate Director, Institute of Administrative Research, Columbia University, 1976).

[NOTE: Classroom observations were conducted in 18,528 instances in 112 mainly suburban school districts located in 11 metropolitan regions across the U.S. to generate the data presented below: This sample included 9,961 elementary schools and 8,567 secondary schools. This the most extensive survey of American Education ever undertaken in one study.]

1. At the elementary (and secondary) levels style of educational activity was the single strongest overall predictor of quality. Particularly high scoring styles were: small group work, individual work, lab work, pupil reports, and demonstrations.

TABLE 1

Elementary and Secondary Observations
Scored by Style of Educational Activity

Style	Elementary			Secondary		
	Number	%	Scores	Number	%	Scores
Question answer	1,580	16	3.93	1,547	19	3.69
Discussion	765	8	7.79	923	11	7.03
Lecture	180	2	1.03	813	10	1.09
Small-group work	618	6	11.66	333	4	9.80
Library work	91	1	6.73	34	0	6.68
Individual Work	1,357	14	8.76	1,149	14	8.76
Demonstration	318	3	7.12	294	4	5.60
Laboratory work	115	1	9.01	431	5	8.42
Test	321	3	2.06	599	7	1.16
Movie	126	2	2.93	247	3	1.32
Television	85	1	3.01	13	0	3.96
Other	939	10	4.80	735	9	4.38
Seat work	2,942	30	5.22	941	11	2.17
Rehearsal	79	1	1.65	118	1	4.72
Pupil report	231	2	7.16	166	2	7.50
Total observations	9,961			8,567		
Mean scores			5.96			4.83

* Number The number of times the variable was observed or present in the survey.

% The percent of times the variable was observed or present in the survey.

Score A ranking or scale of the relationship between the variable and an indicator of quality (a measurement for predicting quality). The higher a score, the more significant the variable in predicting quality in the classroom.

2. The relation between class size and other criteria of educational excellence were well defined and consistent throughout each level of analysis in this study. The smaller classes produced higher scores than the larger ones.

Special recognition should be given to the critical break-points between class sizes where sharp drops occur in performance scores. A school system should consider altering their adult/pupil ratio only if such an alteration reduces the ratio on the right side of a critical breakpoint.

Critical breakpoints occur when class size is reduced below 5, 16, or 25.

It would not significantly enhance the quality of learning in a class to reduce its size from 27 - 26. However, if its size could be reduced from 27 - 25 a significant improvement in the quality of learning will be realized.

Thus, if this data were used by a school system in its efforts to reduce class size, such strategies as a focus on a particular grade or program might be very significant in improving the quality of education in the System.

TABLE II

ELEMENTARY AND SECONDARY OBSERVATIONS
Scored by Class Size

Class Size	Elementary		Secondary	
	Number	Scores	Number	Scores
Under 5	155	10.61	77	8.31
5-10	218	> 8.34	505	> 8.45
11-15	310	> 8.34	1,248	> 6.25
16-20	1,395	> 7.26	2,032	> 4.73
21-25	3,736	> 6.45	2,427	4.25
26-30	2,898	> 4.73	1,361	3.93
31-35	931	4.66	361	3.51
36-40	129	3.17	136	4.41
41-50	64	4.38	121	3.65
50+	94	2.22	260	3.22
Total observations	9,961		8,567	
Mean Scores		5.96		4.83

3. Substitute teachers are the least effective strategy to handle teacher absences in terms of what goes on in the classroom. Teacher aides and student teachers scored as much as 4.7 mean points higher than substitute teachers.

TABLE III

Elementary and Secondary Observations
Scored by Type of Teacher

Type of Teacher	Elementary		Secondary	
	Number	Scores	Number	Scores
Regular	8,418	6.12	8,020	5.01
Specialist	1,164	5.82	187	4.99
Substitute	255	1.98	216	0.27
Student teacher	83	3.62	102	2.76
Teacher aide	7	3.21		
Total observations	9,961			
Mean Scores		5.96		4.83

4. In no case did the greater number of adults in the classroom affect scores as significantly as one might imagine. Most scores of two or more adult situations were near to or lower than one-adult situations. Two adult classrooms in the elementary level did increase scores somewhat.

TABLE IV

Elementary and Secondary Observations
Scored by Number of Adults in Classroom

Number of Adults	Elementary		Secondary	
	Number	Scores	Number	Scores
One	8,992	5.88	7,840	4.85
Two	662	7.24	504	1.59
Three	73	5.34	52	2.01
Four	34	3.97	19	6.76
Total observations	9,961		8,567	
Mean Scores		5.96		4.83

5. Four variables (sex of teacher, which half of a period is used, the time of day a subject is taught, and the number of non-white students) were found to be insignificant as predictors of the quality of education.

APPENDIX B

STANDARDIZED TESTING

(Source: Citizen Involvement Network, 1976
1211 Connecticut Ave., N. W., Washington, D. C.)

Standardized intelligence, aptitude and achievement tests are widely used in American schools today. (Committee Comment: Duval County tests some 111,000 students each year, has a full-time test administration staff, and will spend more than \$191,473 on tests, testing materials and test processing this year.)

The case for the objective assessment of educational achievement through testing is based on the argument that we should try to measure accurately what children are able to do, and we should measure so that we can compare our results with those in other schools. Parents and taxpayers have a right to some evaluation of the educational system they must support, test advocates argue.

But the standardized tests have recently been the targets of a great deal of criticism. Critics say that the tests are culturally biased and thus discriminate against minority groups; that they often have misleading results, which result in harm to those tested; that they prompt people to think of students in stereotypes, such as "gifted" or "retarded"; and that they influence teacher expectations of student potential.

Recently, educational publications have published pertinent opinions from a variety of educators, social scientists and other specialists. The educators generally indicted all standardized tests. They said the tests, which have multiple-choice answers, are misleading, often incorrect, superficial and anti-intellectual.

Some school systems appear to be happy with standardized tests, especially those whose students are performing at or above the national norm. But in many school systems, the tests have proved to be failures and have raised disturbing questions.

Royal Oaks, Mich., and Bakersfield, Calif., are two cities which instituted massive testing programs. In both places, the school administration promised that the new testing programs would show pupil gains and would therefore upgrade public confidence in the school system. But the tests were not selected for their attention to local goals or instructional content. Further, under threat of being evaluated on how well the student performed, teachers began to "teach to the test" or even the test itself. Children bored with the constant testing, reacted badly or refused to take the tests seriously.

All in all, the tests were a failure. In both cities, teachers found the testing programs so burdensome and counter productive that they called for outside evaluations of the programs. Two different panels of professionals recommended that the tests be reduced in number and importance. Most of the tests offered across the country are called "norm-referenced" which means they compare a single student with all other students who take the same test. Many educators say such tests do not tell anything about a person's potential or what mistakes he keeps making; they say nothing that will help a student improve his performance.

JACKSONVILLE COUNCIL ON CITIZEN INVOLVEMENT REPORT

FUNDING PUBLIC EDUCATION IN DUVAL COUNTY, FLORIDA

A Report Prepared by the Task Force on Funding
of the
Public Education Study Committee

Robert Schellenberg, Chairperson
Public Education Study Committee

Mary Lou Short, Chairperson, Task Force on Funding

Andrew T. Parker, Jr., Associate Director, Staff
Task Force on Funding

March, 1977

Jacksonville Council on Citizen Involvement, Inc.
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THE JACKSONVILLE COUNCIL ON CITIZEN INVOLVEMENT
PUBLIC EDUCATION STUDY COMMITTEE
TASK FORCE ON FUNDING

INTRODUCTION:

The Board of Directors of the Jacksonville Council on Citizen Involvement selected Public Education as one of its major study areas for 1976-1977. The Public Education Study Committee divided its work into three Task Forces: A Task Force on the Funding of Public Education; a Task Force on Learning (Kindergarten - Grade Six); and a Task Force on the Federal Court Order.

The Board established a Management Team to guide the work of the three (3) task forces, chaired by Robert Schellenberg. He was assisted by Mary Lou Short, Clanzel Brown, Genie Cooke, and Jim Rinaman.

During the summer of 1976 the Management Team of the Public Education Study Committee explored the scope of work which each Task Force would address. The charge of the Management Team to the Task Force on Funding was:

1. To examine the sources of funds for Duval County's schools;
2. To review how funds were spent for public education by the school system; and
3. To provide some guidance for the School System and the Community in relationship to their planning for the future development of Public Education in Duval County.

TASK FORCE MEMBERSHIP:

This task force report was developed by citizens of Duval County who were interested in and supportive of public education. Most of the Task Force Membership had no detailed knowledge of public education funding, but this was not viewed as a liability, as many knowledgeable and capable resource people were available to the Task Force.

The basic goals of this citizens' task force were to look at the funds for public education in Duval County (and the sources of those funds) and make some conclusions and recommendations regarding the adequacy, allocation, and the "value for the dollar" of public education funds in Duval County.

The facts which support the conclusions of this task force report were developed by interviewing resource persons who were knowledgeable about public education funding and by the secondary research efforts of task force members and staff.

A total of ten (10) members actively participated in the work of the Funding Task Force. Seven of the task force participants were members of JCCI.

The Chairperson of the Task Force on Funding was Mary Lou Short.

The other task force members were:

Dr. Roseann Cacciola	Reverend James Farr
L. Orville Calhoun	James C. Higgins, Jr.
Joe Considine	Dr. James Owen
O. B. Cosby, Jr.	Fred Schultz
	Reverend Albert Wells

The Task Force on Funding was staffed by Andy Parker and assisted by Ida Cobb.

TASK FORCE ORGANIZATION:

The Funding Task Force met for the first time on October 6, 1976.

The Task Force held nine (9) fact-finding sessions between October 13, 1976 and January 24, 1977.

During February and March, 1977 the Task Force developed conclusions and recommendations based on its fact-finding.

Resource Persons:

- Carl Ogden, Duval Delegation, Florida House of Representatives
- Jim Clemmons, Officer for Financial Planning & Auditing, Duval County Schools
- Dr. Richard Griffith, Assistant Superintendent for Personnel, Duval County Schools
- Tom Higgins, Budget Officer, Duval County Schools
- Ms. Jewel Israel, Principal, West Riverside Elementary
- Mr. Robert Thweatt, Principal, Carter G. Woodson Sixth Grade Center
- Ms. Ennis Woodley, Principal, Fort Caroline Elementary
- Nancy Gray, Duval Teachers United Representative
- Nancy Harrison, Teacher, Susie Tolbert Sixth Grade Center
- Laurie Murray, Teacher, Paxon High School
- Eddie Jones, Teacher, Sandalwood Junior/Senior High School

FINDINGS:

In order to understand better the funding issues that are relevant to the Duval County School System and the total community, the following background is presented:

1. The National Perspective

The financial crisis facing public education throughout the nation is a severe one. Inflation, lower priorities for educational funding at the state and local levels, falling enrollments, and teacher demands for higher salaries have created enormous problems for many school districts. Schools are laying off teachers, increasing class sizes, cutting out art and music programs, and curtailing extra-curricular programs. The crisis is particularly acute in the cities.

Large numbers of voters, hard hit by recession and inflation, and unwilling to put up with increases in property taxes, have rejected additional educational tax levies on numerous occasions.

Many experts see the public's refusal to vote new taxes or bond issues for public education as a sign of deep dissatisfaction with what's happening in schools. Thus, the financial crisis in education today stems from a lack of confidence in our schools.

Americans are rebelling against schools that seem to gobble up more and more tax dollars while they don't teach students to read and write and compute as well as previously.

2. The State Perspective:

The State of Florida has struggled since 1947 to create an equitable method of distribution for the dollars it has provided for children in its sixty-seven county-wide school systems.

2. The State Perspective (Cont'd):

In 1973, the Florida Legislature passed the Florida Education Finance Program (FEFP). The FEFP changed the focus of state dollars for public education from allocations based on the number of teachers or classrooms to allocations based on the individual student and the particular program he or she participates in.

The purpose of the FEFP is to guarantee each student attending a public school in Florida the availability of programs and services which meet their educational needs and which are substantially equal throughout the state.

A brief overview of the FEFP is as follows:

The FEFP provides a formula for allocating State revenue to the 67 county-wide school systems in the state. The formula is based on:

1. The number of students in a county school system.
2. The kind of programs and/or the grade students attend.
3. A base student allocation which is determined by the legislature annually. This determination is based on estimates of state revenue available for public education and projections of the number of students. The statewide pupil population is divided into the revenue estimates to obtain the base student allocation.
4. The local effort of each county to fund education. Each school district is required to levy the millage rate which the state legislature specified as the local required effort. In 1976-77 the rate is 6.3 mills. A school district may levy up to 8 mills.

(NOTE: There are other elements in the FEFP formula but they have not been used to allocate money to date.)

The basic amount of money for a school district in Florida for current operation under the FEFP is determined in the manner shown on the following page.

BASIC AMOUNT FOR CURRENT OPERATION	=	Number of Students	Program/grade X Cost Factors	X	Base Student Allocation (\$765.53)	+	School District Differential Factor
--	---	-----------------------	---------------------------------	---	--	---	---

(NOTE: A full and complete explanation of the FEFP is found in Appendix A).

The FEFP Allocation for the support of public education in a school district is determined in the following manner:

FEFP ALLOCATION	=	BASIC AMOUNT FOR CURRENT OPERATION	(-)	REQUIRED LOCAL
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In addition to FEFP Program allocations to school districts, the state also provides monies for capital outlay projects and categorical programs (See Appendix A).

Some school districts get funds from Racing Commission funds which are allocated to County Governments.

The level of funding on a cost per pupil basis is still disparate between the various school districts within the state, in spite of the FEFP Program.

During the 1976-1977 school year, the Miami/Dade County School District spent \$1,432 per pupil; the Fort Lauderdale/Broward County School District spent \$1,330 per pupil; the Orlando/Orange County School District spent \$1,305 per pupil, the St. Petersburg/Pinellas County School District spent \$1,292 per pupil; the Tampa/Hillsborough County School District spent \$1,285 per pupil, while the Jacksonville/Duval County School District spent \$1,272 per pupil.

The level of funding, on a cost per pupil basis is low when Florida's public education dollars are compared to those in other states, although it is high if Florida is compared to other Southeastern states (See Appendix B).

The tax effort in the State of Florida is low relative to the level of support of public education when compared to the tax effort as related to the level of support of public education in other states (See Appendix C).

3. The Local Perspective:

The Duval County School System is experiencing a greater demand for revenue than can be generated from all sources.

More money is needed to:

- Pay teachers an adequate salary;
- Reduce class size in grades K-3;
- Pay teacher aides an adequate salary;

3. The Local Perspective (Cont'd.)

- Provide kindergarten facilities where they are needed;
- Provide compensatory education to help the educationally disadvantaged to overcome their disadvantages;
- Provide an adequate staff of psychologist, social workers, and guidance counselors;
- Pay for field trips and work books so that parents will not have to subsidize this aspect of the educational program since many parents cannot afford to do this; and
- Equalize athletic funding for female programs.

