

CAREER LADDERS: New Incentives for Teachers

ARTICLES BY:

Bigelow	Havard
Dieter and Floyd	Heller
Ellis	Murphy
First and Nowakowski	Stirling
French and Malo	Vass
Furtwengler	Vollertsen
Harkins	

Career Ladders: New Incentives for Teachers

State Leadership and Excellence in Education	Carol B. Furtwengler	1
Career Ladders, Incentives and Compensation for Teachers: The Concept and the Context	Michael J. Murphy	3
What the Literature Says About Career Ladders	Linda J. Vass	6
Research Report on Progress Toward Career Ladders in Illinois	Patricia F. First and Jeri Nowakowski	8
The North Carolina Career Development Plan: An Overview	Donn Dieter and Juanita Floyd	10
The Tennessee Career Ladder: What It Is and How It Has Changed	George E. Malo and Russell L. French	16
Career Ladders in Utah	Michael J. Murphy	20
A Career Compensation Program Model for Teachers: Educational Reform in Illinois	Michael J. Harkins	23
A Teacher's Perceptions and Opinions Regarding Career Compensation and Its Relationship to Educational Reform	Cathleen Vollertsen	28
A Teacher's Perceptions and Opinions About the Dundee Career Compensation Plan	Jackie Bigelow	30
A Teacher's Perceptions and Opinions About the Dundee Career Compensation Program	Audrey Havard	31
Components of a Comprehensive Evaluation for a Career Ladder Program for Teachers	Joseph R. Ellis	34
Developing Performance Evaluation Systems for Career Ladders	Russell L. French and George Malo	37
Performance Pay for Teachers: Some Financial Considerations	Terry Stirling	41
Leadership and Career Ladders	Mel Heller	46

THRESHOLDS IN EDUCATION FOUNDATION

BOARD OF DIRECTORS 1986-87

Chairman
Dr. Byron F. Radebaugh

Vice-Chairman
Dr. Louise E. Dieterle
Dr. Joseph R. Ellis
Dr. Patricia First
Dr. Connie Fox
Dr. Frank Lanning
Dr. Wesley Schmidt

Alternates
Mr. Michael Harkins
Dr. L. Glenn Smith

Treasurer
Dr. Roy L. Bragg

ISSUE EDITORS

Joseph R. Ellis
Michael J. Harkins

EXECUTIVE EDITORS

Joseph R. Ellis
Byron F. Radebaugh

ASSISTANT EXECUTIVE EDITORS

Millie Radebaugh
Connie Fox

CONTRIBUTING MEMBERS

Romeoville High School
Valley View Community Unit
District 364-U

College of Education
Northern Illinois University
DeKalb, Illinois 60115
Acting Dean: Jerry R. Ball

Office for Vocational, Technical,
and Career Education, Northern
Illinois University, DeKalb, IL 60115

Department of Leadership and
Educational Policy Studies
College of Education
Northern Illinois University
DeKalb, Illinois 60115
Chair: L. Glenn Smith

COVER

Art by Hilka Itkonen

TECHNICAL ASSISTANT

Paula Propst

EDITORIAL BOARD

Louise E. Dieterle
Northern Illinois University

Thomas L. Erikson
University of Illinois

Gloria Kinney
Palatine, Illinois

Patricia Krus
Arizona State University

Donald Potter
University of Nevada

William W. Purkey
University of North Carolina
Greensboro

Galen Saylor
University of Nebraska

Gary Taylor
University of Arkansas

Robert Wendel
Miami University

Views expressed do not necessarily reflect the views of the editors or the editorial board of *Thresholds*.

Manuscripts. Submit manuscripts to Editor, *Thresholds in Education*, P.O. Box 771, DeKalb, Illinois 60115. Suggested length - 900-5,000 words. Typed double spaced include author's vita.

The *Publications Manual* of the American Psychological Association (Sec. Ed. 1974) should be followed in preparing manuscripts.

Advertising rates: 1 page \$200; half page ads \$110.00; classified ads: up to 50 words, \$8.00, 51-100 words, \$15.00. Address: Business Manager *Thresholds in Education*, P.O. Box 771, DeKalb, IL 60115.

Thresholds is entered as Third Class Mail at the Post Office in DeKalb, Illinois under permit number 120.

Copyright: 1987 by *Thresholds in Education Foundation*. All rights reserved.

Subscription information. Subscription rates are as follows: one year \$16.00, two years \$31.00, three years, \$45.00. For foreign subscriptions other than Canadian add \$4.00 more per year. Send to Editor, *Thresholds in Education*, P.O. Box 771, DeKalb, IL 60115.

Thresholds is a refereed journal published quarterly in February, May, August and November.

State Leadership and Excellence in Education

By Carol B. Furtwengler

Introduction

The Constitution of the United States, either by design or omission, gives jurisdiction over public education to the states. The Tenth Amendment contains the statement that all powers not delegated or enumerated "are reserved to the states respectively or to the people." Although the states have always had the responsibility to provide leadership in education, that responsibility has normally been through enacting legislation and rules and regulations, providing funding for local school systems and monitoring school systems for compliance of state laws, rules and procedures.

Proactive governors have been proposing sweeping changes in the educational system, taking their programs to the public, and becoming the dominant force for educational improvement in the country.

The 1980's has seen a dramatic shift in the state's role in education. Proactive governors have been proposing sweeping changes in the educational system, taking their programs to the public, and becoming the dominant force for educational improvement in the country. Tennessee, led by Governor Lamar Alexander, is one of the forerunners in this new role for state leadership. What happened in Tennessee to make this happen and what was the result of Governor Alexander's reform movement for improving teaching? How did a poor state like Tennessee, which ranked 41st in teachers' salaries and 45th in per capita income, manage to implement a total Better Schools Program? Governor Alexander sums it up in five key words: **Better Schools Make Better Jobs.**

The Tennessee Experience

In 1981, the legislature, knowing Tennessee needed a plan for educational improvement, funded the Tennessee Comprehensive Education Study. Upon entering his second term of office, Governor Alexander used the study as a basis for his ten-point Better Schools Program. The focus of this program was the tenth point--the Career Ladder program--a program designed to bring our best teachers into education, to retain them in the teaching profession, and to reward them for excel-

lence in teaching. In a nutshell, the program was designed to make teaching a truly professional career.

Why was the Career Ladder Program identified as the cornerstone of the Better Schools initiative? Several good reasons could be identified for changing the "current way of doing things."

1. Our colleges of education were not attracting the brightest students.
2. Many of our best and brightest teachers were leaving the profession.
3. There was no reward for doing a good job--our best and worst teachers were paid the same after fifteen years.
4. The impending teacher shortage meant we not only had to attract considerable numbers of new teachers, but that we had to retain them in teaching.
5. Our schools were closed during the summer months when many of our students needed remedial or enrichment classes. (The Career Ladder Program allows teachers to work eleven or twelve months and be paid by the state.)
6. **Better schools make better jobs.** If a poor state like Tennessee is to attract industry, a good educational system is the ace in the deck of cards that potential investors seek before committing their industry to a new location.

...Governor Alexander made education his number one priority and spent over 70% of his time on the education issue.

If one were to list the reasons why Tennessee was able to pass legislation and fund a Better Schools program which totaled over a billion dollars for three years, credit would have to go to the legislature, the Governor, the people of Tennessee, and the teachers and administrators. First of all, the legislature realized the importance of a comprehensive plan and funded a study to seek solutions to the education dilemma. On this important issue, bipartisan support was garnered for the legislation and for the tax increase to pay the cost. Second, Governor Alexander made education his number one priority and spent over 70% of his time on the education issue. The people of Tennessee, through a Peter Hart survey, stated they would be willing to pay more for a program that would provide for better schools (but would not pay more for the same). The citizens of Tennessee even privately funded a task force to see that the Better Schools Program was enacted. And, finally, although great controversy surrounded the Career Ladder Program,

Carol B. Furtwengler is Deputy to the Commissioner, Tennessee State Department of Education, Nashville, Tennessee.

teachers and administrators in the state volunteered to participate. In true pioneer spirit, over 92% of the teachers entered the program at Career Level I during the first year, and over five thousand have already been awarded Career Ladder II or III status and the \$2,000 to \$7,000 supplement that goes with it.

Teachers' salaries are increasing and a Career Level III teacher today can make \$10,000 more a year than before the Career Ladder Program.

It Works!

Good things are happening in Tennessee as a result of the Better Schools Program. Enrollments are up in the Colleges of Education. Student achievement scores--on both basic skills tests and standardized tests--are climbing. Over 70% of the upper level teachers taught an extended contract the first year they were offered. Schools were open in Tennessee this summer with our best teachers teaching students in their areas of need. Teachers' salaries are increasing and a Career Level III teacher today can make \$10,000 more a year than before the Career Ladder Program. Tennessee is currently attracting 10% of all Japanese investment in the United States and was

able to convince General Motors to locate their new Saturn plant in middle Tennessee. Why did General Motors decide to come to Tennessee? According to Bill Hoglund, they liked the location and the work ethic, and believed in our commitment to education and remuneration for performance.

Tennessee's leadership provided the opportunity; our schools and communities deserve the credit for making it happen.

Summary

Change is never easy. It hasn't been in Tennessee. The leadership shown at the state level has provided a focus on excellence in teaching and has rewarded that excellence. The legislature, the governor, the people, and the teachers and administrators deserve credit for the positive changes being seen in the educational system and in the economy. States can provide leadership for change but true change can only occur at the local school level. Tennessee's leadership provided the opportunity; our schools and communities deserve the credit for making it happen.

ANNOUNCEMENT

Thresholds in Education Foundation in cooperation with the National Archives-Chicago Branch, and Community Unit School District #300 Dundee, Illinois, is pleased to announce TWO SUMMER WORKSHOPS for K-12 Social Studies and History teachers.

The workshops will be held at the National Archives-Chicago Branch, 7358 South Pulaski Road, Chicago, Illinois, 60629.

Workshop #1: "The Constitution in Crisis: A Study in Primary Sources"

Dates: July 13-18, 1987

Workshop #2: "Lincoln and Grant, Illinois Profiles: A Study in Primary Sources"

Dates: August 17-21, 1987

For applications contact:

Thresholds in Education Foundation, Dr. Byron F. Radebaugh, P. O. Box 771, DeKalb, Illinois, 60115, Phone: 815-753-9357.

Mr. Peter Bunce, National Archives, Chicago, Illinois, 60629, Phone: 312-581-7816.

Mr. Michael J. Harkins, Community Unit School District #300, Dundee, Illinois, 60118. Phone: 312-426-1300 X 343.

Career Ladders, Incentives and Compensation for Teachers: The Concept and the Context

By Michael J. Murphy

Career ladders for teachers have become a major reform strategy in the United States. Over three-quarters of the states have adopted or are studying career advancement or merit compensation plans (Bridgman, 1985). The rush to career ladders appears to stem from a growing concern among business and political leaders that school and teacher force quality is deteriorating, and the belief that career ladders can play a part in reversing the trend. Career ladder plans variously combine promotion and compensation to enhance career opportunities, change behavior, and reduce turnover in the teaching force. The purpose of this article is to describe some of the goals of career ladders, the central features of plans being developed for them and their consequences.