In addition to State revenue, Duval County receives revenue from the Federal Government, ad valorem taxes, interest on investments, reimbursement for use of facilities by Florida Junior College, etc. (See Appendix D for a summary of Duval County's 1976-1977 Sources and Allocations of funds).

Duval County is levying 8.0 mills in 1977 to support public education. This is the maximum levy allowed by law without a referendum.

Some of the reasons for insufficient revenue for public education in Duval County, inspite of the 8.0 mill tax levy can be discerned by examining the factors which influence the 6.3 mill Required Local Effort and the 1.7 optional millage allowed by law ($6.3 + 1.7 = 8.0$).

a) Factors influencing the value of the 6.3 Mill Required Local Effort:

- The extent to which the assessment in a county corresponds to full market value affects the adequacy of revenue for public education.

The allocation of state education funds to counties is based on local effort, measured by the number of mills levied for education. It is assumed that all counties are assessing property at full market value, as required by law. In actual practice, few counties are assessing at full market value, and those who do, are, in effect, penalized by the present allocation system. This points to the need for uniformity of property tax administration throughout the State of Florida in order to assure an equitable distribution of education funds.

The Duval County Sales Ratio Study performed by the Florida Department of Revenue on the 1976 tax roll indicates that the mean assessment for residential property is at 75% of full market value. State law requires assessment at 92% of full market value.

- The proportion of land in a county which is exempted from property taxes affects the adequacy of revenue for public education.

Duval County has a great deal of property exempted from property taxes. (Navy property, the Federal Building, the State Office Building, JEA's property, etc.). This exempted property decreases the value of the tax mill in the county.

LEVEL OF TAX EXEMPT PROPERTY IN FLORIDA'S MAJOR URBAN COUNTIES			
COUNTY	TOTAL ASSESSED VALUE, 1975*	TOTAL EXEMPTED AND INCOME VALUE, 1975*	PERCENT OF EXEMPTED AND IMMUNE VALUE TO TOTAL 1975*
Broward	12,695	2,622	20.7
Dade	20,428	5,020	24.6
Duval	5,614	2,085	37.1
Hillsborough	5,796	2,008	34.6
Orange	5,210	1,303	25.0
Palm Beach	7,250	1,923	26.5
Pinellas	6,802	1,635	26.9
*In Millions of Dollars			

b) Factors influencing the value of the optional millage (1.7 mills):

- Since the value of a mill is different for different counties, the optional millage will generate significant differences in revenue among the various counties. (For example: a mill in Miami/Dade County will generate \$18,250,000 while a mill in Jacksonville/Duval County will generate only \$4,375,000. Another way of viewing the millage value differences between counties is to examine the dollars per pupil that each mill will generate in the various counties:

COUNTY	DOLLARS PER PUPIL GENERATED BY EACH MILL
Duval	\$39
Hillsborough	42
Dade	65
Palm Beach	88

3. The Local Perspective (Cont'd.)

Therefore equity is brought closer to reality when the required millage is raised and the optional millage is reduced.

- Most Race Tract revenue is distributed to Florida counties on an equal basis regardless of size or need (i.e. each county gets 1/67th of all distributed Race Track Revenue up to \$450,000). Some counties provide these revenues for the support of public education. This is the case in Duval County. Thus, in small counties with few pupils the Race Track Revenue could be sufficient to alleviate the need for levying optional millage above the required local effort.
- Counties whose property values generate a high number of dollars per pupil are opposed to raising the millage requirement for the Local Required Effort. These Property Rich/Pupil Poor Counties do not want to raise the millage requirement for the Required Local Effort, even though it would benefit property poor/pupil rich counties such as Duval County.
- The value of property in a county compared to the number of pupils affects the adequacy of revenue for public education.

Duval County has lower property values and a greater number of pupils compared with many other Florida counties. Thus, many other Florida counties can generate more dollars per pupil from the same number of mills than Duval County can!

- The Duval County School District Budget in 1976-77 was \$135,716,738. However, the Duval County School District needs more money for the adequate funding of public education in Duval County.
- Students in the Duval County School District are supported at a level that is lower than that provided in any other large urban school district in the State of Florida. (See Appendix B).
- The value of a tax mill in Duval County is low partially due to a low rate (or level) of property assessment. The Duval County Property Appraiser (an elected official) has received a letter from the State Department of Revenue which indicated that property in Duval County is under-assessed. (See Appendix F).

It is politically difficult for a Property Appraiser to increase the value of a tax mill by assessing property at a higher value. However, failure to do this is hurting public education in Duval County!

(*Source: U. S. Department of Health, Education and Welfare, National Center for Education Statistics).

CONCLUSIONS:

- . After reviewing the sources of funds for public education in the State of Florida, the Task Force on Funding has reached the following conclusions:
 - There is a significant degree of disparity in public education funding among Florida's sixty-seven school districts.
 - Duval County's School District cannot make up or equalize the funding discrepancy that occurs relative to other large urban Florida school districts from local funding sources (local property taxes) due to the 8 mill cap on local property taxes for public education, coupled with the reduced value of what a mill will bring in Duval County.
 - The funding inadequacy of public education is apparent in reviewing teachers' salaries. Duval County School District salaries for teachers are one of the lowest of Florida's large urban school districts including Hillsborough, Pinellas, Dade, Palm Beach, and Broward.
 - The guessing game of budgeting by the local school districts in Florida which is created by the Florida Educational Financial Program's (FEFP) reliance on the next year's pupil projections and state revenue estimates is inappropriate for sound school district financial planning. In 1975-76 the Duval County School District experienced a two million dollar shortfall from the FEFP allocation. In 1976-77 the Duval County School District received a \$1.2 million additional allocation from the FEFP.
 - The Jacksonville Electric Authority (JEA) has a great deal of property which is exempted from local property taxes. Thus, they pay nothing toward support of public education in Duval County. This situation creates an inequity in Duval County's public education support. However, JEA does make a contribution to the City of Jacksonville in lieu of local property taxes. Other utilities in the State of Florida do contribute to the support of public education through property taxes. Municipal utilities in Eugene, Oregon and in the State of Wisconsin make a direct contribution for the support of public education.

CONCLUSIONS (Cont'd)

- . In reviewing factors which relate to effective and efficient utilization of public education resources, the Task Force on Funding has concluded that:
 - The Duval County School District has been required by the City Charter to utilize central services provided by the City of Jacksonville such as legal services, purchasing services and civil service personnel services. Resource persons indicated that this arrangement may be costing rather than saving money. The use of Central Services should be thoroughly reviewed to determine whether it results in cost efficiency.
 - With school-based management as the operative administrative philosophy in Duval County's School System, personnel (principals and teachers) at the school level need more opportunity for both formal input into the development of their local school's budget as well as the school district budget.
 - One of the most publicized funding issues in Duval County is the level, scope, and cost of pupil transportation. The pressure of a Federal Court mandate resulted in a quickly developed plan to satisfy desegregation requirements. The costs of implementing such a plan were secondary considerations and possibly could be reduced while satisfying the criteria necessary for desegregation.
 - The allocation of funds for economically disadvantaged children has resulted in inefficiency and reduced effectiveness through resource diffusion which has occurred with Title I Federal Funds (for the economically disadvantaged). Title I allocations are made by the Duval County School Board to schools when 30% of their pupil population are participants in the free lunch program. (Not the number of Title I eligible students in a school). Prior to pupil dispersion to achieve racial integration, most Title I eligible students were concentrated in a few inner-city schools. This is no longer true. Therefore, with students from low-income neighborhoods attending schools throughout the county and with the percentage criteria for determining a school's eligibility for Title I funds, schools with a large number of Title I eligible children may not meet the 30% free lunch percentage criteria and thus receive no Title I monies. This allocation formula provided 77 schools with Title I monies this year (1976-77). Last year only 41 schools received Title I monies. This means that more schools can do less for disadvantaged students. Duval County, the State of Florida, and the Federal government should coordinate their efforts for a more effective distribution of available funds.

CONCLUSIONS (Cont'd.)

- The present policy of the State of Florida and the Duval County School Board regarding public kindergarten is creating a financial inefficiency throughout the school district. Some children enter first grade with the advantage of a kindergarten background while others do not. This inequality results in an increased need for remedial programs which are costly. If all children attended kindergarten a reduction in remedial programs would probably result.
- . In reviewing the value or worth of the public educational dollar in Duval County, the Task Force on Funding has reached the following conclusions:
 - To budget money in the most propitious manner a school district should have clear goals for education. (See Appendix E).
 - The State of Florida has provided leadership and is establishing educational goals. (See Appendix F).
 - Goals within the Duval County School District should be well defined, specific, or prioritized and should be used as a viable guide to school district budgeting.
 - Goals within the Duval County School District should be well communicated to the public.
 - Goals within the Duval County School District should be well communicated within the School System.
 - The persons responsible for implementation of school district goals should be readily or easily identifiable.
 - Duval County School District Goals should address: What education is and stands for in Duval County; the community's responsibility and level of commitment needed to provide excellence in education in Duval County; the responsibility of parents; the responsibility of students; the learning and teaching environment; the curriculum, accountability; testing; classroom size; teachers' salaries; community input into policy development; and specific programs of the school district. (See Appendix E).

RECOMMENDATIONS:

Following a careful review and consideration of its conclusions, the Task Force on Funding makes the following recommendations:

- . The Jacksonville Electric Authority (JEA) makes a contribution each year to the City of Jacksonville's general operating budget in lieu of paying local property taxes. If JEA paid local property taxes, a portion of those taxes would go toward the support of public education in Duval County. A recent newspaper article appearing in the Jacksonville Journal, February 2, reported that were JEA privately owned, it would have generated \$6,744,117 in property taxes for 1976 fiscal year. Duval County school children would have benefitted if this were the case.

Therefore, we recommend that the Jacksonville Electric Authority should be required by a State Statute to pro-rate to the Duval County School Board, a portion of its contribution to the City of Jacksonville - equal to what JEA would contribute for the support of public education if JEA paid local property taxes; or that the Jacksonville City Council should require by a City Ordinance that a portion of JEA's contribution to the City of Jacksonville, equal to what JEA would contribute for the support of public education if JEA paid local property taxes, be pro-rated to the Duval County School Board budget.

- . The State Constitution has been interpreted to mean that property in each of Florida's 67 counties be assessed at fair market value. When property is under-assessed, the value of the tax mill is deflated. This is especially important when the school board is levying school millage at the limit allowed by law (as is the case in Duval County in 1977).

Therefore, we recommend that the Property Appraiser in Duval County assess all property at its fair market value. This will create additional and needed revenue for public education in Duval County.

- . Duval County's School District has less dollars per pupil than any other large, urban school district in Florida. Teachers' salaries are lower in Duval County's School District than in most other large urban school districts in Florida. The Florida State Legislature must work toward a greater fiscal equalization of public education funding in order to provide greater parity for public education financing between Duval County and the other large, urban school districts in the State of Florida.

Therefore, we recommend that public education funding by the State of Florida through the Florida Educational Finance Program (FEFP) be made more fiscally equitable by increasing the local required effort in increments of 1/10 mill per year.

RECOMMENDATIONS (Cont'd.)

- Additional resources are needed for the adequate funding of public education in Duval County.

Therefore, we recommend that the Florida legislature provide additional revenues for education. Possible revenue sources might include increases in the sales, cigarette, or alcoholic beverages taxes, elimination of sales tax exemptions, and improvement of tax collection procedures.

- Pupil transportation must be designed to service pupils at the least cost and in the most effective manner. Cost, safety, comfort, length of routes, and convenience are key considerations relative to effectiveness. The pupil assignment and transportation plans should be reviewed in Duval County.

School transportation systems could be more effective if they were planned and funded by the State of Florida.

Therefore, we recommend that the State of Florida assume responsibility for planning and more adequately funding of pupil transportation in all 67 school districts by 1980.

We further recommend that the Duval County School Board coordinate its transportation planning and operations whenever possible with the Jacksonville Transportation Authority.

- The annual level of revenue from the State of Florida to a school district is uncertain until well into the school year. This causes budgeting problems that are unresolvable.

Therefore, we recommend that the State of Florida's Educational financial program be revised to include a "hold harmless" provision which would guarantee each school district at least the same level of funding it received during the previous year if the pupil population was comparable.

- The capacity of the City of Jacksonville's Central Services to service the Duval County School District's needs in the most effective as well as efficient manner needs review.

Therefore, we recommend that the service contract between the City of Jacksonville's Central Services and the Duval County School District be examined to determine:

- if the level of use by the School Board for a particular City Central Service has created a condition of diminishing returns;

RECOMMENDATIONS (Cont'd.)

- if the level and scope of need by the School Board for a particular service can be more efficiently, (cost related) and/or effectively (accessible/timely/quality) met independently of City Central Services. (Either by a purchase of service contract or development of service capacity 'in house').

- . Children who are not afforded the opportunity of kindergarten are usually educationally disadvantaged and usually cost the school district a great deal more in remedial or compensatory efforts throughout their public educational career than children who are afforded the opportunity of kindergarten.

Therefore, we recommend that the State of Florida make kindergarten a mandatory requirement and a pre-requisite for first grade and provide the appropriations to carry out the mandate.

We further recommend that the Duval County School Board immediately recruit and enroll all eligible children in kindergarten beginning in the 1977-78 school year.

- . School-based management is the administrative philosophy in Duval County's School District. Principals are now managers of teachers, budgets, curriculum development, parent involvement efforts, planning and goal setting. Many principals need training in order that they might be more effective in their new roles as school-based managers.

Therefore, we recommend that principals be provided with in-service training to assist them to become more effective school-based managers.

- . The State of Florida's Educational Finance Program (FEFP) does not provide resources for education to compensate for an economically deprived background. The Duval County School District does not provide resources from its local tax effort for compensatory education. The Federal Government provides Title I monies for the economically disadvantaged but none for other categories of students needing compensatory education. Title I monies are stretched beyond their capacity in Duval County.

Therefore, we recommend that the Federal Government and State Government provide resources for compensatory education through categorical funding at the Federal level and by a weighted FTE at the State level.

RECOMMENDATIONS (Cont'd.)

- The Duval County School Board should identify, clarify, and implement goals for education in Duval County. The public education dollar must be tied to viable, specific, and well-communicated goals in order for citizens, parents, and taxpayers to know where, how and how well their money is being spent.

Therefore, we recommend that the Duval County School Board develop and prioritize the policy, management, and educational goals which will guide the Duval County School District toward system excellence.

We further recommend that the goals of the Duval County School District:

- (a) Be developed with a special effort to include input from all interested persons and groups in the community;
- (b) Be well-communicated throughout the School System;
- (c) Be well-communicated throughout the community;
- (d) Be used to make future budgeting decisions;
- (e) Be annually reviewed, updated and modified as necessary.

APPENDIX A

Sources: Statistical Report
Series 77-04
November 1976
Division of Public Schools' MIS
Florida Education Support Program
State Support for Public Schoos 1976-1977

DESCRIPTION OF
STATE DISTRIBUTION

FLORIDA EDUCATION FINANCE PROGRAM

LEGAL AUTHORIZATION. -- Sections 236.012-236.68, Florida Statutes

APPROPRIATION. -- \$ 994,655,646

REQUIREMENTS FOR PARTICIPATION. -- Each district which participates in the state appropriations for the Florida Education Finance Program (FEFP) shall provide evidence of its effort to maintain an adequate school program throughout the district and shall meet at least the following requirements:

- (1) Maintain adequate and accurate records including a system of internal accounts for individual schools, and file with the Department of Education, in correct and proper form, on or before the date due, each annual or periodic report which is required by the Rules of the State Board.
- (2) Operate all schools for a term of at least 180 actual teaching days or the equivalent on an hourly basis. Upon written application, the State Board may prescribe procedures for altering this requirement.
- (3) Provide written contracts for all instructional personnel and require not less than 196 days of service for all members of the instructional staff.
- (4) Expend funds for salaries in accordance with a salary schedule or schedules adopted by the School Board in accordance with the provisions of the law and Rules of the State Board.
- (5) Observe all requirements of the State Board relating to the preparation, adoption, and execution of budgets for the district school system.
- (6) Make the minimum financial effort (specified in millage) required for participation in the Florida Education Finance Program as prescribed in the current year's general appropriations act. Maintain an ongoing systematic evaluation of the educational program needs of the district and develop a comprehensive annual and long-range plan for meeting the needs.

- (7) Levy the required local effort millage rate (6.3 mills for 1976-77, Chapter 76-285, Laws of Florida) but no more than 8 mills on the nonexempt assessed valuation of the district, exclusive of the district millage voted for operation and capital outlay purposes under the provisions of Article VII, Section 9(b) of the State Constitution and for required debt services under the provisions of Article VII Section 12 of the State Constitution.

DEFINITIONS. -- The following statements define terms used in the Florida Education Finance Program.

Membership hour. -- A membership hour is sixty minutes of the district's instructional program as defined by district school board minutes. Instructional periods other than sixty minutes should be converted to two place decimal form. For example, a student with six periods of 55 minutes (.92 hour) would be in membership 5.52 hours per day.

Full-time equivalent student. -- The following statements define a full-time equivalent student in accordance with the provisions of the FEFP:

- (1) A full-time student in any of the programs listed in the FEFP.

(a) Grades 4-12 (regular session)

One student on the membership roll of one school program or a combination of school programs for five school days (one school week) or the equivalent consisting of not less than 25 net hours.

(b) Grades 4-12 (double session)

One student on the membership roll of one school program or a combination of school programs for five school days (one school week) or the equivalent consisting of not less than 22 1/2 net hours.

(c) Kindergarten - Grade 3 (regular session)

One student on the membership roll of one school program or a combination of school programs for five school days (one school week) or the equivalent consisting of not less than 20 net hours.

(d) Kindergarten - Grade 3 (double session)

One student on the membership roll of one school program or a combination of school programs for five school days (one school week) or the equivalent of not less than 17 1/2 net hours.

FORMULA FOR DISTRIBUTING STATE DOLLARS

The BASIC AMOUNT FOR CURRENT OPERATION under the FEFP for each district is determined in the following manner:

$$\boxed{\text{F T E}} \times \boxed{\text{program cost factors}} \times \boxed{\text{base student allocation}} + \boxed{\text{(not appropriated for 1976-77) sparsity supplement}} + \boxed{\text{(not appropriated for 1976-77) compensatory education supplement}} \times \boxed{\text{district cost differential factor}} + \boxed{\text{minimum level funding (1976-77)}} = \boxed{\text{BASIC AMOUNT FOR CURRENT OPERATION}}$$

1. the full-time equivalent student member in each program; multiplied by
2. the cost factor for each program; multiplied by
3. the base student allocation factor; plus
4. the sparsity supplement (not appropriated for 1976-77); plus
5. the compensatory education supplement (not appropriated for 1976-77); multiplied by
6. the district cost differential factor; plus
7. the minimum level funding (no loss or hold harmless)

The FEFP ALLOCATION for the support of public education is determined in the following manner:

$$\boxed{\text{BASIC AMOUNT FOR CURRENT OPERATION}} - \boxed{\text{required local effort}} = \boxed{\text{STATE SHARE BASIC AMOUNT FOR CURRENT OPERATION}} \pm \boxed{\text{adjustments}} = \boxed{\text{FEFP ALLOCATION}}$$

1. from the basic amount for current operation, subtract
2. the required local effort;
3. to the remainder, which is the state share of the basic amount for current operation, add or subtract any applicable adjustments

The TOTAL STATE ALLOCATION for the support of public education is determined in the following manner:

$$\boxed{\text{FEFP ALLOCATION}} + \boxed{\text{categorical program funds}} + \boxed{\text{special allocations}} + \boxed{\text{capital outlay \& debt service funds (constitutional)}} = \boxed{\text{TOTAL STATE ALLOCATION}}$$

1. to the FEFP allocation, add the categorical program funds; add
2. any special allocations due; add
3. the constitutional capital outlay and debt service

Basic Programs

Cost Factor

Kindergarten and Grades 1, 2, and 3	1.234
Grades 4, 5, 6, 7, 8, and 9	1.00
Grades 10, 11, and 12	1.10

Special Exceptional Student Programs

Educable mentally retarded	2.30
Trainable mentally retarded	3.00
Physically handicapped	3.50
Physical & occupational therapy, part-time	6.00
Speech and hearing therapy, part-time	10.00
Deaf	4.00
Visually handicapped, part-time	10.00
Visually handicapped	3.50
Emotionally disturbed, part-time	7.50
Emotionally disturbed	3.70
Socially maladjusted	2.30
Specific learning disability, part-time	7.50
Specific learning disability	2.30
Gifted, part-time	3.00
Hospital & homebound, part-time	15.00

Special Vocational-Technical Programs

Vocational Education I	4.26
Vocational Education II	2.64
Vocational Education III	2.18
Vocational Education IV	1.69
Vocational Education V	1.40
Vocational Education VI	1.17

Special Adult General Education Programs

Adult basic education & adult high school	1.28
Adult community service *	.675

Base student allocation. -- The base student allocation is determined annually by the Legislature. For the 1976-77 school fiscal year, the base student allocation is \$754.51. However this allocation may be adjusted upward if the appropriation exceeds the total amount earned by school districts.

* Not funded through FEFP for 1976-77.

SUMMARY STATE FUNDS
PUBLIC EDUCATION 1976-77

<u>Category</u>	<u>Amount</u>
Florida Education Finance Program	\$994,655,646
Categorical Programs	(See next page)
General Programs	
Community Schools	1,612,392
Education Leadership Training	None
School Lunch Program	3,953,239
Instructional Materials	10,366,617
Vocational Improvement Fund	None
Student Transportation	41,798,855
Transitional Programs	
Bilingual Program	None
Driver Education	None
Elementary School Counselors	None***
Occupational and Placement Specialists	None***
Safe Schools Program	None
Comprehensive Health Education Program	961,700
Exceptional Child Support Services (Diagnostic-Resource Centers)	585,000
Severely and Profoundly Retarded	832,000
Career Education	None***
Student Development Services	14,865,295***
District Environmental Education Program	270,954
Comprehensive School Construction and Debt Service	81,133,990*
	21,431,620*
K-12 Capital Outlay and Debt Service	55,528,179**
Visually Handicapped Resources (Instructional Materials Center)	146,000

* Public Education Capital Outlay and Debt Service Trust fund in which the Gross Receipts Tax Trust Fund is deposited. (For more details, refer to last paragraph, page 16.)

** School Capital Outlay Amendment Program

*** Beginning with 1976-77, the Student Development Services Program consolidates three previous transitional programs. (For more details, refer to footnote, page 15.)

General Categorical Programs

Legal Authorization	Program Title	1976-77 Appropriation
228.071	Community Schools	\$ 1,612,392
229.545	Educational Leadership Training Programs	none
236.122	Instructional Materials	\$10,366,617
228.195	School Lunch Programs for the Needy	\$ 3,953,239**
236.083	Student Transportation	\$41,798,855
233.069	Vocational Improvement Fund	none

Transitional Categorical Programs

Federal only	Bilingual Program (1973)*	none
229.840	Career Education (1974)*	none***
233.067	Comprehensive Health Education Program (1973)*	\$ 961,700
233.063	Driver Education (1973)* (Program funded in basic FEFP, 1976-77)	none
236.086	Elementary School Counselors (1973)*	none***
229.832	Exceptional Child Support Services (1974)* (Regional Diagnostic-Resource Centers for Exceptional Students)	\$ 585,000
236.085	Occupational Specialists and Placement Specialists (1973)*	none***
232.255	Safe Schools Program (1973)*	none
230.23(4)(n)	Severely and Profoundly Retarded (1973)*	\$ 832,000
	Student Development Services (1976)*	\$14,865,295***

* Date of original authorization or 1973 whichever is later

** These funds used for state matching of federal food and nutrition funds

*** Beginning with 1976-77, the Student Development Services Program consolidates three previous transitional categorical programs; namely, Elementary School Counselors, Occupational Specialists and Placement Specialists, and Career Education.

Additional information is contained in Appendix B.

$$\begin{array}{c} \text{*****} \\ \text{* categorical *} \\ \text{* program funds *} \\ \text{*****} \end{array} + \begin{array}{|c|} \hline \text{special} \\ \text{allocations} \\ \hline \end{array}$$

Any special allocation of state dollars to districts is added to the amount distributed to districts. One such allocation is the District Environmental Education Act of 1973 (Section 229.8055, FS) as amended in 1975. This act specifies that each district school board, and each school principal through the district school board, may submit to the Commissioner a proposed program designed to effectuate an exemplary environmental education project in the district. In practice, all 67 school districts have participated in the program each year and project funding has ranged from \$500 to \$10,000. During the 1976-1977 fiscal year there is a \$270,954 appropriation to be distributed among proposed projects.

Another example is the provision of instructional materials for the visually handicapped of the State as provided in Section 233.056, Florida Statutes. The appropriation of \$146,000 (1976-1977) for the support of an instructional materials center is to provide materials for the visually handicapped throughout the State. Still, another example is the Adult Community Services Program for Community Instructional Services which was discussed earlier.

$$\begin{array}{c} \text{*****} \\ \text{* special} \\ \text{* allocations *} \\ \text{*****} \end{array} + \begin{array}{|c|} \hline \text{comprehensive school} \\ \text{construction, capital} \\ \text{outlay, \& debt service} \\ \text{funds (constitutional)} \\ \hline \end{array} = \begin{array}{|c|} \hline \text{TOTAL} \\ \text{STATE PUBLIC} \\ \text{EDUCATION} \\ \text{FUNDS} \\ \hline \end{array}$$

Article XII, Section 9(a), of the Constitution of the State of Florida and Section 236.084, Florida Statutes provide comprehensive school construction and debt service funds to Florida school districts, along with specified amounts to the Boards of Trustees of Community Colleges, the Board of Regents and the Board of Trustees of the Florida School for the Deaf and Blind. The State Board of Education may allocate up to the amount authorized for approved capital outlay projects.

For 1976-77, \$81,133,990 has been allocated for approved capital outlay projects for school districts. Of this amount \$3,000,000 is for multi-district projects for exceptional student education, and of this latter amount, \$50,000 is for projects for students who are both deaf and blind. In addition for 1976-77, \$21,431,620 has been allocated for approved capital outlay projects for designated area vocational-technical centers.

DISTRICT COS. DIFFERENTIAL FACTORS
1976-77

The Commissioner of Education shall annually compute for each district the current year's district cost differential. In computing the district cost differential, the Commissioner shall obtain from the most recent publication of the Florida price level index prepared by the Department of Administration each district's price level index. Each district's price level index shall be multiplied by 0.008. To this product shall be added 0.200. The resulting sum shall be the cost differential for that district for that year.

Alachua	0.98096	Lake	0.97224
Baker	0.96072	Lee	1.00992
Bay	0.95072	Leon	0.97792
Bradford	0.93832	Levy	0.94440
Brevard	0.98200	Liberty	0.94472
Broward	1.03216	Madison	0.93896
Calhoun	0.97048	Manatee	0.99160
Charlotte	0.97976	Marion	0.95688
Citrus	0.96904	Martin	1.02784
Clay	0.99640	Monroe	1.07408
Collier	1.02848	Nassau	0.97680
Columbia	0.95816	Okaloosa	0.96856
Dade	1.05912	Okeechobee	0.95872
DeSoto	0.95656	Orange	0.96176
Dixie	0.95352	Osceola	0.93048
Duval	1.00168	Palm Beach	1.03536
Escambia	0.94864	Pasco	0.94632
Flagler	1.02992	Pinellas	1.00088
Franklin	0.93824	Polk	0.94208
Gadsden	0.94240	Putnam	0.93456
Gilchrist	0.95984	St. Johns	0.96072
Glades	1.00120	St. Lucie	0.98808
Gulf	0.94384	Santa Rosa	0.95776
Hamilton	0.96568	Sarasota	0.98584
Hardee	0.94952	Seminole	0.96176
Hendry	0.98480	Sumter	0.98696
Hernando	0.95904	Suwannee	0.92056
Highlands	0.96400	Taylor	0.93720
Hillsborough	0.97280	Union	0.93880
Holmes	0.91696	Volusia	0.98240
Indian River	1.01976	Wakulla	0.95272
Jackson	0.94496	Walton	0.93824
Jefferson	0.97936	Washington	0.92568
Lafayette	0.92992		

EDUCATIONAL TRAINING

Section 236.0811, F.S. --- Educational Training

Each school board shall develop and maintain an educational training program. Funds appropriated to the school districts for the purposes of this section shall be used exclusively for educational training programs meeting criteria established by the Department of Education.

When a district has an approved teacher education center, the inservice programs shall be conducted in accordance with the provisions of the Teacher Education Center Act of 1973, as amended.

Section 236.081(4), F.S. --- Educational Training Expenditure

Five dollars per full-time equivalent student shall be expended for educational training programs as determined by the district school board as provided in Section 236.0811, F.S.

If a district has an approved teacher education center, at least \$3.00 of the \$5.00 shall be expended as provided in the Teacher Education Center Act of 1973, as amended.

In August, 1975, General Counsel of the State Board of Education issued the following ruling concerning the legal expenditure of the three dollars per full-time equivalent student in each district which has an approved teacher education center.

General counsel interprets Section 236.081, Florida Statutes, to mean that three dollars (\$3) of the five dollars (\$5) will be expended for inservice personnel training through the approved teacher education center. Each district participating in multi-county collaborative arrangements must expend all its three dollars (\$3) per full-time equivalent student for inservice personnel training through the one approved teacher education center as designated by the cooperating districts.

General Counsel would, however, sanction an accounting process where districts in multi-district organizations allocate all three dollars (\$3) per FTE to the one designated teacher education center with the conditional recommendation that a portion of the allocation be returned to the district for the maintenance of local comprehensive inservice training programs. The amount to be reappropriated should be designated by the participating districts, recommended by the one state approved teacher education center council, approved by the designated school board through the Superintendent, and used exclusively for inservice personnel training meeting master plan criteria.

APPENDIX B

- Chart I Distribution of School Systems by
current expenditures, 1973-74.
- Chart II Current Expenses for large urban
school districts in the State of
Florida.
- Chart III Average Annual Salary for Classroom
Teachers, 1975-76.
- Chart IV Annual Current Expenditures Per
Pupil in Average Daily Membership,
1975-76.