The impetus for career ladders comes, by and large, from outside the schools. There have been about 275 school reform commissions empaneled nationally and in the states between 1982 and 1986; most of these have recommended career ladders. Governors have endorsed the concept of career ladders (National Governors Association, 1986). Legislators have often been enthusiastic supporters as well. Businessmen, legislators, governors, civic leaders and other influential citizens seem to endorse career ladders for three primary reasons:

1. To achieve pay efficiencies. Although it has been shown that teacher salaries would need to be raised about 30% to be competitive with other baccalaureate entry professions (Murphy, 1984) most policy makers concede that large, general wage increases cannot be financed in a time of budget shortfalls and tax restrictions. Further, many doubt whether across the board increases are warranted, or are the most efficient option to improve school quality. Thus, many want to tie salary increases to school reform, and institute performance related salaries for teachers. The career ladder offers a mechanism to do this.
2. To improve schools. Career ladders are advocated as school improvement strategies on two different assumptions. First career ladders can improve the teaching force by recruiting and retaining good teachers through attractive career/wage structures. Second, good teachers can impact the

performance of others through example and expanded responsibilities for new teacher induction, mentoring, curriculum development and the like.

3. To professionalize teaching. Professionals take responsibility for organizational leadership yet still practice. A career ladder can provide opportunity for leadership to emerge in a work community characterized by peer involvement and professional respect. As they are now operated, schools are quite bureaucratic and most teachers feel left out of important school policy decisions (Tye, 1985). The Carnegie Forum on Education and the Economy proposes extensive deregulation of schools, the "empowerment" of teachers, and a career ladder to overcome bureaucratic impediments (Carnegie, 1986).

Types of Career Ladders

Because they respond to different, and sometimes contradictory purposes, and because they are molded to fit assumptions about teaching work and local values, career ladders emerging across the country are quite varied. Plans vary according to the number of promotional steps in the ladder, on the job expectations that accompany promotion, and on the scope of participation. Some career ladder plans promote teachers on the basis of performance, and promotions represent a recognition for excellent performance as a classroom teacher. Although promoted teachers in these plans may be expected to model good behavior, there are no explicit requirements in these plans that these teachers assume specific or to be defined duties.

In other ladder plans promoted teachers will assume additional duties as part of their career ladder position. In these plans, teachers maintain their teaching assignments and continue to be good performers as classroom teachers. In addition, they undertake special duties which may be in the nature of a project or a continuing responsibility in the school for a particular instructional area.

Career ladders in which promotion carries no expectations of additional work can be thought as performance recognition ladders because promotions are based upon demonstrated excellence in classroom teaching performance. Career ladder plans which require promoted teachers to assume additional responsibilities are job enlargement ladders. Within each of these general strategies there are many variations, and in practice, career ladders frequently mix performance recognition and job enlargement features.

Performance Recognition Ladders

The performance recognition ladder is a merit ladder. It seeks to link pay and promotion to qualitative differences in the performance of

Michael J. Murphy is an Associate Professor of Education in the Department of School Administration at the University of Utah in Salt Lake City, Utah.

similar work (Malen et al., forthcoming). Performance criteria, which may be specific or general, and measured variously, form the basis for promotion decisions. Teachers may be permanently promoted, as in the university, or they may be promoted for a fixed period and be required to requalify or recompetete to maintain their promotion and salary supplement. Performance recognition ladders are used in Utah (Utah State Office of Education, 1985), Tennessee (Tennessee Department of Education, 1985), and Florida (Snider, 1986).

Performance recognition ladders have several advantages:

1. They recognize classroom teaching performance and don't require extra work because of that recognition.
2. Administration of the program is fairly straight forward; it doesn't require restructuring of roles and relationships, new job descriptions, or complex selection procedures.
3. Such a program may force development of more sophisticated measures of performance. This may include the use of multiple lines of evidence, evaluation teams, and elaborate assessment techniques.

Performance recognition ladders have some significant problems as well:

1. They place great stress on the evaluation system which must now be able to discriminate more accurately among degrees of performance quality. Most evaluation systems were designed to make tenure decisions, and are not able to permit subtle qualitative distinctions among teachers' performances (Hooegeveen & Gutkin, 1986).

...research on merit pay indicates that it is a weak incentive. It is ineffective as a strategy for altering teaching performance.

2. They are not generally popular with teachers. Merit pay has been difficult to implement and sustain in schools (Murnane & Cohen, 1986). Teacher resistance to merit pay increases with experience (Harris et al., 1986). Teachers don't trust present evaluations or evaluators to be fair, objective, or accurate. Furthermore, many performance recognition ladders shift the burden of creating the record for promotion to teachers themselves. They are often required to prepare resumes, dossiers, portfolios and the like. Teachers object to this process seemingly because of the time it takes and because they don't like to "brag" about their work.
3. The administration of a trusted, valid, multi-indicator evaluation is very time costly. At the university, where there are such systems, tenure review processes require enormous amounts of time.

Two other cautions about performance recognition models may be in order. First, research on merit pay indicates that it is a weak incentive. It is ineffective as a strategy for altering teaching performance. Further, where the merit incentive does not fit the work or norms, it will be quietly transposed or intensely fought. The complexity of teaching and the egalitarian norms of teachers suggest that the merit pay fit is not a good one (Malen et al., forthcoming).

Second, the university prototype often operates in an environment of faculty governance. Faculty often elect their department chairs and deans, usually for fixed terms. They usually have meaningful input in the selection of presidents and academic vice-presidents. Through faculty senates and committee structures, university faculty help determine academic and personnel policy. Elementary and secondary teachers usually do not find themselves in work settings which feature this level of faculty governance or work place democracy. It cannot be known whether performance recognition ladders for teachers will add functionality and work satisfaction without governance structures that resemble those in universities.

Job Enlargement Ladders

Teaching jobs may be enlarged with qualitatively similar or qualitatively dissimilar work. Enlargement may be through ad hoc projects or by added administrative or professional responsibilities. By and large, projects tend to enlarge jobs with qualitatively similar work. Projects may be undertakings in which teachers pursue special interest or needs heretofore impossible because of resource limits, or the incorporation of activities formerly done by teachers on their own time into a 'fee for service' arrangement. Projects are idiosyncratic, and time definite, with tangible outcomes. Where jobs are enlarged by added responsibilities, the new work tends to be qualitatively different as promoted teachers undertake leadership, mentoring, curriculum development, inservice, and assessment duties. Job descriptions, rather than contract proposals, control the work and redefine roles and responsibilities.

Job enlargement strategies are apparent in the extended contract-special project option provisions of career ladders in Tennessee (Tennessee State Department of Education, 1985), South Carolina (Waters et al., 1986), in the state sponsored pilot teacher inventive programs such as the one in Dundee, Illinois (Harkins, 1985), in the California mentor teacher program (Wagner, 1985), and in the Charlotte-Mecklenburg career ladder (Hanes & Mitchell, 1985). The career ladder plans in Utah overwhelmingly include job enlargement provisions (Murphy, 1986).

The advantages of job enlargement ladders seem to be:

1. They are more popular with teachers (Harris, 1986; Nelson, 1986). This may be because teachers can defend their participation, or lack of it, on the basis of extra work. Thus, merit related social cleavages are avoided. Another reason for their popularity may be that promotions are task related and often time definite. This allows "turn taking."

2. Teacher leadership is recognized and developed, especially in the job redesign ladders. The leadership circle in the school is expanded and classroom teachers usually have greater input in school decisions. In Great Britain, one learns to be a head teacher by moving through the scales and taking on increasing responsibilities (Murphy, 1985).
3. Attention is focused more on the school and matters of school quality. School improvement as well as individual classroom improvement is given thought.
4. The ladder is consistent with research which suggests that individuals need new challenges in their work life periodically.

Important problems with job enlarged ladders are:

1. The extra duties add to the time pressures of teachers. Career ladder teachers report that the need to perform extra duties often causes them to have to be out of their classrooms for periods of time. Furthermore, they do not believe they do as good a job in their own classroom because of the other duties (Malen et al., forthcoming).
2. Teachers often see the ladder as 'extra pay for extra work,' not as a significant career development opportunity.
3. The projects used to enlarge jobs are loosely coupled to school and district goals. They are necessarily idiosyncratic, and produce only episodic gains for individuals and school system (Malen et al., forthcoming).

...career ladders can be strategy for changing teaching work, for empowering teachers and creating an environment for emergent leadership.

4. The job redesign ladders require significant adjustment in administrative behavior in schools. Principals must share power, and serve as team builders and leaders. Many principals resist this transformation.
5. Project enlarged ladders may cause teachers to narrow the definition of their work and demand payment for activities they have previously done voluntarily.

Concluding Summary

Career ladders can be viewed from several perspectives, come in a wide variety of forms and serve multiple purposes. They can be considered primarily as compensation programs, and be jazzed up merit pay plans, or extra pay for extra work. They can be directed toward teacher and school improvement through projects and teacher leadership. Career ladders can seek to improve the teaching force by recruiting and retaining good teachers, and by supplying the human resources needed for effective induction of new teachers. And career ladders can be strategy for changing teaching work, for empowering teachers and creating an environment for emergent leadership. The type of ladder designed will differ with purposes, assumptions about teachers

and teaching work, and the determinations of problems in schools.

References

- Bridgman, A. State launching barrage of initiatives, and changing course: A 50 state survey of reform measures. Education Week, I, February 6, 1985, 11.
- Carnegie Forum on Education and the Economy. A nation prepared: Teachers for the 21st century. Washington, DC: Carnegie Forum on Education and the Economy, 1986.
- Hanes, R.C. and Mitchell, K. Teacher career development in Charlotte-Mecklenburg. Educational Leadership, November, 1985, 43, 11-13.
- Harkins, M. Career compensation pilot program: "A window to excellence." January 22, 1986.
- Harris, L. and Associates. The Metropolitan Life survey of the american teacher 1986: Restructuring the teaching profession.
- Hoogeveen, K. and Gutkin, T.B. Collegial ratings among school personnel: An empirical examination of the merit pay concept. American Educational Research Journal, Fall, 1986, 23, 375-381.
- Malen, B. and Murphy, M.J. A statewide decentralized approach to public school reform: The case of career ladders in Utah. Journal of Education Finance, Fall, 1985, 11, 261-277.
- Malen, B. and Murphy, M.J., and Hart, A.W. Restructuring teacher compensation systems: An analysis of three incentive strategies. 1987 American Education Finance Association Yearbook, forthcoming.
- Murnane, R.J. and Cohen, D.K. Merit pay and the evaluation problem: Why most merit pay plans fail and few survive. Harvard Educational Review, February 1986, 56, 1-17.
- Murphy, M.J. Career ladders in Utah: School district responses. Paper prepared for the annual meeting of the American Educational Research Association, San Francisco, CA, 1986.
- Murphy, M.J. Estimating the supply costs of ability for teachers. Paper delivered at the annual meeting of the American Education Finance Association, Orlando, FL, 1984.
- Murphy, M.J. Teacher career ladders in Britain: A study of their structure and impact. Salt Lake City, UT: Utah/UCEA Center for Personnel Law and Employment Relations in Education, 1985.
- National Governors' Association. Time for results: The Governors' 1991 report on education, 1986.
- Nelson, D. A statewide survey of teacher opinions concerning Utah's career ladder program. Salt Lake City, UT: Utah State Office of Education, 1986.

*

What the Literature Says About Career Ladders

By Linda J. Vass

In 1983, the National Commission on Excellence in Education presented a view of the current educational scene and provided recommendations for improvement in a report entitled, A Nation at Risk: The Imperative for Educational Reform. One of the areas reviewed was teachers' salaries and the method of paying teachers. The recommendation stated:

Salaries for the teaching profession should be increased and should be professionally competitive, market-sensitive, and performance-based. Salary, promotion, tenure, and retention decisions should be tied to an effective evaluation system that includes peer review so that superior teachers can be rewarded, average ones encouraged, and poor ones either improved or terminated (U.S. Department of Education, 1983).

By December, 1984, at least 25 state legislatures had responded to the recommendation by mandating that career ladder-merit pay programs be developed. In addition, several other states were studying the concept. At the same time, work to develop career ladder plans was under way in at least 51 school districts across the United States. A Career Ladder Clearing House was also established by the Southern Regional Education Board to coordinate and exchange information about career ladder plans (Rosenholtz, 1986).

The development of alternative compensation programs is not a new concept to education. Early in the 20th century, merit pay was the norm for compensating teachers. It reached a peak in the 1920's but declined with the move toward single salary schedules for the purpose of eliminating the disparity between elementary and secondary teacher salaries (and males and females) in the 1930's and 1940's. Interest in merit pay for teachers revived in the mid 1950's when many states either considered or adopted legislation pertaining to it. School district use of some form of merit pay for teachers stabilized around 10% in the 1960's before declining again in the 1970's.

During the late 1960's and early 1970's the career ladder concept was embedded in a model for school reform known as differentiated staffing. Although the model at first captured the intense interest and enthusiasm of many educators, its widespread use was discontinued by the mid 1970's (Education Research Services, 1983).

The following elements facilitated the demise of differentiated staffing and other master teacher programs:

1. Many teachers were not prepared for the dramatic changes in the work environment.
2. The programs became an incentive for a very few and a disincentive for many others.
3. There was a lack of in-depth evaluation beyond self reports from those directly involved in the projects which led to an inadequate base for modification and improvement.
4. School districts mandated differentiated staffing plans with limited input from the teaching profession.
5. Once the system was in place for four or five years, no new teachers could participate (Frieberg, 1985).

Career ladders typically have three or four levels, with some combination of entry, continuing, senior, and master teacher categories. All new teachers must begin at the entry level while they are on probation. Minimum and maximum number of years at the entry level may be specified with dismissal possible if a teacher fails to qualify for the next level by the end of the period. Teachers with previous teaching experience entering a district normally are placed in the entry level category for a shorter period than first year teachers.

Master teacher and career ladder arrangements pose some potential dangers. The best teachers may be out of the classroom too much of the time. The continuity of instruction may be disrupted by too many scheduling changes and too heavy a reliance on substitutes. Master teachers may be asked to spend time on tasks that are less important than teaching itself. The danger also exists of creating a new mid-level bureaucracy with responsibilities like those of existing administrators such as supervisors and subject specialists.

Master teachers may be asked to spend time on tasks that are less important than teaching itself.

The goal of any career ladder, master teacher, or merit pay program should be to increase the effectiveness of teachers and teaching that will result in better schools. Research shows that teachers in effective schools collaborate, interact, experiment, analyze, and collegially evaluate the teaching process. Effective schools also tend to discourage the kind of unhealthy competition among teachers that causes them to isolate themselves in classrooms (Parker, 1985). Teachers will do little to change unless they believe the attempt will enhance their effectiveness with students, add to their repertoire of skills, counter professional stagnation, and thus, accrue to them greater psychic dividends (McLaughlin & Marsh, 1978).

Linda J. Vass is the Executive Director of Human Resources for School District 15, Palatine, Illinois.

The success of a career ladder or master teacher plan depends on the quality of the existing evaluation process. Wise and Associates (1984), reported the following characteristics of evaluation systems that work. Successful programs provide top-level leadership and institutional resources for the evaluation process; evaluators have the necessary expertise to perform their tasks; administrator-teacher collaboration is structured toward a common understanding of evaluation goals and processes; the evaluation process and support system are compatible with each other and with the district's overall goals and organizational context.

The concept (merit pay) has been shown to be ineffective and self-defeating and may, in fact, be a disincentive for improving performance (English, 1986).

The ASCD Task Force on Merit Pay and Career Ladders concluded that merit pay by itself will not solve problems now facing schools in their efforts to reach higher levels of excellence. The concept (merit pay) has been shown to be ineffective and self-defeating and may, in fact, be a disincentive for improving performance (English, 1986). On the other hand, career ladders, when executed with a great deal of precision, may improve conditions of a school if the following conditions prevail: 1) they are unencumbered by quota systems; 2) job descriptions accompanying promotion are written according to school needs; 3) teachers and administrators approve of and are involved in their design; 4) they apportion effective, collegial teachers into each school; 5) they specify staff development responsibilities for job incumbents; 6) they improve instruction through work with individual teachers; 7) they provide mentorship training and opportunities for mentors to collaborate; 8) they legitimate the sharing of power and responsibility among school administrators and teachers (Rosenholtz, 1986).

Career ladder programs address the recommendations of many recent national reports that call for a differentiation in teachers' salaries based on performance factors. Such programs can be flexible and designed to meet national, state, and/or local goals. The most successful programs include active participation by teachers and administrators in their design, development, implementation, and evaluation. Career ladders, if properly planned, have the potential to encourage and reward good teaching and to retain successful and competent professionals.

References

- Education Research Services. Merit pay for teachers' status and description. Alexandria, VA, 1983, 1-4.
- English, F. Still searching for excellence. Educational Leadership, 1985, 41, 34-35.
- Freiberg, H.J. Master teacher programs: Lessons

from the past. Educational Leadership, 1985, 41, 16-21.

McLaughlin, M.W. and Marsh, D.D. Staff development and school change. Teachers College Record, 1978, 80, 69-94.

National Commission on Excellence in Education. A nation at risk: The imperative for educational reform. Washington, DC: US Department of Education, 1983.

Parker, J.C. Career ladder/master teacher programs: Implications for principals. Reston, VA: The National Association of Secondary School Principals, 1985.

Rosenholtz, Susan J. Career ladders and merit pay: Capricious fads or fundamental reforms? The Elementary School Journal, 1986, 86, 513-529.

Schaffarzick, J. Master teachers. Instructional Leadership Handbook, Reston, VA: National Association of Secondary School Principals, 1984.

Wise, A.E. et al. A teacher evaluation: A study of effective practices. National Institute of Education R-3139-NIE, Santa Monica, CA: Rand Corporation, 1984.



ANNOUNCING

THE THRESHOLDS IN EDUCATION FOUNDATION'S

1987 SPRING CONFERENCE

Theme: Sophisticated Approaches to Educational Enrichment: A Multiple Perspective

The Neighborhoods, The Dance, The Archives, The Natural Environment

April 24, 25, 26, 1987
Friday - Saturday - Sunday

Woodstock Conference Center

Highway 14

Woodstock, Illinois

For registration and program information contact:

Joe Ellis (815-7533-8445)
Department of Learning, Development and Special Education, Northern Illinois University, DeKalb, Illinois, 60115

Research Report on Progress Toward Career Ladders in Illinois

By Patricia F. First and Jeri Nowakowski

Illinois, like many other states, responded to the call for reform in the 1980's with a colossal reform package containing 169 separate initiatives. Still, the Illinois Senate perceived some areas to be inadequately addressed. As a result, the Illinois Legislature passed Senate Joint Resolution 25 during the 1985 legislative session, and so urged local school districts to take specific action regarding five areas. The first two of these areas can be used as indicators of progress toward use of the career ladder concept in Illinois. The five areas are:

- the provision of a wider array of roles and responsibilities within teaching.
- the development of systems for recognition of outstanding performance by educational staff.
- the provision of support and/or training for reassigned or transferred teachers.
- the use of time during the existing school day and school year.
- the effectiveness of the district's school size and organization.

The authors worked with the State Board of Education on this project. In this article they report on needs assessment findings in relation to the first two of the above areas.

The survey instrument was sent to the superintendents of all 996 regular operating school districts in Illinois. The response rate was 57%, that is, 569 usable responses were received and analyzed. The responding districts were representative of the varying sizes and types of districts in Illinois.

The survey questions probed for evidence that districts are providing a wider array of roles and responsibilities within teaching, and, through doing so, that districts are providing for careers within teaching which have varying rewards and responsibilities. The investigators looked, further, for evidence that districts are developing and maintaining systems for recognition

Patricia F. First is Assistant Professor and Chair, Faculty in Educational Administration and School Business Management, Department of Leadership and Educational Policy Studies, Northern Illinois University.

Jeri Nowakowski is Assistant Professor, Faculty in Educational Administration and School Business Management, Department of Leadership and Educational Policy Studies, and Director, Office of Educational Evaluation and Policy Studies, College of Education, Northern Illinois University.

...relatively little is being done to provide for different teaching roles and responsibilities. Also, few districts reported that systems for recognition of outstanding performance had been developed or maintained..

of outstanding performance. The survey findings suggest that relatively little is being done to provide for different teaching roles and responsibilities. Also, few districts reported that systems for recognition of outstanding performance had been developed or maintained if development had been attempted.

Of 569 districts responding, 492 responded to the item requesting that the total number of teaching staff be reported and subsequently categorized as Differentiated, Not Differentiated, Special, Mentor, or Master Teachers, or Teachers with Special Tasks/Assignment (see Table I). It was intended that the categories 'Differentiated Staff' and 'Staff Not Differentiated' be mutually exclusive, but it was also understood that teachers so classified might also be listed as Special or Mentor Teachers or as Teachers with Special Tasks or Assignments.

Only 77 districts (13% of the respondents) indicated they had differentiated staffing. These were defined on the survey form as "teaching staff with different levels or tiers of assigned responsibilities who provides classroom instruction only and has a special classification such as senior or lead teacher." Nearly 73% of the districts indicated that their teaching staff is not differentiated.

Responding districts reported a total of 60,294 teachers. Approximately 4,686 (7.8%) of these teachers have been classified as Differentiated (600 of these from the City of Chicago), and 55,151 (91.5%) Illinois teachers have been categorized as Not Differentiated. About 841 teachers (1.4%) are categorized as Special, Mentors, or Master Teachers, and 2,853 teachers (4.7%) are identified as Teachers With Special Tasks/Assignments.

The 4,686 teachers identified as Differentiated and representing 7.8% of the total teachers accounted for by respondents may be an inflated indicator. Of the 77 districts identifying Differentiated Staff, 43 classified all of their staff as differentiated. About 70% of the 43 had teaching staffs of less than 50, and, moreover, did not identify master, mentor, or special teachers. This leads one to doubt whether respondents understood and used the definition of Differentiated Staffing provided on the survey. Further evidence of confusion was indicated by more than 25 calls to the state agency by survey respondents seeking clarification on this item. Based upon this information it is speculated the

4,686 or 7.8% figure is probably the maximum number and percent of differentiated staff.