CHART I
DISTRIBUTION OF SELECTED SCHOOL SYSTEMS
BY CURRENT EXPENDITURES FOR SELECTED STATES

State	Total operating systems	Medium expenditure per pupil
U.S. Total	16,338	\$ 1,008
Alaska	126	669
California	1,045	1,094
Colorado	181	1,236
Connecticut	165	1,143
District of Columbia	1	1,482
Florida	67	991
Hawaii	1	1,302
Idaho.....	115	831
Iowa	451	1,106
Kansas	309	1,165
Minnesota	438	1,150
Missouri	576	990
Montana	650	869
New Mexico	88	974
North Dakota	336	976
Oklahoma	637	765
Rhode Island	40	1,237
South Dakota	220	960
Utah	40	1,000
Wisconsin	434	1,130
Wyoming	60	1,291

SOURCE: U.S. Department of Health, Education, and Welfare, National Center for Education Statistics, Education Directory, 1973-74: Public School Systems, and preliminary data.

FACTS ABOUT THE BUDGET AND
EXPENDITURES - ALL FUNDS

<u>1975-76</u>		
<u>CURRENT EXPENSE (OPERATING AND SPECIAL REVENUE FUNDS)</u>		<u>PER FTE*</u>
DUVAL	\$136,910,395	\$ 1,210
BROWARD	183,445,081	1,265
DADE	387,836,082	1,414
HILLSBOROUGH	145,177,473	1,223
ORANGE	103,975,710	1,179
PALM BEACH	103,899,791	1,407
PINELLAS	126,505,233	1,311
STATE AVERAGE	**	1,271

<u>1976-77</u>		
DUVAL	\$144,181,367	1,272
BROWARD	199,179,425	1,330
DADE	402,017,417	1,432
HILLSEOROUGH	154,730,752	1,285
ORANGE	115,653,309	1,305
PALM BEACH	**	**
PINELLAS	125,547,471	1,292
STATE AVERAGE	**	**

*FTE Full-time Equivalent Student

**Not available from the Department of Education

SOURCE The Duval County School Budget Publication, 1977.

Chart III

STATE	AVERAGE ANNUAL SALARY FOR CLASSROOM TEACHERS 1975-76 FOR SELECTED STATES IN THE SOUTHEASTERN UNITED STATES.
Alabama	\$10,507
<u>Florida</u>	<u>10,496</u>
Georgia	10,622
North Carolina	11,165
South Carolina	9,904
Tennessee	10,299
Source: National Center for Education Statistics: Statistics of Public Elementary and Secondary Day Schools, Fall 1975, p. 36.	

Chart IV

STATE	ANNUAL CURRENT EXPENDITURE PER PUPIL IN AVERAGE DAILY MEMBERSHIP, 1975-76 FOR SELECTED STATES IN THE SOUTHEASTERN UNITED STATES.
Alabama	1,038
<u>Florida</u>	<u>1,298</u>
Georgia	1,035
North Carolina	1,044
South Carolina	963
Tennessee	915
Source: National Center for Education Statistics: Statistics of Public Elementary and Secondary Day Schools, Fall 1975, p. 36.	

APPENDIX C

"EDUCATION/FLORIDA TAXES: WORKING PAPER #5"

EDUCATION/FLORIDA TAXES: WORKING PAPER #5

"WHAT IS FLORIDA'S TAX EFFORT FOR EDUCATION?"

Where does Florida rank in considering the amount of money spent on its school system? An effort is made to answer the question with exact measurements in two papers for the Institute for Educational Finance by Kern Alexander, University of Florida professor, and William E. Sparkman, an assistant professor at Kansas State University. They explain the complicated mathematical factors involved in getting a clear answer. This article is a digest of their reports:

Each state's money assigned to its school has to be looked at according to that state's ability to pay. To find this fiscal ability, you have to look at a state's income and wealth and also at the potential proceeds from various tax bases. You have to set an arbitrary rule of measurement for all, in order to make the comparison possible.

First find the average of the state's total income over a three-year period. Then add a set amount, say one-tenth, of the value of its tangible property, in order to get a rough value of the wealth and income combined of each state to compare with differing totals from other states.

If the personal income of individuals in the state is used as a factor, it means different things in states where a personal income tax is collected than it does in states like ours. Not only does Florida not have a personal income tax, we collect a high proportion of our tax revenues on such items as direct sales taxes paid by non-residents who are here as tourists only and aren't counted as citizens of Florida for tax purposes.

This means we cannot make a comparison among states using only personal income and property as the standards; we must find out about potential revenue sources so as to see whether each state is contributing all it can to the schools. So we set up a model tax plan. We find out the base available for taxation in each state and then estimate the amount each state could raise if a tax system which would be uniform throughout the country could be applied.

What we're trying to find out is how much tax effort our state makes compared to other states. We measure this by looking at the total of tax collections, by checking how severe a burden each taxpayer has to pay, and by finding the amount that is made available from the taxes the state collects now. What we're looking for is the amount spent for education, compared to the financial resources of the of the state in general.

If we count the pupils by Average Daily Membership (ADM) in the schools and estimate incomes according to federal personal income tax records and then relate the figures to state and local expenditures, we can figure out where Florida ranks among the states on that limited basis alone:

See Table I on following page.

Source: Education Committee Guide No. 4, League of Women Voters of Florida Publication No. 853, September, 1976.

TABLE I

State Tax Effort for Elementary and Secondary Education,
With Net Personal Income as Measure of Fiscal Ability,
and Rank, for Selected Large States, 1973. (1)

State	Net Personal Income Per ADM (2)	State & Local Expenditure Per ADM	State Effort	State Effort as % of U.S. Ave. (3)	Rank among States
Florida	\$ 20,515	\$ 782	.0381	78%	45th
Georgia	15,599	697	.0435	89%	36th
North Carolina	15,735	647	.0411	84%	41st
Pennsylvania	20,602	1,069	.0519	106%	17th
Ohio	18,550	844	.0477	97%	26th
New York	25,554	1,481	.0580	118%	6th
Michigan	19,252	1,114	.0579	118%	7th

(1) Source William Earl Sparkman, The Relationship Between Selected Socioeconomic Variables and State Effort to Support Public Schools, Ph.D Dissertation, University of Florida, 1975.

(2) ADM Average Daily Membership of pupils in public schools.

(3) 100% average U. S. state.

Or, if we make up a uniform tax system and apply that test, Florida is in even worse shape when compared to other states. The uniform tax structure would include a personal income tax, corporate income tax at 8 percent (Florida's is at 5 percent with a \$5,000 initial exemption), sales tax at 6 percent with no exemptions, cigarette tax at 20 cents per pack and a liquor tax. If we had these taxes we'd obviously be getting a lot more revenue for schools than we do now. Our fiscal effort then comes out to 73 per cent of the United States average and we rank 48th among the states, or two states from the bottom of all the states in the country. It is fair to use both sales tax and personal income tax in the uniform tax system model because as of 1974 there were thirty-six states using both tax sources at that time.

TABLE II

State Tax Effort for Elementary and Secondary Education with Uniform Tax System as Measure of Fiscal Ability, and Ranks, for Selected Large States, 1973. (1)

State	Balanced Tax System Yield Per ADM (ave. daily membership)	State & Local Expenditure Per ADM	State Effort	State Effort as % of U.S. Average (100% - ave.)	Rank Among 50 States
Florida	\$ 4,340	\$ 782	.1802	73%	48th
Georgia	3,048	697	.2287	92%	33rd
N. Carolina	2,843	647	.2276	92%	34th
Pennsylvania	3,916	1,069	.2730	110%	10th
Ohio	3,386	884	.2611	105%	15th
New York	5,526	1,481	.2680	108%	11th
Michigan	3,558	1,114	.3131	126%	2nd

(1) Source ... William Earl Sparkman, The Relationship Between Selected Socioeconomic Variables and State Effort to Support Public Schools, Ph.D. Dissertation, University of Florida, 1975.

APPENDIX D

DUVAL COUNTY SCHOOL BOARD
SOURCE AND APPLICATION OF FUNDS
GENERAL (OPERATING) FUNDS
1976-77

DUVAL COUNTY SCHOOL BOARD
SOURCE AND APPLICATION OF FUNDS
GENERAL (OPERATING) FUNDS
1976-77

SOURCE OF FUNDS

UNEXPENDED BALANCES FROM 1975-76

(1)	Uncommitted Funds	\$ 5,731,714
	Committed For Outstanding Purchases	2,111,130
	Inventory of Supplies	1,631,024

REVENUE

	Federal Impact Aid (As a result of military installations)	2,076,830
(2)	R.O.T.C. Reimbursement	52,000
(3)	State Funds	85,124,898
(4)	Ad Valorem Taxes	36,890,725
	Delinquent Tax Collections	400,000
(5)	Interest on Investments	750,000
(6)	Reimbursement from FJC for cost connected with using school buildings	336,000
	Other Miscellaneous Sources - see pages 8 and 9 of Budget	612,417

TOTAL FUNDS AVAILABLE

\$135,716,730

APPLICATION OF FUNDS

(7)	Salaries	\$ 89,998,533
	Employee Benefits (Includes Retirement Contributions, Life Insurance and Hospitalization)	14,669,239
	Utilities (Electric, Gas, Water, Telephone, Sewage and Other Utilities)	4,120,539
	Pupil Transportation	5,149,057
	Repairs to Buildings (other than salaries)	4,220,949
	Classroom and Office Supplies	4,061,963
	Remodeling and Construction	3,863,337
(8)	Equipment Replacement	1,724,374
	Community Schools	746,000
	Data Processing Expense	655,000
	Purchasing Charges City of Jacksonville	160,000
	Legal Charges City of Jacksonville	75,107
	Personnel Charges City of Jacksonville	87,421
	Security Contract Intrusion Alarm	229,678
	Miscellaneous Items	599,181
	To Replace Stock In Warehouse	1,631,024
	Anticipated Purchase Orders Outstanding At June 30, 1977	2,111,130
	Contingency For Unbudgeted Emergencies	1,614,206

TOTAL APPLICATION OF FUNDS

\$135,716,730

- (1) Largely due to unfilled positions plus additional funds not anticipated (Federal Impact Funds)
- (2) Programs at 4 High Schools
- (3) Includes FEFP plus some categorical funds (specific grants)
- (4) What 8 mills will raise locally
- (5) Monies are received from state monthly. Therefore money is invested for 30 days with relatively low interest rates. 99% of funds are invested - no idle funds.
- (6) Adult Continuing Education Programs use schools and pay for cut-of-pocket costs.
- (7) Comprise 81% of total budget
Benefits include: 9% retirement plus 5.85% Social Security
- (8) Community School Program is not fully funded by State, only to extent of \$6,700 for each Community School Coordinator. \$380,000 comes from local ad valorem taxes and the remaining \$366,000 from a state grant.

APPENDIX E

CHARLOTTE/MECKLENBURG, NORTH CAROLINA
SCHOOL DISTRICT GOALS

Following are some public education goals and a statement about the program related to those public education goals which were developed by citizens in Charlotte, North Carolina:

Elementary and Secondary Education

General Goal:

To insure that we reach the highest quality education possible for each child, we must maintain an integrated system of education and increase individual and community support of the school system.

Specific Goals:

1. Emphasize the further development of communication skills such as writing and reading, speaking and listening.
2. Establish a stable and equitable pupil assignment plan acceptable to the guidelines of the courts.
3. Increase alternatives to traditional academic curriculums and include more vocational and specialized skill programs, with emphasis on direct or on-the-job learning techniques.
4. Increase the quality of teacher and staff performance by:
 - developing and instituting methods for periodic performance evaluation.
 - providing monetary raises based on merit, education level, and increased responsibility.
 - providing subsidy for teacher recertification.
 - providing increased study and continuing education opportunities for teachers and staff.
5. Insist all Charlotte Mecklenburg schools be accredited.
6. Improve the quality and quantity of professional counseling services at all levels in the public schools.
7. Distribute the educational resources of personnel, money and equipment to all schools based on identified needs.
8. Increase the opportunities for more students to participate actively in school-related programs, including student maintained tutoring programs, intramural and inter-scholastic programs, and policy decision-making procedures.
9. Increase substantially the utilization of school facilities for properly supervised community use.
10. Establish an on-going diagnostic program, beginning at the pre-school level, to identify and respond to individual learning styles and rates, as well as to emotional, physical and intellectual problems.
11. Provide child development centers for pre-school children and tie these centers into the educational system.
12. Abolish sexism in all education and require the school system to follow Title 9 guidelines, with special emphasis on equalizing athletic opportunities for girls.

Progress Toward the Goals:

The first priority goal in Elementary and Secondary Education, a unanimous choice throughout the community, is to emphasize the further development of communications skills. Many steps have been taken within the public school system and considerable progress has been made toward achieving the goal. Among these actions are:

- a language arts guide for all grades has been prepared. It represents student needs rather than grade level placement and provides specific measurable objectives for four broad levels covering all communications interrelated skills areas: listening, speaking, writing, language, print and non-print media.
- a reading assessment team is conducting a system-wide tabulation of materials, teaching techniques and organizational patterns to be used by a newly established reading director and others in assessing progress in this area.
- reading laboratories have been established at all elementary and junior high schools and are now in full operation. Reading workshops for faculties are held by staff specialists.

Recent test reports from third and sixth grade testing show a steady rise in reading scores, which is a measurable indication of progress in the goal.

The second priority goal for Elementary and Secondary Education has been achieved. It called for establishing a stable and equitable pupil assignment plan acceptable to the guidelines of the courts. Through a commendable demonstration of cooperation by members of the school staff, the school board and citizens, the years of instability and federal court direction of the Charlotte Mecklenburg school system ended in June, 1975. Our schools, policies and procedures now serve as a model for many other cities seeking solutions to similar problems.

Major progress has been made toward the third priority goal. There can be no doubt about the school system's efforts to emphasize more vocational and specialized training. Any high school student anywhere in the system can be enrolled in any specialty anywhere in the system, and there are now 167 specialty programs being offered. Some of those added for the current year include cosmetology, word processing, electronics, food services and horticulture. In addition there is an on-going career awareness program in the elementary and junior high schools with emphasis in grade seven through nine with a program called "bread and butterflies".

In other areas as well there are indications of a willingness on the part of the school board and staff to respond to the community goals. The Superintendent of Schools designated 1975-76 as "The Year of the Community" for the public schools, and many projects and activities have been carried out to broaden the scope of school-community relations.

The schools are moving well on a diagnostic program developed in conjunction with the statewide Pre-kindergarten Screening Program. Field testing has been completed and kindergarten testing will be done near the opening of school in the fall of 1976. Thus, goal ten has also been achieved. And progress continues in the others.

APPENDIX F

GOALS OF EDUCATION

II. GOALS OF EDUCATION

The preceding section discussed the public education network and the people it serves. This section discusses education in terms of its content.

GOAL 1. Basic Skills. All Floridians must have the opportunity to master the basic skills for communication and computation (listening, speaking, reading, writing and arithmetic). Basic skills are fundamental to success.