Seven percent of the total districts indicated they have teaching staff identified as Special, Mentor, or Master Teachers. These were defined as "teaching staff who have roles and responsibilities assisting other staff with instruction." The 40 districts checking this category of teaching staff identified a total of 841 teachers labeled Special, Mentor, or Master. Six hundred (600) of these 841 teachers were identified by and working for the City of Chicago.

About 2,853 teachers (4.7%) were identified by districts as Teachers With Special Task/Assignments. This larger category was defined to include "staff assigned to help with curriculum development, assessment activities or other activities related to instruction."

Respondents were also asked to indicate if they provided rewards, compensation, or recognition for teaching staff. Types of rewards or recognition checked are identified in Table 1. Percentages reflect the number of districts who indicated they provide such a reward for that category of teaching staff. For most categories, fewer than 10% of the districts indicated that any of the types of rewards identified were provided for recognition of outstanding performance. Almost 19% reported that released time is provided to non-differentiated staff. From 14% to 23% of the districts indicated that public recognition, reduced teaching loads, special titles, released time, or additional pay were provided to teachers with special tasks or assignments.

Districts were asked to indicate whether or not there was a board policy regarding rewards, compensation, or recognition. Percentages of the

569 responding districts with written board policy are shown in Table 1. From 4% to 14% of the districts had written board policies regarding rewards or recognition of staff for outstanding performance, depending upon the type of reward. The highest percentage reported, 14.1%, was in regard to additional pay.

Later in the questionnaire, districts were asked to identify where they have been most constrained in addressing the issues identified in the Senate Joint Resolution. The area in which districts reported themselves as having been least successful and having experienced the most constraints was in providing a wider array of roles and responsibilities within teaching. This finding is supported by the relatively small number of districts reporting differentiated staff (7.8%) and/or mentor teachers (1.4%).

Financial limitations and labor agreements were identified by districts as the two most powerful constraints to providing different roles and responsibilities for teachers and to providing systems of recognition for outstanding performance. Some districts mentioned district size as a constraint to providing any of these career options. The evidence indicates that little is happening in the development of differentiated roles and career ladders for teachers in Illinois. However, interest in this area appears to be high. Approximately 72% of the districts (409) requested the list of districts willing to share information regarding areas addressed in this survey where the districts had experienced success. The most requested information was for the first area listed: provision of a wider array of roles and responsibilities, thus increasing career options for teachers.

Table 1. THE AVAILABILITY OF REWARDS, COMPENSATION, RECOGNITION BY CATEGORY OF TEACHER

PERCENTAGE OF DISTRICTS RESPONDING

<u>Rewards, Compensation, Recognition</u>	<u>Differentiated Staff</u>	<u>Staff Not Differentiated</u>	<u>Special Mentor, Master Teacher</u>	<u>Teachers with Special Tasks/ Assignments</u>	<u>Districts with a Board Policy</u>
a. Additional Pay	6.5%	9.7%	5.6%	23.0%	14.1%
b. Reduced Teaching Load	4.0%	6.2%	3.9%	14.4%	3.9%
c. Special Title	5.6%	6.3%	4.9%	17.8%	8.4%
d. Leave (with pay)	3.0%	6.7%	0.9%	3.5%	4.6%
e. Public Recognition	4.9%	21.8%	3.3%	14.2%	4.6%
f. Released Time	4.9%	18.6%	3.9%	19.5%	6.5%
Number and Percent of Staff Reported	4,686 (7.8%)	55,151 (91.5%)	841 (1.4%)	2,853 (4.7%)	

The North Carolina Career Development Plan: An Overview

By Donn Dieter and Juanita Floyd

In order to fully appreciate the features of the North Carolina Career Development Plan, it is necessary to consider it in context with a series of related events which have occurred over a number of years in the state.

As in other parts of the country, there was increased concern on the part of many persons about various issues which, over time, resulted in actions by the North Carolina General Assembly and State Board of Education. Among these were concerns for accountability on the part of educators in their various roles (Dieter & Fleetwood, 1973; Dieter, 1974), deteriorating outcomes of student progress, and the implications of various studies of teacher quality (Schlechty & Vance, 1982-83). In particular were concerns for the existing state-funded pay system which rewarded all teachers alike, regardless of performance, and was based on degrees held and years of experience and which often accompanied teachers leaving the classroom to improve their economic condition (Dieter, 1983a, 1983b).

In response to these and other concerns were a series of actions which culminated in 1985 with the adoption of the North Carolina Career Development Plan (NCS DPI, 1986a) and provisions for its pilot implementation in sixteen local school units. Briefly described, these include:

- * The North Carolina Merit Pay Study (1962-65). Although conducted in only three school systems, results of this study indicated that the state was not ready for such a program at that time. All of the usual objections to 'merit pay' were expressed, particularly about the equality and fairness of evaluations, but interestingly, teachers themselves stated that they should be paid according to their worth and that some of them were worth more than others (NCS DPI, 1965).
- * The Governors Study Commission (1968). This study, among other things, recommended that teaching staffs be differentiated and suggested eight levels of differentiation in

a school. It was not implemented due to lack of sufficient funds (NCS DPI, 1968).

- * Differentiated Staffing Projects (1969-74). The State Board of Education established differentiated staffing as a priority area for funding. Eight local school units received grants of state and federal funds to develop and field-test ways to differentiate pay. Several variations of these approaches remained beyond the grant period (Dieter, 1983a).
- * The Quality Assurance Program (1978). The State Board of Education and the Board of Governors of the University of North Carolina jointly agreed to a number of basic concepts which, when implemented, would cause improvement in the ways that persons were admitted for training as teachers, in how they were taught in the program of teacher education, in how they should be treated in their early years of teaching, and in how the state would issue and validate their teaching credentials. This program is in its second year of full scale implementation (NCS DPI, 1985a).
- * The Performance Appraisal System (1980). The 1980 General Assembly ratified legislation which required the State Board of Education to develop uniform standards and criteria for evaluation of teacher performance. Every local board was required to utilize these standards in the annual evaluation of staff. An evaluation instrument has been adopted for every certified job role (NCS DPI, 1985-1986). The standards for the evaluation of teachers is based on effective teaching research. The system continues to be refined.
- * The North Carolina Teacher Differentiation and Differential Pay Study (1982-85). In 1982, a comprehensive study was instituted by staff of the Department of Public Instruction to review previous and existing programs and to gain input and reactions from educators and other publics about current issues and concerns and for suggestions about how these could be accommodated in the North Carolina Career Development Plan. Over sixty input and reaction sessions were held state-wide, involving many people (mostly teachers) from every local unit in the state (142). The results of these sessions were synthesized into a plan which was adopted by the State Board and submitted to the General Assembly in 1985 (Dieter, 1984a).
- * The North Carolina Career Development Plan and Pilot Study (1985). The North Carolina General Assembly enacted legislation which modified the plan submitted by the State

Juanita Floyd is Deputy State Superintendent for Personnel Services with the North Carolina Department of Public Instruction.

Donn Dieter recently retired from the North Carolina Department of Public Instruction and is an educational consultant.

Both Dieter and Floyd provide the services discussed in their article as consultants to local schools.

Board and provided funds for a year of development and a three-year pilot study in sixteen local school units. Amendments were made in 1986 to clarify the 1985 legislation (NCS DPI, 1986a).

The North Carolina Career Development Plan specifies four levels of differentiation and establishes both the expectations for advancement on the ladder and the rewards to be gained. It is performance-based but allows the person to advance on his/her initiative to the highest levels. A fifth level is allowed by the legislation and the pilot units have recommended that this be funded. The plan for support personnel and administrators is required to be similar to the one for teachers.

Since July of 1984, every person who intends to teach must be screened for potential as a teacher and must meet a specified score on both the general knowledge and communications sub-tests of the National Teacher Examination before admission to the program.

The plan completely incorporates the features of the ongoing programs of quality assurance and state-wide performance appraisal system. As of July, 1984, every person who intends to teach must be screened for potential as a teacher and must meet a specified score on both the general knowledge and communications sub-tests of the National Teacher Examination before admission to the program. Upon completion of the program of undergraduate studies, in order to be certified by the state, the person must meet a specified score on the Professional Knowledge Test. However, knowledge and communications skills are only a part of what is expected of the new teacher and the initial certificate issues by the state is only valid for two years. It is not renewable.

Upon employment by a local school unit, the person holding the initial certificate is at the Initial Level of the career ladder. During that time the person must achieve an "At Standard" rating on the first five functions of the performance evaluation instrument and must accomplish all of the professional growth activities which were cooperatively established in the individual's Professional Development Plan. During this initial two-year period of employment, the local Board of Education is required to provide the person with a mentor, or support team containing a mentor, in order to assure that the person has ample opportunity to be successful both in completing the requirements of the professional growth plan and in performance. At the end of the first two years, the person's performance evaluations are reviewed and a recommendation is made to the State Board to issue a Continuing Certificate. The Continuing Certificate is valid for and renewable every five years. If the person is recommended for this certificate and is re-employed, the person moves to the Professional Level of the career ladder.

During the third year of employment, at the Provisional Level, the person is expected to maintain "At Standard" performance with less

supervision and to continue a series of on-going activities to assure that renewal requirements are met. To be recommended for subsequent employment and advancement to the Career Status I level, the person must continue to be at least "At Standard" on all of the job-related functions which apply. In North Carolina, the person who is recommended for a fourth year of employment gains "Career Status" in the unit and is considered to have "tenure." With this status, the person receives an additional 5% increase in pay.

The rating scale which has been adopted for use with these evaluations has six levels. These are:

6. Superior
Performance within this function area is consistently outstanding. Teaching practices are demonstrated at the highest level of performance. Teachers continuously seek to expand their scope of competencies and constantly undertake additional, appropriate responsibilities.

5. Well Above Standard
Performance within this function area is frequently outstanding. Some teaching practices are demonstrated at the highest level while others are at a consistently high level. Teacher frequently seeks to expand scope of competencies and often undertakes additional, appropriate responsibilities.

4. Above Standard
Performance within this function area is frequently high. Some teaching practices are demonstrated at a high level while others are at a consistently adequate/acceptable level. Teachers sometimes seek to expand scope of competencies and occasionally undertake additional, appropriate responsibilities.

3. At Standard
Performance within this function area is consistently adequate/acceptable. Teaching practices fully meet all performance expectations at an acceptable level. Teachers maintain an adequate scope of competencies and perform additional responsibilities as assigned.

2. Below Standard
Performance within this function area is sometimes inadequate/unacceptable and needs improvement. Teachers require supervision and assistance to maintain an adequate scope of competencies, and sometimes fail to perform additional responsibilities as assigned.

1. Unsatisfactory
Performance within this function area is consistently inadequate/unacceptable and most practices require considerable improvement to fully meet minimum performance expectations. Teachers require close and frequent supervision in the performance of all responsibilities.