GOAL 2. General Education. All Floridians shall have the opportunity to acquire the general education fundamental to career and personal development and necessary for participation in a democratic society. This includes skills, attitudes and knowledge for general problem-solving and survival, human relations and citizenship, moral and ethical conduct, mental and physical health, aesthetic, scientific and cultural appreciation, and environmental and economic understanding.

GOAL 3. Vocational Competencies. All Floridians shall have the opportunity to master vocational competencies necessary for entry level employment by the time they leave full time education. For persons who continue formal education through advanced or professional programs, vocational competencies will be in areas of professional employment. Vocational education shall be continuously reviewed to assure that Florida's needs for workers are met and that individuals can secure further training needed for career advancement.

GOAL 4. Professional Competencies. Floridians with demonstrated interest, academic background and aptitude shall have the opportunity to acquire professional competencies necessary for employment in a profession and to update their competencies periodically. Programs of professional studies shall be organized to assure that Florida's and society's needs for professionals are met.

GOAL 5. Advanced Knowledge and Skills. Floridians with demonstrated interest, academic background and aptitude shall have the opportunity to acquire advanced knowledge and skills in the academic disciplines or other specialized fields of study and to update their knowledge and skills periodically. Programs of advanced academic training shall be organized to meet Florida's and society's needs for highly trained specialists.

GOAL 6. Research and Development. The public education network shall seek solutions to local, regional, state and national problems through organized research and development. Research and development shall be organized to solve pressing problems and to expand the store of knowledge in all areas of human endeavor, including education.

GOAL 7. Recreation and Leisure Skills. Floridians shall have the opportunity to pursue recreation and leisure skills which satisfy the recreational and cultural needs of individuals in areas outside of general education.

The above set of goals defines the scope of Florida's commitment to public education. The order of presentation indicates the priority among the goals. However, the goals are mutually supportive and dependent upon each other.

These goals provide the framework for planning and evaluating services provided by institutions of the public education network. Planning and evaluation should address both the quantity and quality of educational services. In situations where national comparisons are relevant to these goals, Florida will seek to achieve performance levels above the national average.

APPENDIX G

Letter from State Department
of Revenue to Duval County
Property Appraiser



STATE OF FLORIDA
DEPARTMENT OF REVENUE

TALLAHASSEE
32304

J ED STRAUGHN
EXECUTIVE DIRECTOR

WILLIAM R. CAVE, DIRECTOR
DIVISION OF AD VALOREM TAX

Honorable Robert A. Mallard
Duval County Property Appraiser
Room 102, Courthouse
Jacksonville, Florida 32201

Dear Mr. Mallard:

Pursuant to the duties and responsibilities imposed upon me by Section 195.097(1), F.S., and other laws and rules pertaining to ad valorem tax administration, notice is hereby issued that defects exist within the 1976 Duval County real property assessment roll.

The defects were determined after considering all available information and are listed below according to property classification.

PROPERTY TYPE

Improved Residential

NATURE OF DEFECT: Assessments do not reflect full and just value as required by Section 193.011, F.S.

SOURCE: It was determined from improved residential parcels that sold during 1975 and a cost study of new homes in Duval County that the index applicable to the cost approach in use by the property appraiser does not reflect full and just value.

CORRECTIVE ACTION
RECOMMENDED:

Determine local cost index by using 1976 construction cost in Duval County. Apply this index to current base rate to determine the proper adjusted base rate. Analyze current market data and apply this market data properly to eliminate inequities that occur in various age

Honorable Robert A. Mallard
Page 2

groups of existing residential property. Depreciation should be applied properly by analyzing current condition of existing residential property.

REQUIREMENTS: Consideration of the factors outlined in Section 193.011, F.S., in light of current market conditions to secure a just valuation for all property and to provide for uniform assessments between properties.

PROPERTY TYPE

Vacant Residential And Improved
Residential Land Values

NATURE OF DEFECT: Assessments do not reflect full and just value as required by Section 193.011, F.S.

SOURCE: It was determined from vacant residential sales occurring in 1975 in various areas of Duval County, that land assessments for vacant residential and improved residential land do not reflect full and just value.

CORRECTIVE ACTION

RECOMMENDED: Analyze appropriate market data, keep current land sales files to provide an acceptable means to estimate land value for vacant land parcels in Duval County as well as land values for improved parcels in the cost approach.

REQUIREMENTS: Consideration of the factors outlined in Section 193.011, F.S., in light of current market conditions to secure a just valuation for all property and to provide for uniform assessments between properties.

You are reminded that Section 195.097(2), Florida Statutes, requires that you reply within fifteen days after receipt of notice, but not later than February 1, 1977, as to your intentions to comply or request an immediate conference. If a conference is requested, you may bring staff, counsel or any information that you feel will help resolve or clarify objections to the defects or requirements.



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CORRECTIVE ACTION

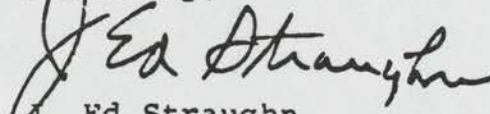
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Honorable Robert A. Mallard
Page 3

Pursuant to Section 195.097(2), Florida Statutes, I intend to issue an Administrative Order no later than March 1, 1977.

Thank you for your attention and cooperation.

Sincerely,


J. Ed Straughn
Executive Director

JES/GW/pd

JACKSONVILLE COUNCIL ON CITIZEN INVOLVEMENT REPORT

QUALITY EDUCATION AND DESEGREGATION IN THE DUVAL COUNTY SCHOOL DISTRICT

A Report Prepared by the Task Force on the Federal Court Order
of the
Public Education Study Committee

Robert Schellenberg, Chairperson
Public Education Study Committee

Jo Alexander, Co-Chairperson, Task Force on the Federal Court Order
Harold Gibson, Co-Chairperson, Task Force on the Federal Court Order

Andrew T. Parker, Jr., Associate Director, Staff
Task Force on the Federal Court Order

March, 1977

Jacksonville Council on Citizen Involvement, Inc.
510 Lomax Street . Jacksonville, Florida 32204
(904) 356-4136

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THE JACKSONVILLE COUNCIL ON CITIZEN INVOLVEMENT
PUBLIC EDUCATION STUDY COMMITTEE
TASK FORCE ON THE FEDERAL COURT ORDER

INTRODUCTION:

The Board of Directors of the Jacksonville Council on Citizen Involvement selected Public Education as one of its major study areas for 1976-1977. The Public Education Study Committee divided its work into three Task Forces: a Task Force on the Funding of Public Education; a Task Force on Learning (Kindergarten - Grade Six); and a Task Force on the Federal Court Order.

The Board established a Management Team to guide the work of the three (3) task forces, chaired by Robert Schellenberg. He was assisted by Mary Lou Short, Clanzel T. Brown, Genie Cooke, and James C. Rinaman.

During the summer of 1976 the Management Team of the Public Education Study Committee explored the scope of work which each Task Force would address. The charge of the Management Team to the Task Force on the Federal Court Order was:

1. To understand the tenets of the Federal Court Order;
2. To discover the effects of the Federal Court Order on the School System and the Community; and
3. To make recommendations to assist the School System and the Community in relationship to planning for the continued development of quality integration education in Duval County.

TASK FORCE MEMBERSHIP:

A total of eleven (11) members actively participated in the work of the Federal Court Order Task Force. All but one participant is a member of JCCI. The Co-Chairpersons of the Task Force were Harold Gibson and Jo Alexander. The other Task Force members were:

Dr. George W. Corrick	R. P. T. Young
James E. Deaton	Jolita Mitchell
John F. Gaillard	James C. Rinaman
Jane McCullagh	Genie Cooke
Pam Paul	

The Committee was staffed by Andy Parker and assisted by Ida Cobb.

TASK FORCE ORGANIZATION:

The Federal Court Order Task Force met for the first time on October 6, 1976. The Task Force held seven (7) fact-finding sessions between October 13, 1976 and January 26, 1977.

During January, February and March 1977 the Task Force developed conclusions and recommendations based on its fact-finding.

Resource Persons:

Nate Wilson	Former Board of Public Instruction Member
Gene Miller	Member, Board of Public Instruction
Jack Nooney	Member, Board of Public Instruction
Herb Sang	School Superintendent
Larry Paulk	Assistant School Supt. for Admn. Affairs
Francis Brown	Director for Pupil Transportation
Melton Threadcraft	Principal, Northwestern Junior High
Juanita Wilson	Principal, Hendricks Elementary
Ann Belote	Principal, Beauclerc Elementary
Mike Halperin	Principal, North Shore Elementary
Robert Dore	Principal, Lola M. Culver Elementary
Vera Davis	Principal, Ribault Senior High School
Jessie Boddie	Principal, Rufus Payne 6th Grade Center*
Joan Spaulding	Principal, Harborview Elementary*
Eddie Mae Steward	President, National Association for the Advancement of Colored People, Jacksonville Branch

* Site Visit

BACKGROUND:

In order to understand better the options available to the Duval County School System and the total community with regards to the development of a quality-integrated school system, the following chronology is presented:

A CHRONOLOGY OF EVENTS OF FEDERAL COURT INTERVENTION IN DUVAL COUNTY'S SCHOOLS

- | | | |
|-----------------------|-------|--|
| (Judge Bryan Simpson) | 1960: | A case was filed in Federal Court challenging the de jure (by law) segregation of Duval County's Schools.

Separate schools for blacks and whites were mandated by Florida's 1885 Constitution and several legislative statutes. |
| (Judge Bryan Simpson) | 1962: | Federal Court determined that Duval County did indeed have a "dual" school system and ordered a "plan" for the operating of schools on a "non-racial basis". (This order was upheld on appeal in 1964). |
| (Judge Bryan Simpson) | 1963: | Federal Court ordered implementation of the School Board Plan providing for:

<ol style="list-style-type: none">1. Integration of grades 1 and 2 in 1964 and 1 additional grade each year until the whole system was integrated in 1974; and2. "Freedom of choice" which allowed any child to transfer to any school in the system. |
| (Judge Bryan Simpson) | 1965: | Only 60 black students (out of 30,000) were attending desegregated schools. Blacks in Baldwin and the Beaches had to travel to the core city to school. The Duval County School Board consented to accelerate the desegregation process. |

(Judge Bryan Simpson) 1967:

Federal Court found that the School Board's Plan failed to establish a unitary system. The Federal Court then ordered a neighborhood school system for all grades without a "freedom of choice" provision.

The School Board failed to comply with this order and the Federal Court ordered the Duval County School Board to get H.E.W. and the University of Miami's Desegregation Center to help develop a plan with which they could comply.

(Judge Bryan Simpson) 1969:

The Miami Desegregation Center's "Plan" for Duval County School Desegregation was filed in Federal Court.

(Judge William A. McRae) 1969:

Eight months later, the Federal Court ordered the School Board to submit a "Comprehensive Desegregation Plan" by December 1, 1969.

Concomitant with the development of Duval County School Board's "Comprehensive Desegregation Plan", Supreme Court decisions mandated that "public schools must commence operating unitary school systems IMMEDIATELY".

(Judge William A. McRae) 1969:

Federal Court directed that conversion to a "unitary" school system take place beginning in 1970 by February.

(Judge William A. McRae) 1970:

Teacher assignment had to reflect a ratio of 70% white and 30% black in every school. Therefore, 1,500 teachers were reassigned by February 1. Other elementary schools were paired and clustered. On August 6, 1970, Federal Court ordered pairing and clustering of schools to desegregate elementary schools. This order was appealed by both defendants (School Board) and plaintiffs. While the appeal was pending the Charlotte-Mecklenberg case was decided by the U. S. Supreme Court. This decision defined "unitary" and emphasized now. Once the Charlotte-Mecklenberg case was decided, the School Board and plaintiffs got together to negotiate a plan and resolve the appeals of the August 6, 1970 Federal Court Order.

(Judge Gerald Tjoflat) 1971:

The School Board Plan was the result of the compromise which was accepted by the Federal Court. Initiated September, 1971:

. Closing of 7 elementary schools:

- #9 Fairfield
- #135 Isaiah Blocker
- #105 A. L. Lewis
- #3 East Jax. Elementary
- #104 Forrest Park
- #164 Mt. Herman
- #154 John E. Ford

. Closing of the Darnell-Cookman Junior High School

. Twenty schools were clustered and became one or two grade schools

. Creation of 6th grade centers

. Creation of 7th grade centers

. Massive pupil transportation

(Judge Gerald Tjoflat): 1971:

On August 11, 1971 the Federal Court further ordered the pairing of Ribault and Raines High Schools.

(Judge Gerald Tjoflat): 1971:

On August 23, 1971 the Federal Court further ordered the reopening of Douglas Anderson as a Seventh Grade Center.

(Judge Gerald Tjoflat): 1972:

The School Board Plan which substantively implemented the Federal Court Order was completed this year.

(No Judge):

1975:

The Plaintiffs filed a Motion for Further Relief and Temporary Restraining Order in Federal Court on the 14th of November, 1975. The Federal Court has not acted on the motion due to the absence of a judge on the bench of the Federal Court. (The Federal Court is hearing criminal cases only with the help of visiting judges until a judge is appointed to the bench in Jacksonville). (See Appendix A).

(No Judge):

1975:

The Defendants filed a Motion in Response to the Plaintiffs' Motion for Further Relief and Temporary Restraining Order and a Motion to Approve Sites for the Construction of Three Elementary Schools and a Motion to Consolidate Hearings and Relinquish Jurisdiction on November 24, 1975. (See Appendix A)

(No Judge):

1976:

The Defendants filed a Motion to Amend their November 24, 1975 Motion by deleting the Motion to Approve Sites for Construction of Three Elementary Schools in order to reduce the scope and length of the hearing on the motions. (See Appendix A)

FINDINGS:

The Task Force on the Federal Court Order examined all the pertinent data and developed the following findings:

• The Federal Court Order of July 23, 1971:

The Court used the following source data to draw up a "plan for the assignment of students to the Duval County Schools on a non-racial basis": 1

- The Duval County School Board Desegregation Plan.
- The prior record of the school integration case in Duval County from 1960 to the present.
- The stipulations of the Plaintiffs and the Defendants and the evidence presented in the pre-trial conference and two pre-trial hearings.
- The argument of the lawyers.
- The briefs which were filed as amicus curiae (friends of the court).

The Court considered the School Board's Plan as "the foundation for the remedial provisions" for its Order since the School Board was the "body which had the primary responsibility under the law for solving the problem of desegregation" in the Duval County School District. 2

In its findings or comments on the Duval County School Board's Plan the Court observed that:

- "The plan satisfactorily desegregates every elementary school in the system. That fact is undisputed. Through a technique of clustering, each elementary school would have a student body with 24% - 34% Negroes." 3
- Six Junior High Schools were fully integrated and not affected by the School Board's Plan. 4 Northwestern and Sandalwood Junior High Schools would be left as virtually one-race schools which the Court found constitutionally permissible. 5 The remaining Junior High Schools were clustered and would be integrated with a 21% - 34% black student enrollment in each school. 6

¹ Federal Court Order: 4598-Civ-J, p. 14. Hereinafter, the Federal Court will often be referred to as 'the Court' and the Federal Court will often be referred to as 'the Order'.