To advance to the Career Status II level of the plan, the legislation specifies that the person must have at least "Above Standard" ratings on all functions which apply. Movement to this level is not required and the person must make application to be considered. Also, a minimum of three years are required (only one year during the pilot) along with a portfolio which contains information about certification, professional experience, attendance records, professional growth activities, any additional duties and responsibilities assumed, and any unique assignments, awards or leadership roles.

The requirements which have been suggested for Career Status III are: a minimum of three

years in Status II, 'Well Above Standard' on all functions, and a portfolio containing similar information.

Each person achieving Level II will receive two additional pay increments (about 10%), and an additional two increments (another 10%) is being

The state base salary schedule has increased almost 35% for teachers in the last four years.

considered for Level III. The state base salary schedule has increased almost 35% for teachers in the last four years.

In addition to the amounts specified for each of the career status levels, the plan provides increments to those at Status II and III who accept extra duties, at the rate of one half of one percent of the monthly salary for each month required and additional months of pay, at the regular monthly rate, for duties which extend beyond the regular school day or year. Also, additional increments are provided for advanced degrees. Supplements from local funds can be added to these amounts.

Because the plan is designed to reward improvements in performance, it is vitally essential that the performance standards be valid and, as far as the state-of-the-art will permit, the process be uniform and reliable. Although the original standards which were developed were felt to be valid, their validity was derived by a consensus process with little supporting documentation. Because of continued concerns for validity, the State Board of Education commissioned a study to identify, at least for teachers, those effective teaching practices which recent research indicated related positively to student achievement. To be considered as valid performance standards, these practices had to meet four requirements; they had to be generic and applicable to every subject, grade, and skill area, they must be supported by more than one study, they must be observable, and they must be able to be taught to and learned by teachers. Twenty-eight practices have been identified which relate to effective teaching and which can be observed in the classroom. These are grouped into the following five functions:

1. Major Function: Management of Instructional Time
 - 1.1 Teacher has materials, supplies and equipment ready at the start of the lesson or instructional activity.
 - 1.2 Teacher gets the class started quickly.
 - 1.3 Teacher gets students on task quickly at the beginning of each lesson or instructional activity.
 - 1.4 Teacher maintains a high level of student time-on-task.
2. Major function: Management of Student Behavior
 - 2.1 Teacher has established a set of rules and procedures that govern the handling of routine administrative matters.
 - 2.2 Teacher has established a set of rules and procedures that govern student

verbal participation and talk during different types of activities--whole-class instruction, small group instruction, etc.

- 2.3 Teacher has established a set of rules and procedures that govern student movement in the classroom during different types of instructional activities.
 - 2.4 Teacher frequently monitors the behavior of all students during whole-class, small group, and seat work activities and during transitions between instructional activities.
 - 2.5 Teacher stops inappropriate behavior promptly and consistently, yet maintains the dignity of the student.
3. Major Function: Instructional Presentation
 - 3.1 Teacher begins lesson or instructional activity with a review of previous material.
 - 3.2 Teacher introduces the lesson or instructional activity and specifies learning objectives when appropriate.
 - 3.3 Teacher speaks fluently and precisely.
 - 3.4 Teacher presents the lesson or instructional activity using concepts and language understandable to the students.
 - 3.5 Teacher provides relevant examples and demonstrations to illustrate concepts and skills.
 - 3.6 Teacher assigns tasks that students handle with a high rate of success.
 - 3.7 Teacher asks appropriate levels of questions that students handle with a high rate of success.
 - 3.8 Teacher conducts lesson or instructional activity at a brisk pace, slowing presentations when necessary for students understanding but avoiding unnecessary slowdowns.
 - 3.9 Teacher makes transitions between lessons and between instructional activities within lessons efficiently and smoothly.
 - 3.10 Teacher makes sure that the assignment is clear.
 - 3.11 Teacher summarizes the main point(s) of the lesson at the end of the lesson or instructional activity.
 4. Major Function: Instructional Monitoring of Student Performance
 - 4.1 Teacher maintains clear, firm and reasonable work standards and due dates.
 - 4.2 Teacher circulates during classwork to check all students' performance.
 - 4.3 Teacher routinely uses oral, written, and other work products to check student progress.
 - 4.4 Teacher poses questions clearly and one at a time.
 5. Major Function: Instructional Feedback
 - 5.1 Teacher provides feedback on the correctness or incorrectness of in-class work to encourage student growth.
 - 5.2 Teacher regularly provides prompt feedback on assigned out-of-class work.
 - 5.3 Teacher affirms a correct oral response appropriately, and moves on.
 - 5.4 Teacher provides sustaining feedback

after an incorrect response or no response by probing, repeating the question, giving a clue, or allowing more time.

The teacher in initial status must be 'At Standard' on each of these five teaching functions in order to receive the continuing certificate and to be eligible for continued employment.

Although not directly related to classroom performance, ten additional practices have been identified as essential for the person to be an effective teacher. These are grouped into three functions and include:

6. Major Function: Facilitating Instruction
 - 6.1 Teacher has an instructional plan which is compatible with the school and system-wide curricular goals.
 - 6.2 Teacher uses diagnostic information obtained from tests and other assessment procedures to develop and revise objectives and/or tasks.
 - 6.3 Teacher maintains accurate records to document student performance.
 - 6.4 Teacher has instructional plan that matches/aligns objectives, learning strategies, assessment, and student needs at the appropriate level of difficulty.
 - 6.5 Teacher uses available human and material resources to support the instructional program.
7. Major Function: Communicating Within the Educational Environment
 - 7.1 Teacher treats all students in a fair and equitable manner.
 - 7.2 Teacher interacts effectively with students, co-workers, parents, and community.
8. Major Function: Performing Non-instructional Duties
 - 8.1 Teacher carries out non-instructional duties as assigned and/or as need is perceived.
 - 8.2 Teacher adheres to established laws, policies, rules, and regulations.
 - 8.3 Teacher follows a plan for professional development and demonstrates evidence of growth.

To assure a uniform and reliable evaluation process which requires a minimum of three observations per year during the first three years, a thirty hour Effective Teaching workshop (NCSDPI, 1985b) has been developed for teachers and their evaluators. The workshop assures that teachers know what they are being held accountable for and how to develop these skills, and, assures that evaluators are able to recognize these practices. Eventually, every teacher in the state will have completed this workshop.

Another, twenty-four hour, Teacher Performance Appraisal workshop (NCSDPI, 1985, 1986d) has been developed and is required for evaluators. This workshop provides intensive training in how to identify these teaching practices, how to observe and record data, and how to analyze these data, making reliable rating judgments and developing written summary statements of the results of these observations which are clearly understandable by the person being evaluated. During this workshop, particular attention is

given to eliminating or at least diminishing, the various biases which affect rater judgments.

Two other workshops related to the Career Ladder have been developed, one on Mentoring (1986c), and one on Professional Development Plans (1986b). Because the employing unit is required to provide a mentor or support group (NCSDPI, 1985a) to assist, counsel, and evaluate each beginning teacher, much care must be given in selecting persons for this role. Because of the necessity for the relationship between the mentor and mentee to be positive and productive, this workshop focuses on those human relations skills which facilitate communications in the helping relationship and which enable the mentee to respond cooperatively and not submissively. The desired result is that the relationship ends amicably with the mentee becoming a competent and independent professional person. The various sessions of this workshop include:

Establishing Roles and Relationships

This session provides an overview of the workshop format and content, and presents the roles and responsibilities needed for establishing and maintaining a productive mentor/mentee relationship. Activities include a review of research related to the needs of these persons and how this research applies to a case study situation. Competencies necessary for a helping relationship are considered along with various helping styles. Participants build on their personal experiences, assess their own helping skills and practice these in role-playing situations.

Communications

In this session, the need for good communication techniques is stressed and a model for effective communication in a conference setting is presented. Participants practice classifying observational and judgmental statements in feedback situations. Skills are developed in making clarifying statements, in summarizing statements, and in reflecting feelings and content. Blocks to effective communication are identified. A videotaped episode is analyzed and participants practice these skills with worksheet and role play situations.

The Adult Learner

This session introduces a theory of adult conceptual development and considers the behaviors that make working with adults either easy or difficult. Research on adult conceptual development is applied to educational practitioners. Two videotapes and their related case studies are used to help participants to recognize the various stages of adult development and to apply principles of the "degree of structure" necessary for each situation.

Technical Assistance 'A'

This session introduces participants to a skills-based "cycle of assistance" and identifies the skills needed by mentors to help in instructional improvement. The basic features of a pre-observation conference are presented on videotape and participants practice these in role playing situations. A variety of data collection strategies are practiced and participants get experience in analyzing the data gained.

Technical Assistance 'B'

This session extends the learnings from the previous session, as participants create strategies to address the instructional deficiencies identified. The steps of a post-conference are presented by videotape and participants practice what they have learned in small group settings.

Summary Simulation

In this final session, participants practice simulating the entire cycle of assistance process. This includes the planning of a pre-conference, development of a data collection instrument, observation of a videotaped episode, analysis of the data collected, development of a prescription for a post-conference, and the listing of strategies for implementing these procedures.

The workshop on Professional Development Plans (NCS DPI, 1986b) is a six hour experience and is designed for principals, mentors, and other support team persons. The purpose of this workshop is to help them become skilled in identifying areas needing improvement, and in working cooperatively to develop strategies and staff development activities to address these needs. Monitoring and assessment strategies are also established, along with timelines for their accomplishment. The state agency currently is developing staff development modules for each of the first five teaching functions. These will be provided as aids for staff development activities.

For each of these workshops, staff of the Department of Public Instruction has trained a cadre of several persons in each local unit as "trainers." These persons, in turn, provide this training to others in the school unit.

In summary, the North Carolina Career Development Plan requires that candidates for

The plan requires that a regular and uniform process of evaluation be applied, using state-adopted performance standards which are similarly understood by both teachers and evaluators.

teacher education programs meet entrance criteria, and that programs of teacher education assure that their graduates possess specific minimum teaching competencies. It also requires that the first two years of teaching be closely supervised and, through interaction with a mentor and/or support group, each beginning teacher be given ample opportunity to receive a continuing teaching certificate.

The plan requires that a regular and uniform process of evaluation be applied, using state-adopted performance standards which are similarly understood by both teachers and evaluators. All will have been trained in the thirty-hour workshop on Effective Teaching, and evaluators additionally will have completed the twenty-four hour program on Teacher Performance Appraisal. Mentors, support team persons, and evaluators also will have completed a minimum of six hours in a process for designing Professional Development Plans. Mentors will have been selected for and trained in

the twenty-four hour workshop on Mentoring.

Teachers will be rewarded for improved performance on a salary schedule which specifies regular increases up to twenty years.

It is expected that the plan will continue to be refined as a result of pilot activities and be implemented in all school units in 1989.

References

- Dieter, D. and Fleetwood, G. Who is accountable? North Carolina Education, 1973, 4, 22-23, 35.
- Dieter, D. Problems in the evaluation of teacher competence. (Unpublished paper) North Carolina Department of Public Instruction, March, 1974.
- Dieter, D. A review of differential staffing and differential pay. (Unpublished paper) Raleigh, NC: North Carolina Department of Public Instruction, 1983a.
- Dieter, D. Teacher differentiation/differential pay. (Unpublished paper) Raleigh, NC: North Carolina Department of Public Instruction, Summer, 1983b.
- Dieter, D.L. et al. The teacher differentiation/differential pay study and career development plan. (Unpublished paper) Raleigh, NC: North Carolina Department of Public Instruction, January, 1984a.
- Dieter, D.L. Considerations of a plan for the career development of principals. (Unpublished paper) Raleigh, NC: North Carolina Department of Public Instruction, June, 1984b.
- North Carolina State Department of Public Instruction. North Carolina teacher merit pay study--A four year experimental study in three pilot centers. A report to the general assembly. 1965.
- North Carolina State Department of Public Instruction. A child well taught. The report of the Governors study commission on the public school systems of North Carolina. 1968.
- North Carolina State Department of Public Instruction. North Carolina initial certification program. May 1985a.
- North Carolina State Department of Public Instruction. North Carolina effective teaching training program. 1985b.
- North Carolina State Department of Public Instruction. North Carolina performance appraisal training program. 1985-86.
- North Carolina State Department of Public Instruction. North Carolina career development plan: Guide for pilot/field test implementation, 1986-87. 1986a.
- North Carolina State Department of Public Instruction. North Carolina professional development plan--trainers manual. 1986b.
- North Carolina State Department of Public Instruction. North Carolina mentor/support

team training program. 1986c.

North Carolina State Department of Public Instruction. Teacher performance appraisal system. The Standards and Process for Use. 1986d.

Schlechty, P. and Vance, V. Do academically able teachers leave education? The North Carolina Case. Phi Delta Kappan, September 1982, 22-27.

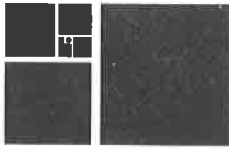
Schlechty, P. and Vance, V. The distribution of academic ability in the teaching force. Phi Delta Kappan, September 1982, 22-27.

Note: The unpublished articles listed are available from the author.



EDUCATIONAL THEORY

EDUCATION BUILDING
UNIVERSITY OF ILLINOIS
1310 South Sixth Street
Champaign, Illinois 61820
217-333-3003



Published quarterly by the John Dewey Society, the Philosophy of Education Society, the College of Education, University of Illinois at Urbana-Champaign, and the College of Education, University of Illinois at Chicago, EDUCATIONAL THEORY is a scholarly journal devoted to fostering the continued development of educational theory and to encouraging the disciplined discussion of problems that arise within the educational profession.

In recent issues—

"T.L.O. and the Student's Right to Privacy," by *Jeffery L. Johnson and Donald W. Crowley* (Vol. 36, No. 3, Summer 1986)

"Toward a Sociological Perspective on Learning Disabilities," by *Carol A. Christensen, Michael M. Gerber, and Robert B. Everhart* (Vol. 36, No. 4, Fall 1986)

"Student Questions and Individual Learning," by *J. T. Dillon* (Vol. 36, No. 4, Fall 1986)

"A Dialogical Approach to Understanding: Horizontal Evaluation," by *Andrew Gitlin and Stanley Goldstein* (Vol. 37, No. 1, Winter 1987)

"Unresolved Issues in Defining Educational Goals," by *Robert M. W. Travers* (Vol. 37, No. 1, Winter 1987)

"Can Progressivism Be Revived?" by *James E. McClellan* (Vol. 37, No. 2, Spring 1987)

"Citizenship, Public Philosophy, and the Retreat from Democracy," by *Henry A. Giroux* (Vol. 37, No. 2, Spring 1987)

Subscription Rates:

Libraries and individuals, United States and Canada	\$20.00
Libraries and individuals, foreign	\$22.00
Back copies	\$ 5.50

(Prepayment is required for orders and subscriptions)

The Tennessee Career Ladder: What It Is and How It Has Changed

By George E. Malo and Russell L. French

Tennessee's Career Ladder Program is now in its third year of operation. At present, 43,178 educators (teachers, librarians, counselors, principals, assistant principals, instructional supervisors) are participants. Of these, 38,178 voluntarily entered the program because teachers and administrators certificated before July 1, 1984 could choose to enter the ladder or continue to function on their former certificates.

Since Tennessee was the first state to implement a statewide career ladder program, the program has received a great deal of national publicity. However, relatively few educators outside the state understand its comprehensiveness or how it works.

... improvement in teaching and learning requires a comprehensive approach. A career ladder program is not a panacea.

As French (1984) has described elsewhere, the Career Ladder Program is only one piece of a comprehensive educational reform package called "The Better Schools Program" which was introduced by Governor Lamar Alexander in January, 1983. The major implication of this fact for those who are considering Career Ladder programs is that improvement in teaching and learning requires a comprehensive approach. A career ladder program is not a panacea.

Further, the Tennessee Career Ladder Program involves more than a career ladder and incentive pay. Actually, it has five major components: a certification-based career ladder, an incentive (merit) pay program, a series of performance evaluation systems, a comprehensive career development program and new requirements of teacher preparation programs. A description of the Tennessee Career Ladder Program requires a

George E. Malo is Associate Assistant Commissioner, Career Ladder Division, Tennessee Department of Education.

Russell L. French is Professor of Education, University of Tennessee, Knoxville, and Executive Director, Tennessee Certification Commission.

The authors have been primary developers of the Tennessee Career Ladder evaluation programs and directly involved in the restructuring of certification and staff development programs.

description of these components and how they have been developed and improved over the past two years of implementation.

The Career Ladder and Incentive Pay Components

The Career Ladder Program for teachers is a five-tier ladder which provides for teacher certification based upon performance. A beginning teacher receives a Probationary certificate upon graduation from an approved teacher training program and satisfactory performance on the Core Battery of the National Teachers Examination. The Probationary certificate is a one-year certificate which is non-renewable.

Upon meeting prescribed standards through local school system evaluations, the teacher moves into a three-year Apprentice certificate. Apprentice teachers are evaluated annually at the local school level under a system approved by the State Board of Education.

The local school system recommends an apprentice teacher for a Career Level I certificate. Unlike the Probationary and Apprentice certificates, a Career Level I certificate is valid for five years and is renewable. Career Level I teachers are evaluated at the local school level. These teachers must be evaluated twice during the life of the certificate. A teacher holding a Career Level I certificate receives a \$1000 state incentive beyond his/her local salary for each of the five years of the certificate and is employed for a regular school year of ten months. At present, 85% of all tenured Tennessee teachers hold Career Level I certificates.

At the end of five years, a teacher may be reevaluated by the local system to remain at Career Level I or apply for a Career Level II certificate. A Career Level II certificate is valid for five years and is renewable. At this level, the State conducts a comprehensive evaluation. A teacher holding a Career Level II certificate may choose to teach for only ten months and receive a \$2000 incentive or elect an eleven-month contract which provides an additional \$2000.

A teacher may obtain a Career Level III certificate instead of renewing a Career Level II certificate. A successful peer evaluation conducted by the State is required for the five-year, renewable Career Level III certificate. The Career Level III teacher receives a \$3000 State supplement for a ten-month contract, a \$5000 supplement for an eleven-month contract, and a \$7000 supplement for a twelve-month contract.

Currently, teachers who were teaching prior to the Comprehensive Education Reform Act (CERA) may enter the Career Ladder Program at the level of their choice dependent upon a successful evaluation and a prerequisite number of years of experience (12 years for Level III and 8 years for Level II). At present, 1300 teachers have obtained Career Level II and over 2100 Teachers have obtained Career Level III status. During

1986-87, approximately 2000 more teachers are being evaluated for Levels II and III.

The career ladders for administrators, counselors, library media specialists and other certificated personnel are similar in structure to the teacher ladder. Incentive supplements attained at each level are comparable.

Changes

Under consideration in the General Assembly is an amendment to the CERA which would reduce the years of experience required for Career Level III from 12 to 10 and the experience mandated for Career Level II from 8 to 6 years. There is strong feeling that this change would enable many outstanding educators to be recognized and rewarded earlier and that it would have greater impact on the retention of quality educators in Tennessee schools. If the statute is amended, the experience requirement change will be the first modification in the career ladder and incentive pay components of the program since its inception.

The Performance Evaluation Component

The Certification Commission and staff spent eighteen months developing the Career Ladder Teacher Evaluation System with the help of several consultants. Evaluations of teachers began in the fall of 1984, but, since that time, staff have been continuously engaged in the development of additional evaluation systems for administrators, instructional supervisors, counselors, librarians,

It should be noted that...the development of adequate summative evaluation systems require time and money...

speech/hearing specialists, school psychologists and others. Several groups of professionals are not yet being evaluated for career ladder placement and supplements because there has not yet been time to complete all the evaluation systems necessary. It should be noted that a) the development of adequate summative evaluation systems require time and money; b) most evaluation systems now in use in local school districts or state agencies are not adequate for differentiating among levels of performance and c) the same evaluation instruments and procedures will not serve to evaluate all professional educators for career ladder purposes.

A brief discussion of the teacher evaluation system will highlight procedures and principles used in the development and implementation of all Tennessee performance evaluation systems, since the model used in the teacher system has been replicated in the others.

To determine what aspects of performance would be evaluated, developers turned to the research on effective teaching and input from teachers in the field. (French and Malo [1987] indicate elsewhere in this publication that research findings and agreement of those to be evaluated are the only sources of evaluation criteria which will stand in appeals or legal challenges.) Six areas or domains of teacher

competence were identified for assessment: 1) Prepares for instruction effectively, 2) Uses teaching strategies and procedures appropriate to content, objectives and learners, 3) Uses evaluation to improve instruction, 4) Manages classroom activities effectively, 5) Establishes and maintains a professional leadership role, and 6) Communicates effectively. Under each domain of competence, several indicators of performance and statements to direct measurement were developed. Each of the other evaluation systems also is based upon identified competencies.

The evaluation systems depend upon data collection from several sources rather than one.

The evaluation systems depend upon data collection from several sources rather than one. Sources of data identified for teachers were the teacher himself/herself, students, peer teachers, the teacher's principal and the evaluator. This multiple data source approach is used to control bias, provide checks and balances in a system which might otherwise depend upon the day of the week or time of the day when data are collected, and provide adequate coverage of all domains of competence.

Instruments currently used to collect data from the several sources pertinent to evaluation of teachers include: 1) a classroom observation record (administered six times), 2) a series of three evaluators-candidate dialogues focusing on planning, teaching strategies and evaluation of students, 3) a student questionnaire, 4) a principal questionnaire, 5) a summary of professional growth and leadership activities prepared by the candidate, 6) written tests of communication skills and professional knowledge in the domains of planning, teaching strategies, classroom management and student evaluation, and 7) a consensus rating of competence in each domain by the evaluator team. The several instruments are administered during three day-long visits (one by each evaluator) to the candidate's school. Instrumentation and data gathering procedures used in evaluating other groups of professionals for upper career levels in the Tennessee program are similar.