² Ibid.

³ Ibid, p. 15.

⁴ Ibid, p. 21.

⁵ Ibid, pps. 22-23.

⁶ Ibid, p. 25.

- . The High Schools, with the exception of Raines and Ribault High Schools, "would establish black enrollments ranging from 7% - 40%".⁷

The Federal Court entered an order on July 23, 1971 which indicated broad scale school desegregation in Duval County in September 1971.

The Order required:

- Section A The grouping of all elementary schools (grades 1 - 6) into twenty-one "clusters". The Court allowed the School District the discretion to create Sixth Grade Centers.⁸
- Section B The clustering of Junior High Schools (grades 7 - 9) into five clusters including 4 Seventh Grade Centers. (A fifth Seventh Grade Center was created by an additional order dated August 23, 1971.)⁹
- Section C The pairing of Ribault and Raines High Schools.¹⁰
- Section D The conversion of Stanton High School to a vocational and career center for students throughout the Duval County Schools.¹¹
- Section E The closing of eight schools: seven elementary schools and one Junior High School.¹²
- Section F The continuation of a policy which allowed majority students to transfer to minority schools.¹³
- Section G The School Board to purchase 100 buses immediately before the start of the 1971-72 school year, and 150 additional buses as soon as the appeal of the Court Order was disposed of.¹⁴
- Section H That all previous orders and judgments would remain in effect unless they conflict with this order. Thus, the 70% White - 30% Black teacher ratio remained in effect.¹⁵
- Section I That the Federal Court retain jurisdiction of the case.¹⁶

⁷ Federal Court Order:
4598-Civ-J, P. 25.

⁸ Ibid, pps. 28 - 35.

⁹ Ibid, pps. 35 - 37.

¹⁰ Ibid, p. 37

¹¹ Ibid, p. 37

¹² Ibid, pps. 37 - 38.

¹³ Ibid, p. 38.

¹⁴ Ibid, p. 38.

¹⁵ Ibid, p. 38.

¹⁶ Ibid, p. 38.

Subsequent Federal Court Orders required:

- Raines High School (#165) and Ribault High School (#96) be paired and that they would have an anticipated black enrollment of 59% and 57% respectively. Further, seniors would have the option of which school they would attend. (August 11, 1971)
- Douglas Anderson (#107) to reopen as a Seventh Grade Center which would serve the seventh grade students from Darnell-Cookman Junior High School (#145), which would be closed, Arlington Junior High School (#213), and Fort Caroline Junior High School (#238). The Court anticipated the black enrollment in these schools would be between 20% - 27%. (August 23, 1971) ¹⁸

Previous Federal Court Orders (which are still in effect) required:

- An Annual Report on pupil assignment be submitted to the Court.
- An Annual Report on teacher and staff assignment be submitted to the Court.
- That the Court approve all new school sites.

Present Legal Status of the July 23, 1971 Federal Court Order:

The Federal Court Ordered:

- An end to de jure (by law) segregation in the Duval County School District after more than a decade of legal action.
- Specific actions that were substantively complied with in 1972 when the Duval County School District implemented the Court Ordered Desegregation Plan.
- That the jurisdiction of the School Integration Order in the Duval County School District would be retained by the Court. However, the Federal Court is not intervening in the policy or operations of the Duval County School District.
- The continuation of the Annual Reports on pupil and teacher and staff assignment in the Duval County School District to the Court. The Court has not commented on them to date.
- That the Court would approve all new school sites.

¹⁷ Federal Court Order: 4598-Civ-J, p. 41.

¹⁸ Ibid, p. 43.

Since the July 23, 1971 Federal Court Order:

- . The plaintiffs in the original Federal Court case have filed a "Motion for Further Relief and Temporary Restraining Order". This was filed on November 14, 1975. Action by the Federal Court on this motion has been delayed due to the absence of a Federal Judge on the District Court Bench in Jacksonville's District Court.

This Motion for Further Relief and Temporary Restraining Order lists nine (9) alleged violations to the original Federal Court Order for School Integration in Duval County. (See Appendix A).

- . The defendants in the original Federal Court case (the School Board) have filed a "Response To Plaintiff's Motion For Further Relief and Temporary Restraining Order"; a "Motion to Consolidate Hearings and Relinquish Jurisdiction on November 14, 1975. The status of those motions before the Court is the same as the status of the Plaintiff's Motion. (See Appendix A).

These motions by the defendants ask the Court to: (a) deny the plaintiffs' "Motion for Further Relief and Temporary Restraining Order"; (b) consolidate all pending hearings relative to this issue before the Court to expedite resolution of the issue; and (c) approve construction of three elementary schools.

- . On February 23, 1976, the defendants filed a motion to withdraw the section in their November 24, 1975 Motion regarding approval of construction of three elementary schools in order to expedite the final hearing on the issue. (See Attachment A).

Pupil Population Data:

The Task Force has examined the pupil population of the Duval County School District since the Federal Court Order was issued and found: ¹⁹

- (a) The percentages anticipated by the Federal Court in the Federal Court Order for elementary schools were never met except for isolated incidences. The School Year 1973-74 was the most successful year for compliance with the Court anticipated percentages. Since that school year the level of compliance has declined.

¹⁹ See Attachment D - Chart III.

TABLE 1

NUMBER OF ELEMENTARY SCHOOLS MEETING ANTICIPATED
NON-WHITE PUPIL PERCENTAGES PLUS OR MINUS THREE
PERCENT.

ELEMENTARY SCHOOL CLUSTER	NUMBER OF SCHOOLS IN CLUSTER*	ANTICIPATED PERCENTAGE BY FEDERAL COURT **	75 SCHOOLS ***					
			SCHOOL YEAR					
			1971-72	1972-73	1973-74	1974-75	1975-76	1976-77
1	5	34%	1	1	1	1	0	0
2	4	30%	1	1	0	1	0	1
3	2	25%	0	0	1	1	1	0
4	4	34%	2	0	1	1	0	0
5	5	34%	0	0	0	0	0	1
6	4	30%	0	1	0	1	1	1
7	2	32%	2	2	2	2	1	1
8	4	25%	0	1	1	0	0	1
9	2	24%	0	1	1	1	1	1
10	2	25%	0	0	1	0	1	1
11	4	33%	2	1	0	0	0	1
12	5	30%	0	4	3	3	2	2
13	3	34%	0	0	1	0	0	0
14	4	31%	4	1	1	2	0	0
15	6	31%	0	2	3	3	2	1
16	3	35%	0	2	1	1	1	0
17	3	34%	0	3	3	1	3	2
18	3	33%	0	1	2	1	0	2
19	3	34%	0	1	2	0	1	0
20	4	15%	4	4	4	3	4	4
21	3	34%	2	0	1	1	1	1
TOTALS →			16	26	29	23	19	20

* Sixth Grade Centers have been excluded.

** Schools were categorized by the non-white student percentage anticipated by the Federal Court plus or minus 3 percentage points.

*** The Federal Court only assigned 75 schools to a cluster which were used as elementary schools (excluding Sixth Grade Centers).

Source: Attachment B; Chart of Percent of Non-White Students by Cluster, By School, By Year.

- (b) That when the 1976-1977 non-white pupil population data is compared to previous school years, the trend is toward increased percentages of non-white pupils in elementary schools and toward less decreased percentages of white students in elementary schools.

Table 2	COMPARISON OF NON-WHITE PUPIL POPULATION PERCENTAGES IN 1976-77 WITH 1972-73, 1973-74, 1974-75, and 1975-76.										
School Year Compared with 1976-77	NUMBER OF SCHOOLS WITH AN INCREASE										
	5	10	15	20	25	30	35	40	45	50	55
1972-73							(35)				
1973-74								(40)			
1974-75								(37)			
1975-76										(48)	
	NUMBER OF SCHOOLS WITH A DECREASE										
	5	10	15	20	25	30	35	40	45	50	55
1972-73								(37)			
1973-74							(32)				
1974-75						(28)					
1975-76				(20)							

- (c) That when non-white pupil population data is examined in relation to the court's anticipated percentages for elementary schools in each cluster the trend is significantly away from those anticipated percentages. This trend was examined by finding the deviation of the non-white pupil population of each school from the Court's anticipated percentage of its cluster for that school year. Each school year's standard deviation (degree of variance) can be compared to discern the trend of movement away from the Court's anticipated percentage of non-white pupils in elementary schools.

Table 3	<p>STANDARD DEVIATION OF NON-WHITE PUPIL POPULATION PERCENTAGES FOR ELEMENTARY SCHOOLS FOR SELECTED SCHOOL YEARS</p> <p>(Standard Deviation is the most common used indicator of dispersion)</p>					
	SCHOOL YEAR					
	1971-72	1972-73	1973-74	1974-75	1975-76	1976-77
Standard Deviation	SD = 12.6	SD = 9.5	SD = 10.1	SD = 10.3	SD = 11.8	SD = 12.5
<p>NOTE: The standard deviation is high for 1971-72 because the Court Order was not fully implemented until 1972-73 school year.</p> <p>SOURCE: Annual Reports filed by the Duval County School Board with the Federal Court.</p>						

- (d) That when non-white pupil population data of Sixth Grade Centers is examined in relation to the Court's anticipated percentage for Sixth Grade Centers the trend is moving away from the Court's anticipated percentages. This is especially true from the 1973-74 school year onward.

Table 4	STANDARD DEVIATION OF NON-WHITE PUPIL POPULATION FOR SIXTH GRADE CENTERS FOR SELECTED SCHOOL YEARS					
	SCHOOL YEAR					
	1971-72	1972-73	1973-74	1974-75	1975-76	1976-77
Standard Deviation	SD = 21.0	SD = 7.5	SD = 5.3	SD = 5.7	SD = 6.1	SD = 7.8
SOURCE: Annual Reports filed by the Duval County School Board with the Federal Court.						

- (e) That when non-white pupil population data of the Junior High Schools is examined in relation to the Court's anticipated percentages for Junior Highs the trend seems to be stable since the 1974-75 school year.

Table 5	STANDARD DEVIATION OF NON-WHITE PUPIL POPULATION FOR JUNIOR HIGH SCHOOLS FOR SELECTED YEARS					
	SCHOOL YEAR					
	1971-72	1972-73	1973-74	1974-75	1975-76	1976-77
Standard Deviation	SD = 19.9	SD = 6.3	SD = 7.7	SD = 8.2	SD = 8.1	SD = 8.1
SOURCE: Annual Reports filed by the Duval County School Board with the Federal Court.						

- (f) That the percentage of non-white pupil population of Sixth Grade Centers is much higher than in elementary schools (see Appendix B).
- (g) That the range of percentage of non-white Junior High School students anticipated by the Federal Court has been met by only two Junior High Schools (see Appendix C).
- (h) That a significant number of students exit the Duval County public school system at the end of Grade 5 (see Appendix D).
- (i) That the present pupil transportation system was designed to meet the Court Ordered Desegregation Plan and it places the burden of busing on black children. Most black children are bused out of their neighborhoods during grades 1 - 5 while most white children are bused out of their neighborhoods to attend a sixth or seventh grade center only. For the most part, students attend Junior and Senior High Schools in or near their neighborhoods.

- (j) That there are more schools with a much higher or lower white-black teacher and staff ratio than the 70% - 30% ratio required by the Federal Court.

TABLE 6	NUMBER OF SCHOOLS: NON-WHITE TEACHERS AND STAFF BY SELECTED PERCENTAGE RANGES FOR SCHOOL YEAR 1976-77			
RANGE OF PERCENTAGE OF NON-WHITE TEACHERS AND STAFF FOR ALL SCHOOLS IN THE 1976-77 SCHOOL YEAR				
	ALL SCHOOLS	ELEMENTARY SCHOOLS	6TH GRADE CENTERS	SECONDARY
Over 33%	35	9	14	12
27% - 33%	37	29	2	6
Under 27%	57	38	0	19
Source: Annual Report (1976) filed by the Duval County School Board with the Federal Court.				

CONCLUSIONS:

It is the purpose of this Task Force on the Federal Court Order to raise the relevant issues regarding the effect that the Federal Court Ordered Desegregation Plan has had on the school system and the community. With this purpose in mind, the Task Force on the Federal Court Order makes the following conclusions:

Once the Duval County School District implemented the Federal Court Ordered Desegregation Plan, the legal status of the school district ceased to be a de jure (by law) segregated district and achieved a legal status of "unitary". Even though the legal status of the Duval County School District is "unitary", the Task Force on the Federal Court Order has concluded that there are many elements of actual segregation in the school district's present design and operations.

Trends indicate a shift from the highest level of school integration in 1972 toward a more segregated system. The Task Force on the Federal Court Order has concluded that there is no plan in the Duval County School District to guide the process of school integration.

A large segment of the general public in Duval County perceives the Federal Court Order as a legal mechanism which is still serving a monitoring and regulatory function in relation to school system planning and operations. The Task Force on the Federal Court Order has concluded that the Federal Court Order was a legal mechanism that served to create a "unitary" school district in Duval County at a point in time and even though the Federal Court still retains jurisdiction in this case, the Federal Court has not intervened in the school district's planning and operations with the exception of:

- a) the required annual report on pupil and teacher placement to the Federal Court;
- b) the requirement by Federal Court of 70% - 30% white to black ratio teacher placement; and
- c) the requirement for court approval of site selection for new schools.

CONCLUSIONS (Cont'd.)

The Task Force on the Federal Court Order has concluded that the creation of a "unitary" (integrated) school district was the overriding purpose of the Federal Court's intervention in the Duval County School District and even though the Federal Court Order mentioned quality education, quality and integrated education were never combined as goals in the Federal Court Order and they should be.

That the continuing Federal Court jurisdiction of the Duval County School District's Desegregation Case tends to discourage fresh initiatives in dealing with the changing circumstances within the school district. Although the Court has no legal authority within the present case to reorder its original Desegregation Plan, its retention of jurisdiction of the case has a "chilling effect" on any new efforts to address the present needs of the school district with regard to quality-integrated education.

The Federal Court Order allowed the Duval County School District to create Sixth Grade Centers since such an action was "well within the limits of the [School] Board's administrative discretion".²⁰ The Task Force on the Federal Court Order has concluded that one-grade schools, as elements of the total school district's design, are unsound. It became clear from testimony from Resource Persons that:

- Students need more than one year in a school to develop identity with their school and its processes.
- Extra-curricular activities are difficult due to transportation barriers.
- Parent involvement in the Sixth and Seventh Grade Centers is inadequate.
- Parent-Teacher communication within the present Sixth and Seventh Grade Centers is irregular and crisis oriented.
- Results of standardized tests at the sixth and seventh grade levels indicate that educational achievement is very low.

²⁰ Federal Court Order: 4598-Civ-J, p. 20.

CONCLUSIONS (Cont'd.)

- White flight to private schools after grade five creates a pupil population in Sixth Grade Centers which is not representative of the total pupil population. (White children are under-represented in Sixth Grade Centers.) (See Appendix D).
- The present pupil transportation system was designed under time pressures of the Federal Court Order to implement its plan of school integration. Alternatives were not carefully explored. The Task Force on the Federal Court Order has concluded that the level and scope of the present pupil transportation system is probably not necessary and is too costly.

An approach to the restructuring of the system would be the creation of sub-districts to serve as the boundaries for the busing of students.

Districts could be designed so that social integration could be achieved in each sub-district and pupils would not have to be bussed significantly long distances from their homes.

The committee concludes that six sub-districts (allowing for separate districts for the Beaches and the Baldwin-West Duval County area) would be a reasonable and manageable number. The four sub-districts that would serve the Central County area to be so structured as to reflect the desires of the Court and the Community for a unitary quality-integrated system with a minimum of busing.

- Parent Involvement: The Task Force on the Federal Court Order has concluded that parent involvement is one key to quality-integrated education:
 - The Federal Court Ordered Desegregation Plan had the effect of removing parents great distances from the school to where their children were transported.
 - Parent involvement receives uneven school system and local school support.
 - Parent involvement requires planning. It does not just 'happen'. This is especially true when many children are bussed from their neighborhoods.
- Personnel: The Task Force on the Federal Court Order has concluded that competent teachers and principals and instructional staff are one key to quality-integrated education.

CONCLUSIONS (Cont'd.)

- Teacher transfers, recruitment, and hiring have been affected by the Federal Court Order significantly. Many principals find it very difficult to maintain a racially balanced, and well motivated staff which have the instructional qualifications they seek.
- Discipline: Discipline is a problem which is still significant in the Duval County School System:
 - Records on student discipline are not available for the years preceding 1971. However, resource persons indicated to the Task Force their perception that discipline problems significantly increased as a result of the Federal Court's intervention.
 - The philosophy of the recently initiated in-school suspension program is a step in the right direction and can become more effective it addresses the reasons for student suspensions.
 - The number of suspensions is still too high:
(1974-75: 7,858 suspensions; 1975-76: 8,451 suspensions).

The Task Force on the Federal Court Order concludes that the problems confronting Jacksonville/Duval County related to the achievement of quality-integrated education can be summarized as:

- an absence of clearly articulate purposes and goals for quality-integrated education;
- the absence of a common understanding of the purposes and objectives of quality-integrated education;
- the absence of comprehensive information with which to combat racial stereotyping;
- the lack of support for quality-integrated education among certain community groups;
- the erosion of past desegregation progress by direct and indirect action of the School Board;
- the tendency of special purpose schools and programs to lead to resegregation;

CONCLUSIONS (Cont'd.)

- the need to allocate funds to subsidize quality-integrated education planning;
- the need for means to educate community groups as to their roles (especially Local School Advisory Committees) and the approaches available to them in the process of developing quality-integrated education;
- the problems that arise over the reassignment of teachers; and
- the need to identify quality-integrated educational requirements in terms of personnel, system design, curriculum, in-service training and financial methods.

Finally, the issues related to the provision of quality-integrated education in the Duval County School District will need to be addressed both individually and collectively. The resolution of this historical dilemma must be addressed systematically and programmatically. There needs to be a new and creative thrust initiated by the School District and community. The recommendation of the Task Force on the Federal Court Order is made with the hope that the issue can be addressed without the liabilities of the past but with the assets of a new beginning.

RECOMMENDATIONS:

The Task Force on the Federal Court Order makes the following recommendation:

- . That the Duval County School Board initiate the development of a NEW PLAN of school desegregation for the Duval County School District to insure that the educational system in Duval County will better provide a quality-integrated education for all of its pupils.

We further recommend that the NEW PLAN:

1. Create six (6) Sub-districts which will serve as boundaries for the busing of students. Within the Sub-districts:
 - (a) School attendance areas should be redesigned so that no student attends school out of the boundaries of the Sub-district;
 - (b) School attendance areas should be created to achieve pupil integration for each Sub-district.

2. Eliminate single grade schools and incorporate them into either elementary schools, middle schools, and/or junior high schools.
3. Provide a black/white teacher and staff ratio which is comparable to the black/white pupil ratio in each school.
4. Provide for an appropriate governance mechanism at the Sub-district level to deal with local school problems so that policy and administrative concerns can adequately flow between the local school level and the district level.

We finally recommend that the Duval County School Board develop the NEW PLAN with the broadest community input possible to achieve those goals and objectives which foster quality-integrated education.

This recommendation is made with the belief that:

- a renewed effort will recreate purposes and goals for quality-integrated education;
- community support for quality-integrated education can be more adequately demonstrated;
- the School Board can provide better leadership;
- priorities of need will more often receive priorities of funding;
- communication problems will be more manageable;
- the scale and level of busing will be reduced effecting a saving in transportation costs, a reduction in the time students will spend in transit to and from school, and a more flexible class scheduling capacity by the school district;
- a higher level of parental involvement; and
- a better balance between integration and neighborhood schools.

This recommendation is made with the hope that:

- without the constraint of impending Federal Court Action a NEW PLAN can be developed which will eliminate cross county busing;
- do away with single grade schools;

RECOMMENDATIONS (Cont'd.)

- achieve the highest level of integration possible without cross county busing and single grade schools;
- allow the Duval County School District to focus on the ingredient of quality in a better designed, integrated school system; and
- increase parental involvement.

APPENDIX A

- . Motion for Further Relief
And Temporary Restraining
Order - Case No. 4598-Civ-J-T
- . Defendants Response to Plaintiffs'
Motion for Further Relief And
Temporary Restraining Order -
Case No. 4598-Civ-J-T
- . Defendants' Motion to Amend
Their Response to Plaintiffs'
Motion for Further Relief And
Temporary Restraining Order -
Case No. 4598-Civ-J-T

UNITED STATES DISTRICT COURT
MIDDLE DISTRICT OF FLORIDA
JACKSONVILLE DIVISION

ALTA OVETA MIMS, et al.	X	
Plaintiffs	X	
v.	X	CASE NO. 4598-Civ-j-T
THE DUVAL COUNTY SCHOOL BOARD	X	
a body coporate, et al.,	X	
defendants.	X	

MOTION FOR FURTHER RELIEF
AND TEMPORARY RESTRAINING ORDER

Come now the plaintiffs and move this Court to grant plaintiffs further relief from defendants' failure to comply with this Court's Memorandum Opinion and Final Judgment dated June 23, 1971. Plaintiffs further move this Court to order defendants to show cause why they should not be held in contempt of Court for willfully violating said order.

Moreover, plaintiffs pray that this Court will hereby grant unto them a temporary restraining order preventing certain immediate irreparable harm. injury and damage as a result of defendants' willful and continuing violation of said order as more particularly described below.

Plaintiffs would move this Honorable Court based on information and belief to show that defendants have violated this Court's order in the following respects, but not limited thereto:

1. Defendants have failed to desegregate the faculty and other staff so that the ratio of Negro to white teachers in each school would reflect the ratio of the Negro to white teachers in the system as a whole.

2. Defendants have failed to establish and maintain student attendance plans so as to merge the student bodies into a unitary system by the start of the Fall, 1970 school term in that:

(a) Defendants have failed to satisfactorily desegregate every elementary school in the system by the technique of clustering to assure that each elementary school would have a student body with 24%-34% Negroes.

(b) Forest Park Elementary School (#104) was ordered closed in 1971. Defendants have ignored said order and are operating and maintaining this facility for educating special education students and plaintiffs believe defendants are also preparing to educate headstart students therein. Defendants are pursuing the above without having obtained prior Court approval and are doing so in the same aesthetically obnoxious environment that existed in 1971 which led to this Court's order to close Forest Park Elementary School in the first instance. Plaintiffs will suffer immediate irreparable harm, injury and damage unless defendants are immediately restrained from using this facility for the stated educational purposes.

(c) Defendants have failed to integrate (or desegregate) the student body at Stanton High School and concentrate its vocational training there by drawing students of both races from all over the country.

(d) Defendants are effectively maintaining one race schools for all intents and purposes and their racial composition is the result of present and past discriminatory action.

(e) Defendants have failed to desegregate Raines High School (#165) and Ribault High School (#96) as ordered so that the black attendance ratio of students to the white attendance ratio of students is 59% and 57% respectively.

(f) Defendants have failed to convert Grand Park Elementary School (#14) to an Exceptional Child Education Center as ordered. (this has been accomplished during the 1976-77 school year).

(g) Defendants have failed to implement their own plan to cluster and pair elementary schools, junior high schools and high school to obtain the respectively designated black student enrollments as ordered.

(h) Defendants are maintaining a policy and procedure for busing black and white students which places an unconscionable, if not unconstitutional, burden on black students, black faculty and staff.

WHEREFORE, for the above stated reasons among others, plaintiffs pray that they be granted further relief and that defendants be order to show cause why they should not be held in contempt of Court for violating this Court's order of June 23, 1971 and upon their failure to show cause that this Court immediately issue its Temporary Restraining Order enjoining defendants from further willful and continued violation of its order.

Plaintiffs further pray that this Court will grant unto them any and all such additional relief as the law and justice may require.

Moreover, plaintiffs pray that defendants be required to compile and submit reports now requested according to this Court's orders with such information including all students, all faculty and staff in the Duval County School System including students, faculty and staff in Kindergarten, special education programs, exceptional education programs, alternative programs, Young Parents, Art, P.E., Music and Reading Resource, Bible - Foreign Language, ITV, Surplus, Transitional Class, etc.

Respectfully Submitted,

JACKSON & MICKS

By

DEITRA MICKS
Attorney for Plaintiffs
410 Broad Street, Suite #208
Jacksonville, Florida 32202

COUNSEL OF RECORD:
Jack Greenberg
10 Columbus Circle,
New York, N.Y., 10019

C E R T I F I C A T E O F S E R V I C E

I DO CERTIFY that a copy of the foregoing Motion has been furnished to Frederick J. Simpson, Esquire, and Donald R. Haxouri, Esquire, Office of General Counsel, City Hall, 13th Floor, Jacksonville, Florida 32202 by hand this 14th day of November, 1975.

Attorney

UNITED STATES DISTRICT COURT
MIDDLE DISTRICT OF FLORIDA
JACKSONVILLE DIVISION

ALTA OVETA MIMS, et al.,	X	
Plaintiffs	X	
vs.	X	CASE NO. 4598-Civ-J-T
THE DUVAL COUNTY SCHOOL BOARD	X	
a body corporate, et al.,	X	
Defendants	X	

DEFENDANTS' RESPONSE TO PLAINTIFFS'
MOTION FOR FURTHER RELIEF AND TEMPORARY RESTRAINING
ORDER; MOTION TO APPROVE SITES FOR THE
CONSTRUCTION OF THREE ELEMENTARY SCHOOLS AND
MOTION TO CONSOLIDATE HEARINGS AND
RELINQUISH JURISDICTION

I.

RESPONSE TO MOTION FOR FURTHER RELIEF AND TEMPORARY
RESTRAINING ORDER

Defendants respond to plaintiffs' Motion for Further Relief and Temporary Restraining Order and say:

1. With the exception of paragraph 2(b) of said motion, defendants deny each and every allegation and demand strict proof thereof.

2. With respect to paragraph 2(b) of said motion, plaintiffs orally agreed to the limited use of the Forest Park Elementary School as a site for the forty-four students in the Emotionally Disturbed Youth Program for the school year 1974-75 and in order to keep the children in school that said children be placed there prior to obtaining Court approval. The necessary motion to obtain Court approval was not filed until the 25th of September, 1975, which said motion is now pending. Defendants otherwise deny the allegations of said paragraph. (See Section II of this response.)

3. Defendants affirmatively state that they have complied with the Memorandum Opinion and Final Judgment dated the 23rd day of June, 1971, in this cause within the intent and meaning thereof.

II.

MOTION TO CONSOLIDATE HEARINGS

Defendants move to consolidate for hearing its pending Amended Motion for Approval of Utilization of Former Forest Park Elementary School to House Program for Emotionally Disturbed Youth with the hearing to be scheduled in these proceedings.

III.

MOTION TO APPROVE SITES FOR THREE
NEW ELEMENTARY SCHOOLS

Defendant, Duval County School Board, moves the Court to approve the sites for the location of three new elementary schools designated as School Nos. 256, 239 and 255 and for support thereof, shows:

1. Three elementary schools in the Arlington area, three elementary schools in the Southside Estates area and East thereof, and four elementary schools in the Southwest section of Duval County, Florida are overcrowded.

2. The Duval County School Board is currently leasing facilities to accomodate overcrowded schools in the three areas mentioned above.

3. Construction of these three schools has been recommended by the Survey Section of the State Department of Education, Tallahassee, Florida, and when completed, the schools will relieve the foregoing described conditions.

4. Commencing November 17, 1975, said Survey Section began its new survey for defendant's school district which survey will not be final and complete for approximately six months. Any order approving the hereinafter described sites should contain a provision that approval by the Court is conditioned on approval of the sites in said survey and by the State Department of Education.

5. The three proposed schools will be populated so as to be consistent with the 1971 desegregation order entered herein.

6. Staffing at the three proposed schools shall reflect the same racial ratio as the public school population of Duval County. Employment of staff shall be on a nondiscriminatory basis with respect to race, creed, color or sex.

7. The hereinafter described sites do not alter the desegregation plan establishing a unitary system set forth in the Memorandum Opinion and Final Judgment entered herein on the 23rd day of June, 1971.

8. Each such elementary school shall be located on the property described in Exhibit A which is attached hereto and made a part hereof.

IV.

MOTION TO RELINQUISH JURISDICTION

Upon the conclusion of these proceedings, defendants move the Court to relinquish jurisdiction of this cause on the following grounds:

1. This Court by its Memorandum Opinion and Final Judgment dated June 23, 1971, judicially declared that the defendants' system was integrated and was a unitary school system.

2. That within the intent and meaning of said Memorandum Opinion dated June 23, 1971, the Duval County school system is a unitary school system.

3. The object of the original complaint filed herein was to establish a unitary system of education in Duval County and that object has in law and in fact been accomplished.

WHEREFORE, defendants move the Court for an order as follows:

1. Denying plaintiffs' Motion for Further Relief and Temporary Restraining Order;

2. Consolidating for hearing and granting Defendants' Amended Motion for Approval of Utilization of Former Forest Park Elementary School to House Program for Emotionally Disturbed Youth;

3. Approving the construction of the foregoing elementary schools on the foregoing described sites, subject to the approval of the State Department of Education;

4. Relinquishing jurisdiction and declaring this litigation at an end.

HARRY L. SHORSTEIN
General Counsel
City of Jacksonville

/S/ Frederick J. Simpson
FREDERICK J. SIMPSON
Assistant Counsel
1300 City Hall
Jacksonville, Florida 32202
Attorneys for Defendant Duval
County School Board

Certificate of Service

I HEREBY CERTIFY that a copy of the foregoing Motions has been furnished to Deitra Micks, Jackson & Micks, 410 Broad Street, Suite #208, Jacksonville, Florida 32202, by hand, and Jack Greenberg, Esquire, 10 Columbus Circle, New York, New York 10019, by U. S. Mail, this 24th day of November, 1975.