As implied, the Tennessee Career Ladder Program really has two levels or types of evaluation programs within it. At the first three rungs of the ladder (Probationary, Apprentice, Career Level I), the local school district is responsible for evaluating and certifying performance. The principal or immediate superior is the primary evaluator at these levels. Assessment for Career Levels II and III is conducted by a three-member team of peers from outside the candidate's own school district. Although the evaluation systems used by the local and state evaluators differ in instrumentation and complexity, they address the same sets of competencies. Evaluation instruments used in upper Career Ladder evaluations are more sophisticated and complex simply because they must yield data which discriminate among good, superior and outstanding performance.

Adequate, appropriate training of evaluators is essential to the success of any evaluation

program. It requires 3-4 weeks to train Tennessee evaluators to conduct Level II and III evaluations. This extensive training is made possible by the provisions of the CERA which enable the Certification Commission to "borrow" Career Level III teachers and others from local school districts for a full academic year. The State pays the salaries of these fulltime evaluators (through the local school districts), thereby freeing local monies for replacement salaries.

Principals and other local educators who will evaluate persons at the Probationary, Apprentice and Career I levels receive 3-5 days of training provided by the State. This amount of training is sufficient for the less sophisticated lower ladder instruments and procedures.

During the first three years of career ladder implementation, the performance evaluation component has undergone the most changes.

Changes

During the first three years of career ladder implementation, the performance evaluation component has undergone the most changes. The evaluation design utilized a teacher portfolio and intensive, structured candidate interview during the first year. Both were unpopular with teachers and did not prove to be good evaluation tools for a variety of reasons. The more streamlined dialogue instruments were fashioned from the best aspects of the interview and portfolio for use during the second year. During the first year, each evaluator observed one class or a 50-minute block of instruction (three observations per candidate). First year candidates recommended that observations be increased from three to six--two observations per visit, and they urged that the number of unannounced visits be increased from one (of three) to two or more. A peer questionnaire focused on the candidate's leadership in the school and profession was used during the first two years of the program. Analysis of resultant data showed that the instrument did not discriminate among teachers and that administration of it required the interruption of instruction in some schools. The Certification Commission voted to delete the instrument prior to the beginning of 1986-87 evaluations. Numerous improvements in items within instruments and in evaluation procedures have been made. Refinement, streamlining and communication of scoring procedures are still needed, although efforts in this area have been continuous. As changes have been made in the teacher evaluation system, they have been incorporated into the other systems while these systems were still in development. Hopefully, mistakes do not have to be repeated.

For a more detailed description of the teacher evaluation system used in Tennessee during the first year of the Career Ladder, see Dr. Carol Furtwengler's article in the November, 1985 issue of Educational Leadership. Space available here does not allow for a detailed description of all instruments and procedures.

The Career Development Component

Tennessee's Comprehensive Education Reform Act places strong emphasis on professional development. This is as it should be, since performance evaluation is the basis for identifying areas of strength and areas for improvement. However, the emphasis in Tennessee has become an emphasis on career-long development. Over the past three years the foundation for career development programs jointly developed by the State, local school districts, institutions of higher education and the business/industrial community has been laid. A description of some of the programs already in operation will help to explain what is happening.

The Tennessee Instructional Model (TIM) was developed in 1983-84, simultaneously with the teacher evaluation system. TIM contained 60 hours of instructional modules focused on direct teaching skills, many of which were being evaluated in the teacher evaluation system. These modules were created by teams of educators which included State Department of Education personnel, teachers, administrators and supervisors from local school districts and faculty from teacher education programs. By September of 1984, more than 22,000 teachers across the state had elected to participate in TIM training conducted in their own school districts.

TIM was followed by the development of a number of other career development modules addressing inductive teaching processes, mentorship, and a variety of other "new" skills for teachers. In addition, special workshops for newly identified Career Level II and III teachers in mentorship have been created, and skills enhancement workshops for teachers preparing the

...career development opportunities cannot be restricted to the improvement of teaching skills.

Career Ladder evaluation have been made available using former Career Ladder evaluators, Level III teachers and university faculty as staff. Teacher choices of development programs are aided by the feedback continually given them through 1) pre- and post-observation conferences during evaluation, 2) detailed computer printouts of evaluation results by competency and indicator and 3) summary conferences with evaluators at the conclusion of the evaluation process. Obviously, a comprehensive approach to improvement of teaching skills is taking shape.

However, career development opportunities cannot be restricted to the improvement of teaching skills. Once teachers have reached Career Level II or III, their opportunities to grow and develop must be nurtured and their skills should be used to develop others. Among the opportunities already available to these professionals are:

1. Service for a year or two as a Career Ladder evaluator. (In this capacity, the teacher receives evaluator training, visits 150

classrooms a year, confers with candidates and reflects on teaching and learning.)

2. Service as a mentor teacher to Probationary, Apprentice and Career Level I teachers.
3. Service as a developer and implementer of professional development programs for other teachers (e.g., skills enhancement workshops, mentorship workshops, module writing).
4. Service as an evaluator and/or staff development resource for the local school district.
5. Design and implementation of innovative, experimental programs for students under summer extended contract options.

Other opportunities are now being planned for teachers, and similar programs are underway for all other educators.

If the concept of human resource development is to be fully implemented, it must be recognized that the development of one human being is often dependent upon the development of another.

Providing career development opportunities for the individual results in the development of the human resources within the school district and state. If the concept of human resource development is to be fully implemented, it must be recognized that the development of one human being is often dependent upon the development of another. The development of teachers is dependent upon the development of principals. The development of principals is directly related to the development of the superintendents they serve.

Tennessee recognizes this truth and is moving forward in the career development of all education professionals simultaneously. The Comprehensive Education Reform act created and funded leadership academies for principals, assistant principals and instructional supervisors. In their first years, these academies have focused on improving teacher evaluation skills, increasing management skills and understanding the characteristics and practices of effective schools. Academy participants attend both intensive summer workshops and follow-up sessions during the school year. Every administrator is required to attend an academy at least once every five years.

During the summer of 1986, the Executive Academy for school superintendents was created. The majority of Tennessee's superintendents are elected by popular vote rather than appointed by Boards of Education. Since superintendents are not eligible for a Career Ladder, an incentive for them was a \$1000 payment for participation in the summer sessions and follow-up during the school year. Executives of some of Tennessee's most prominent corporations served as staff for these academy sessions along with outstanding educators.

Changes

Expansion rather than change characterizes the career development component of the Tennessee program. The only changes to date have been minor refinements within modules, workshop formats and staffing patterns.

The Teacher Education Component

The Comprehensive Education Reform Act placed several new restrictions on teacher education programs in Tennessee. Entry into teacher education now requires demonstration of writing skills as well as attainment of a State-determined score on the Pre-Professional Skills Test. All teacher education graduates must attain passing scores on the National Teachers Examination. If 30% or more of the graduates from a particular teacher preparation institution do not pass the exit examinations, the institution is placed on probation. If this condition persists over two years, graduates of the institution can no longer be certificated. Also, all faculty and administrators of teacher preparation programs must regularly spend time in public schools. Continuation of program funding is, in part, dependent upon this relationship.

In addition, the CERA called for a study of the "sufficiency" of teacher education to be conducted by the State Board of Education, the Tennessee Higher Education Commission and the State Certification Commission. The study is now complete, and nine principles for the reform of teacher education have been approved by all three bodies. A Teacher Education Advisory Council has been created to develop the plan for implementing these principles which revolve around strengthened academic majors for all prospective teachers and a full-year internship. These reforms probably will require five-year and/or post-baccalaureate programs as the norms for teacher education.

Summary

Obviously, the Tennessee Career Ladder Program is more than either a career ladder or a merit pay plan. While both of these are components of the overall program, equal emphasis is placed on statewide performance evaluation of educators, creation of comprehensive career development programs and reform of teacher education. These aspects of the program are necessary to support the development of outstanding teachers, administrators and other professionals who will impact schools, learners and learning across the state.

Tennessee's Career Ladder Program is still in its adolescence. Changes have been made in each of its first three years of operation, and more refinements will be made over the next several years. However, parents and educators alike admit that the program has had positive results, and discussion focuses on needed refinements rather than program repeal.

References

- French, R.L. Dispelling the myths about Tennessee's career ladder program. Educational Leadership (December, 1984) pp. 9-13.
- French, R.L. and Malo, G.E. Developing performance evaluation systems for career ladders. Thresholds in Education (February, 1987), pp.
- Furtwengler, C. Tennessee's career ladder plan: They said it couldn't be done. Educational Leadership (November, 1985), pp. 50-56.



Career Ladders in Utah

By Michael J. Murphy

In 1984 the Utah Legislature enacted a career ladder statute, House Bill 110. This legislation set aside 15.3 million dollars, an amount equal to about 3% of that year's total teachers' salary bill, to fund career ladders (Malen & Campbell, 1986). Under the provisions of House Bill 110, participation was voluntary, the appropriated funds were to be distributed on an enrollment/teacher formula, and each district was empowered to develop its own career ladder program

reports calling for career ladder reforms in November, 1983.

A high birth rate, large families and low wealth hamper Utah's capacity to transform commitment into high fiscal investment, however. Other states have increased their educational funding, due in part to reform pressures, but Utah has been unable to match the ante, and has steadily fallen in ranking throughout the decade. Currently 51st among states and the District of Columbia, Utah

The career ladder appropriation for the 1986-87 school year is 35 million dollars, or about \$2,200 for each of the state's 16,000 teachers.

...Utah's elementary and secondary classrooms are the nation's most crowded, and teachers' salaries are \$2,500 below the national average.

subject to Utah State Office of Education approval. In the 1985 and 1986 sessions, the Utah Legislature increased funding for the career ladder and made minor changes in the statute. The career ladder appropriation for the 1986-87 school year is 35 million dollars, or about \$2,200 for each of the state's 16,000 teachers. The purpose of this paper is to present an overview of the career ladder legislation in Utah, to describe the general features of career ladders developed, and to assess the reaction of teachers to the career ladders.

would have to raise its per pupil expenditure by 50% just to reach the national average. Not surprisingly, Utah's elementary and secondary classrooms are the nation's most crowded, and teachers' salaries are \$2,500 below the national average.

In view of its limited fiscal capacity, declining position, and lowering student scores, Utah policy makers were ready to reform. They sought an efficient reform that could gain popular support. They found it in the career ladder.

Legislative Provisions

Background to Utah's Career Ladder Reform

People in Utah have traditionally placed a high value on education, and taxpayers devote a larger amount of the per capita personal income to supporting public schools than do those of all but three other states. Perhaps because of the value and commitment, Utah students do better in school and acquire more education than students in most other states. In the 1980's test scores in Utah, like those elsewhere, began to fall, and although student performance remained above the national average, the drop was worrisome to parents and policy makers.

When the Legislature met in January, 1984, the career ladder had already become a prime reform option. Governor Lamar Alexander was promoting Tennessee's career ladder. Two Utah native sons, University of Utah President David P. Gardner and Education Secretary T.H. Bell, were advocating compensation reforms as advocated in A Nation at Risk. Both a governor and a State Board of Education appointed commission had issued

In launching career ladder programs, states must make certain scope and centralization decisions. They may opt for a limited scope and fund a small number of programs, or they may elect to use a broad scope and extend coverage to all districts and teachers. Career ladder planning and operation may be decentralized with programs locally developed and managed, or it may be centralized with state planning and administration (Malen & Murphy, 1985). There are prominent examples of each of the four scope-centralization types now being implemented in states. Tennessee and Texas have developed broad scope, centralized ladders. North and South Carolina, where state sponsored models are being tested in a few districts, provide examples of a limited scope, centralized approach (Note 1). Colorado, Illinois and Wisconsin have local career ladder projects developed under omnibus reform legislation grants and are examples of limited scope, decentralized approaches to career ladders.