/S/ Frederick J. Simpson
ATTORNEY

UNITED STATES DISTRICT COURT
MIDDLE DISTRICT OF FLORIDA
JACKSONVILLE DIVISION

ALTA OVETA MIMS, et. al.,	X	
Plaintiffs,	X	CASE NO. 4598-Civ-J-T
vs.	X	
THE DUVAL COUNTY SCHOOL BOARD,	X	
a body corporate, et al.,	X	
Defendants.	X	

DEFENDANTS' MOTION TO WITHDRAW SECTION III AND
PARAGRAPH 3 OF DEFENDANTS' PRAYER FOR RELIEF
CONTAINED IN DEFENDANTS' PLEADING ENTITLED
"DEFENDANTS' RESPONSE TO PLAINTIFFS' MOTION
FOR FURTHER RELIEF AND TEMPORARY RESTRAINING
ORDER: MOTION TO APPROVE SITES FOR THE CON-
STRUCTION OF THREE ELEMENTARY SCHOOLS AND
MOTION TO CONSOLIDATE HEARINGS AND RELINQUISH
JURISDICTION"

Defendant Duval County School Board withdraws Section III and Paragraph 3 of the prayer for relief contained in defendants' pleading entitled "Defendants' Response to Plaintiffs' Motion for Further Relief And Temporary Restraining Order; Motion to Approve Sites for the Construction of Three Elementary Schools and Motion to Consolidate Hearings and Relinquish Jurisdiction" dated the 24th day of November, 1975, in order that the issues created by plaintiffs' "Motion for Further Relief and Temporary Restraining Order" and defendants' response thereto could be placed on the calendar for final hearing at an earlier time inasmuch as the scope and length of the final hearing would be substantially reduced.

/S/ Frederick J. Simpson
FREDERICK J. SIMPSON
Acting General Counsel
City of Jacksonville
One of the Attorneys for
Defendant Duval County
School Board 1300 City Hall
Jacksonville, Florida 32202

Certificate of Service

I HEREBY CERTIFY that a copy of the foregoing Motion has been furnished to Jackson & Micks, 410 Broad Street, Suite 208, Jacksonville, Florida 32202, and Jack Greenberg, Esquire, 10 Columbus Circle, New York, New York 10019, by U. S. Mail, this 23rd day of February, 1976.

/S/ Frederick J. Simpson
ATTORNEY

APPENDIX B

Percentage of Non-White Elementary
School Students in the Duval County
School District by Federal Court
Cluster, By School, By Year

PERCENT OF NON-WHITE ELEMENTARY SCHOOL STUDENTS
BY CLUSTER, BY SCHOOL, AND BY YEAR

(These charts were referred to as [Group A]
under the School Board's Plan)

CLUSTER 1	34%	71/72	72/73	73/74	74/75	75/76	76/77
School 6		57	44	41	43	50	53
24		61	31	32	36	38	45
73		56	39	41	47	49	59
*148		59	38	34	32	33	35
(8)		32	41	46	49	55	58
(94)		1	15	14	12	10	11

CLUSTER 2	30%	71/72	72/73	73/74	74/75	75/76	76/77
70		57	53	55	63	70	71
*106		66	43	40	41	42	47
(11)		26	41	43	56	67	70
(13)		2	28	25	27	11	28
(242)		0	19	19	19	18	17

CLUSTER 3	26%	71/72	72/73	73/74	74/75	75/76	76/77
21		39	34	22	37	34	36
*143		66	39	38	35	34	41
(204)		1	32	28	27	26	30

CLUSTER 4	34%	71/72	72/73	73/74	74/75	75/76	76/77
10		39	48	44	51	53	59
79		35	29	33	37	39	40
93		39	39	50	56	54	60
202		31	26	27	26	26	24

CLUSTER 5	34%	71/72	72/73	73/74	74/75	75/76	76/77
*169		76	49	52	51	57	61
220		78	73	82	86	91	94
(37)		0	25	24	26	26	26
(78)		2	25	25	23	27	30
(91)		64	87	96	98	98	99
(205)		1	21	21	23	25	33

NOTES: Schools with a () around the number were not in the cluster during the 1971-1972 school year.

The percentage figure is that percentage of non-white students anticipated by the Federal Court.

CLUSTER 6 / 30%	71/72	72/73	73/74	74/75	75/76	76/77
23	65	52	60	62	64	67
74	63	43	49	55	62	63
*124	69	43	43	48	45	50
(61)	0	33	35	29	29	29
(218)	3	37	38	38	38	40

CLUSTER 7 / 32%	71/72	72/73	73/74	74/75	75/76	76/77
71	34	36	35	32	31	32
83	35	31	26	30	21	20
*159	40	33	30	28	25	26

CLUSTER 8 / 25%	71/72	72/73	73/74	74/75	75/76	76/77
(45)	2	22	22	20	21	22
(59)	1	37	37	39	39	39
* (95)	90	33	38	38	32	39
(99)	0	29	29	31	31	33
(250)	1	41	47	44	45	48

The following clusters were referred to as "Group B" under the School Board's Plan.

CLUSTER 9 / 24%	71/72	72/73	73/74	74/75	75/76	76/77
87	10	30	31	31	28	26
203	1	21	21	23	25	33

CLUSTER 10 / 25%	71/72	72/73	73/74	74/75	75/76	76/77
48	5	32	27	29	27	26
51	5	19	17	16	17	16

CLUSTER 11 / 33%	71/72	72/73	73/74	74/75	75/76	76/77
12	23	22	21	25	25	26
16	32	28	18	27	19	24
18	30	27	25	19	26	36
20	27	32	24	27	22	20

* Indicates Sixth Grade Centers.

CLUSTER 12 / 30%	71/72	72/73	73/74	74/75	75/76	76/77
89	3	33	31	33	32	33
*128	100	40	28	31	27	31
*162	100	49	35	37	30	34
206	1	27	25	22	23	23
208	3	23	23	22	24	25
228	3	29	32	28	27	27
233	4	28	30	27	26	24

CLUSTER 13 / 34%	71/72	72/73	73/74	74/75	75/76	76/77
57	27	24	24	27	25	25
68	28	30	34	24	23	21
98	27	27	27	25	24	27

CLUSTER 14 / 31%	71/72	72/73	73/74	74/75	75/76	76/77
30	32	32	30	28	27	24
72	31	35	38	39	42	49
222	28	23	26	28	26	20
230	31	25	22	19	14	15

CLUSTER 15 / 31%	71/72	72/73	73/74	74/75	75/76	76/77
19	9	40	34	35	34	35
77	2	41	40	35	35	30
84	0	38	35	34	37	41
88	2	31	32	32	25	27
*157	100	44	43	44	44	44
214	14	33	32	29	35	35
234	2	40	39	27	34	35

CLUSTER 16 / 35%	71/72	72/73	73/74	74/75	75/76	76/77
64	0	26	22	20	19	20
76	0	37	39	42	44	49
82	5	32	35	31	34	31
*158	99	46	48	38	39	40

CLUSTER 17 / 34%	71/72	72/73	73/74	74/75	75/76	76/77
85	1	37	39	35	36	35
*163	100	41	40	32	35	39
215	1	36	35	33	33	37
235	2	33	31	29	26	22

CLUSTER 18 / 33%	71/72	72/73	73/74	74/75	75/76	76/77
97	1	34	31	27	28	31
*166	99	41	36	35	37	31
221	1	24	20	15	14	14
243	8	29	30	32	37	35

CLUSTER 19 / 34%	71/72	72/73	73/74	74/75	75/76	76/77
116	13	27	27	19	22	24
*149	100	37	29	31	29	30
210	9	36	37	39	36	39
229	1	30	31	30	27	23

CLUSTER 20 / 15%	71/72	72/73	73/74	74/75	75/76	76/77
65	12	12	12	13	14	16
80	13	13	12	11	13	14
*144	13	14	13	13	13	14
225	16	13	11	11	11	10
227	22	18	16	16	17	16

CLUSTER 21 / 34%	71/72	72/73	73/74	74/75	75/76	76/77
46	34	38	30	34	31	33
209	32	30	24	21	19	18
240	41	40	32	25	25	23

* Indicates Sixth Grade Centers

APPENDIX C

Percentage Range of Non-White
Junior High School Students in
the Duval County School District
By Federal Court Cluster, By
School, And By Year

PERCENT OF NON-WHITE JUNIOR HIGH SCHOOL STUDENTS
BY CLUSTER, BY SCHOOL, AND BY SCHOOL YEAR

CLUSTER 1/26%-28%	1971-72	1972-73	1973-74	1974-75	1975-76	1976-77
213	20	18	13	13	12	15
238	20	21	16	12	13	15

CLUSTER 2/28%-29%	1971-72	1972-73	1973-74	1974-75	1975-76	1976-77
152	100	40	39	32	35	32
69	0	27	26	27	22	20
219	1	30	31	30	(29)	27

CLUSTER 3/32%-34%	1971-72	1972-73	1973-74	1974-75	1975-76	1976-77
168	100	38	48	40	36	35
207	6	(32)	31	29	30	28
216	4	29	35	(33)	(32)	(32)

CLUSTER 4/21%-23%	1971-72	1972-73	1973-74	1974-75	1975-76	1976-77
146	69	29	31	29	29	31
66	5	19	18	19	19	18
211	0	24	24	24	26	29

CLUSTER 5/26%-30%	1971-72	1972-73	1973-74	1974-75	1975-76	1976-77
212	71	51	59	62	62	63
244	19	31	35	37	35	37

NOTE: The Court found the remainder of the Junior High Schools integrated and did not cluster them.

APPENDIX D

Pupil Population Data

APPENDIX D

The data in this attachment shows Pupil Population for 1971 through 1976 for grades 5 - 8.

Further, the Pupil Population data for these years and grades are examined to determine pupil losses and gains. Significant losses in white pupils occur between grade 5 and grade 6. This loss is reversed after grade 6. The white loss at the end of grade 5 is greater than the total pupil loss for every year examined.

Another significant trend is black pupil loss after grade 7 for each year examined except for 1976. This is probably due to black children dropping out of school when they reach 16, the age beyond which compulsory attendance is required.

This data was developed from pupil membership data which was collected by the Duval County School System in September or October of each year for a report to the Federal Court.

Chart I Pupil Population: by year, by race, by grade, for selected years.

This data shows the pupil population trends by race for grades 5 - 8 for the years 1971 - 1976.

Chart II Student Gain/Loss Data: by year for 1971-1976 for grades 5 - 8.

This data shows the actual gain or loss of pupil population by race, for grades 5 - 8 for the years 1971-1976.

Chart III ... School System population by year: 1971 - 1972 through 1976 - 1977.

PUPIL POPULATION BY YEAR, BY GRADE
FOR SELECTED YEARS AND GRADES

YEAR	1976	1975	1974	1973	1972	1971
GRADE	5	5	5	5	5	5
WHITE	5,212	5,641	6,340	6,307	6,484	6,838
NON-WHITE	<u>2,437</u>	<u>2,652</u>	<u>2,795</u>	<u>2,821</u>	<u>2,964</u>	<u>3,051</u>
TOTAL	<u>7,649</u>	<u>8,293</u>	<u>9,135</u>	<u>9,128</u>	<u>9,448</u>	<u>9,889</u>
GRADE	6	6	6	6	6	6
WHITE	4,667	5,370	5,304	5,209	4,961	6,409
NON-WHITE	<u>2,682</u>	<u>2,804</u>	<u>2,827</u>	<u>2,988</u>	<u>3,162</u>	<u>2,976</u>
TOTAL	<u>7,349</u>	<u>8,174</u>	<u>8,131</u>	<u>8,197</u>	<u>8,123</u>	<u>9,385</u>
GRADE	7	7	7	7	7	7
WHITE	5,702	5,802	5,809	5,694	5,929	6,674
NON-WHITE	<u>2,962</u>	<u>2,972</u>	<u>3,050</u>	<u>3,377</u>	<u>3,139</u>	<u>3,252</u>
TOTAL	<u>8,664</u>	<u>8,774</u>	<u>8,859</u>	<u>9,071</u>	<u>9,068</u>	<u>9,926</u>
GRADE	8	8	8	8	8	8
WHITE	6,194	6,451	6,537	6,547	6,620	6,981
NON-WHITE	<u>3,036</u>	<u>3,045</u>	<u>3,179</u>	<u>3,138</u>	<u>3,168</u>	<u>3,095</u>
TOTAL	<u>9,230</u>	<u>9,496</u>	<u>9,716</u>	<u>9,685</u>	<u>9,788</u>	<u>10,076</u>

STUDENT GAIN/LOSS DATA 1971-1972; Grades 5 - 8				
Grade	Year 1971-1972	Total Gain/Loss	White Gain/Loss	Non-White Gain/Loss
5	9,889	-1,766	-1,877	+111
6	8,123			
6	9,385	-317	-480	+163
7	9,068			
7	9,926	-138	-54	-84
8	9,788			

STUDENT GAIN/LOSS DATA 1972-1973; Grades 5 - 8;				
Grade	Year 1972-1973	Total Gain/Loss	White Gain/Loss	Non-White Gain/Loss
5	9,448	-1,251	-1,275	+24
6	8,197			
6	8,123	+948	+733	+215
7	9,071			
7	9,068	+617	+618	-1
8	9,685			

STUDENT GAIN/LOSS DATA 1973-74; Grades 5 - 8				
Grade	Year 1973-1974	Total Gain/Loss	White Gain/Loss	Non-White Gain/Loss
5	9,128	-997	-1,003	+6
6	8,131			
6	8,197	+662	+600	+62
7	8,859			
7	9,071	+645	+843	-198
8	9,716			

STUDENT GAIN/LOSS DATA 1974-75; Grades 5 - 8				
Grade	Year 1974-1975	Total Gain/Loss	White Gain/Loss	Non-White Gain/Loss
5	9,135	-961	-970	+9
6	8,174			
6	8,131	+643	+498	+145
7	8,774			
7	8,859	+637	+642	-5
8	9,496			

STUDENT GAIN/LOSS DATA 1975-1976; Grades 5 - 8				
Grade	Year 1975-1976	Total Gain/Loss	White Gain/Loss	Non-White Gain/Loss
5	8,293	-944	-974	+30
6	7,349			
6	8,174	+490	+332	+158
7	8,664			
7	8,774	+456	+392	+64
8	9,230			

CHART III - School System Population
1971-72 through 1976-77

School Year	ELEMENTARY (Grades K-6)			SECONDARY (Grades 7-12)			TOTAL	
	# White	# Non-White	% Non-White	# White	# Non-White	% Non-White	All Students	% Non-White
1971-72	39,491	18,348	46	39,889	16,317	40	114,045	30
1972-73	35,851	17,709	49	37,434	16,898	45	107,856	32
1973-74	34,755	16,661	47	36,080	17,105	47	104,601	32
1974-75	34,190	16,151	47	35,818	16,785	46	102,944	31
1975-76	33,211	15,765	47	36,157	16,895	46	102,028	32
1976-77	32,214	15,614	48	35,169	16,948	48	99,945	32

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**JACKSONVILLE COUNCIL
ON
CITIZEN INVOLVEMENT**

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