Utah is perhaps the only state where a broad scope, decentralized approach has been taken. The Utah career ladder statute provides state funding for locally developed career ladders which satisfy certain, largely procedural criteria. Under the provisions of the legislation, all Utah school districts can qualify for career ladder funds which are distributed according to a program independent, entitlement formula. Funding available to any district is calculated on the

Michael J. Murphy is an Associate Professor of Education in the Department of School Administration at the University of Utah in Salt Lake City, Utah.

basis of teaching force, enrollment, and weighted pupil units. State career ladder funds supplied must be used to pay teachers. Local funds must be used for planning and administrative costs. By ruling of the Utah State Board of Education in 1985, the categorical state career ladder funds could "not be on the table for salary negotiations."

House Bill 110 encouraged school districts to develop career ladders to provide rewards and incentives for teaching excellence, and provide opportunities for professional growth. The statute required that local career ladders be developed "with advice and counsel from parents, teachers, and school administrators," provide a

Districts were permitted to use career ladder funds for differentiated staffing, new teacher induction programs, extension of teachers' contracts using up to 50% of their entitlement for the latter.

"fair, consistent and valid" evaluation system for promoting teachers, and use at least 50% of the funds for performance based advancement on the ladder. Districts were permitted to use career ladder funds for differentiated staffing, new teacher induction programs, extension of teachers' contracts using up to 50% of their entitlement for the latter. Extra non-teaching contract days had to be used for instruction related purposes, and additional responsibilities under differentiated staffing provisions could not be administrative. The 1985 Legislature amended HB 110 to require that 10% of a district's career ladder appropriation had to be used for "paying a performance bonus to teachers judged by the district as being outstanding in regular classroom performance," allowed a small percentage of funds to be used to resolve teacher shortages, and expanded coverage to counselors and non-classroom based instructional personnel "paid on the teacher's salary schedule" (Senate Bills 14 and 291, 1985 General Session).

Local Career Ladder Plans

Utah school districts had a short time to organize their career ladder planning committees, develop their career ladders and submit plans to the State Board of Education for approval in 1984. Yet, despite the time pressure, all forty of the state's school districts elected to develop career ladders. In some cases, planning time was less than one month. As one participant put it, "We worked day and night for three weeks." Because of the intense time pressure and lack of planning resources, district career ladders tended to be "home grown." Few experts were consulted, districts did not interact, and plans necessarily reflected planning committee predispositions, and local needs and values (Murphy, 1986).

Although they were precluded from taking the career ladder to the bargaining table, teachers played a prominent role in the career ladder planning process. On average, teachers made up 45% of the membership of district career ladder

planning committees, and in nearly a quarter of the districts, they had a voting majority (Career Ladder Research Group, 1984). The role of teachers in planning was reinforced by participation stipulations in HB 110 and State Board of Education guidelines, a rapidly approaching submission deadline, districts' desire to avoid controversy, and a belief that career ladders could not be implemented without teacher support (Malen & Murphy). Because teachers were

Because they minimize merit and rank dissonance in the teaching force, and permit incorporation of uncompensated extra work that teachers regularly do (Malen et al., forthcoming), most of the career ladders in Utah utilized job enlargement in promoted positions (Career Ladder Research Group, 1984).

able to influence the features, local career ladders were shaped by educators' values and needs, and resistance to a top-down policy reform lessened (McDonnell & Furham, 1986).

Because they minimize merit and rank dissonance in the teaching force, and permit incorporation of uncompensated extra work that teachers regularly do (Malen et al., forthcoming), most of the career ladders in Utah utilized job enlargement in promoted positions (Career Ladder Research Group, 1984). In these plans, career ladder positions were coupled with teacher initiated projects or additional professional responsibilities so that promoted teachers developed curriculum, became in-school specialists in particular instructional areas, assisted new teachers and did peer coaching, and gave workshops for colleagues. Depending on the career ladder level and the district, promoted teachers receive \$700 to \$6,000 annually for their added responsibilities.

In the first year, only five districts developed performance recognition ladders wherein promotions were based completely on evaluated performance in the classroom. With the passage of Senate Bill 291 in 1985, all districts had to allocate at least 10% of their career ladder funds to "performance bonuses." This requirement, coupled with improvements in evaluation, and broad distribution of merit awards, has increased the use of performance based ladder rewards. Although districts have not abandoned their job enlargement features, they have added, or expanded merit provisions, and career ladders are consequently becoming more eclectic relative to the incorporation of performance recognition and job enlargement features (Utah State Office of Education, 1985). Annual performance bonuses range from \$500 to \$1,000. Performance based ladder promotions may earn teachers stipend of \$1,000 to \$3,000 annually.

A unique feature of Utah's career ladder legislation is that it allows a portion (up to 50%) of the state provided funds to be used to extend the contract year of all teachers. Before the career ladder, Utah teachers had only two to five non-teaching contract days. Most were used in school opening meetings and room preparation.

To provide time for teachers to "consume" career ladder products developed as a function of the enlarged jobs, it was essential to expand the number of non-teaching contract days, and most districts have used career ladder funding to add five days to the teachers' contract.

Teacher Reaction to the Career Ladder

Teachers in Utah seem to support career ladders better than do teacher elsewhere (Nelson, 1986; Harris, 1986). Although there is evidence of ambivalence (Malen et al., forthcoming), when polled, 68% of Utah teachers favored the continuation of the career ladder (Nelson, 1986). Although initially lukewarm to the idea, the Utah Education Association has since strongly lobbied for continuation of the career ladder program (Malen & Campbell, 1986). Probably a number of factors account for this support. First, career ladder planning was decentralized, and teacher participation in their design was extensive. Second, because of the teacher influence, ladders were better configured to teacher values and needs. Third, the local involvement and resultant ownership blunted the resistance that usually accompanies top down reform in education.

Conclusion

Utah policy makers have adopted a decentralized, broad scope approach to career

...the Utah career ladders are eclectic, incorporating merit pay and job enlargement features along with an extended contract year for most teachers.

ladder development and funding. State funded career ladders have been differently fashioned in each of the state's forty school districts to reflect local needs and values. Individually and collectively, the Utah career ladders are eclectic, incorporating merit pay and job enlargement features along with an extended contract year for most teachers. Promotions are usually for limited durations; teachers are given recognition and opportunities for personal and professional growth through project work and additional responsibilities. Because of the way they were designed, career ladder programs enjoy considerable support among Utah teachers.

References

Career Ladder Research Group, Department of Educational Administration, University of Utah and School/Community Development Section, Utah State Office of Education (1984). Career ladders in Utah: A preliminary study 1984-85. Salt Lake City, UT: Utah State Office of Education, p. 2; 8.

Harris, L. and Associates The Metropolitan Life survey of the American teacher 1986: Restructuring the teaching profession, 1986, pp. 18-27.

Malen, B. and Campbell, R.F. Public school reform in Utah: Enacting career ladder legislation. In Mueller, V.D. and McKeown, M. P. (eds.) The fiscal, legal and political aspects of state reform of elementary and secondary education. (Sixth Annual Yearbook of the American Education Finance Association). Cambridge, MA: Ballinger Publishing Company.

Malen, B. and Murphy, M.J. A statewide decentralized approach to public school reform: The case of career ladders in Utah. Journal of Education Finance, Fall 1985, 11, 261-277.

Malen, B., Murphy, M.J. and Hart, A.W. Restructuring teacher compensation systems: An analysis of three incentive strategies. 1987 American Education Finance Association Yearbook, forthcoming.

McDonnell, L.M. and Fuhman, S. The political context of school reform. In Mueller, V.D. and McKeown, M.P. (eds.) The fiscal, legal, and political aspects of state reform of elementary and secondary education. (Sixth Annual Yearbook of the American Education Finance Association). Cambridge, MA: Ballinger Publishing Company, 1986.

Murphy, M.J. Career ladders in Utah: School district responses. Paper prepared for the annual meeting of the American Educational Research Association, San Francisco, CA, 1986.

Nelson, D. A statewide survey of teacher opinions concerning Utah's career ladder program. Salt Lake City, UT: Utah State Office of Education, p. 28.

Utah State Office of Education. Career ladders in Utah: A content analysis of Utah's career ladder plans for 1985-1986. Salt Lake City, UT: Utah State Office of Education, December, 1985.

Note 1. Once the testing phase is completed, both states intend to expand the career ladder to all districts and teachers. When this occurs they will become broad scope, centralized examples. South Carolina is unique in that it contracted the planning of its career ladder models to local districts as well as later testing. Planning sites were not intended necessarily as testing sites.



A Career Compensation Program Model for Teachers: Educational Reform in Illinois

By Michael J. Harkins

Introduction

In August, 1985, the Illinois General Assembly passed Senate Bill 730. The Bill included 169 legislative initiatives to begin educational reform in Illinois. One of these many initiatives was career incentives for teachers. In the fall of 1985, the Illinois State Board of Education issued a call for proposals to school districts in Illinois to develop and pilot model career compensation or incentive programs. District #300 in Dundee, Illinois, responded to the call, was successful in its proposal, and became one of the seven pilot programs that began operation in February, 1986. What follows is an overview of the District #300 program with an emphasis on the key components that were

introduced during the 1986 school year. Initially two school districts were jointly involved in proposing, developing, and implementing the project. However, one elected to withdraw from the program after the first phase.

Currently, the program is administered and directed by a committee composed of teachers and administrators. Hereinafter, known as the District Planning Committee. Also, the local education association of classroom teachers has been involved in the initial planning, development, and operation of the program.

Program Description

The current District #300 Career Compensation Program consists of two components: 1) Career Path I, Extended Contracts; and 2) Career Path II, the Teacher Academy.

Goals

I. The program has four major goals.

Goal 1: Recognize excellence in teaching through career compensation.

Goal 2: Develop additional career opportunities for classroom teachers.

Goal 3: Encourage good teachers to promote excellence in teaching and to assist colleagues in the development of professional skills and expertise.

Goal 4: Develop a comprehensive plan for the evaluation of the two components of the Career Compensation Program.

II. Program objectives associated with each goal.

Goal 1: To recognize excellence in teaching through career compensation.

Career Path I is an extended contract component focusing on four levels of teacher projects.

Objectives

1.1 By the end of the first month, the District Planning Committee will establish four types of extended contract projects for recognizing and compensating outstanding teachers.

1.2 By the end of the second month, the District Planning Committee will approve policies and procedures for the four project types under Career Path I.

Project Type I, II, III, IV

1.3 By the end of the third month, the District Planning Committee will disseminate information to teachers regarding the guidelines and procedures for Type I, II, III, and IV projects.

Career Path II consists of a Teacher Academy with four levels aimed at recognizing and compensating outstanding teaching.

Objectives

1.1 By the end of the first month, the District Planning Committee will establish a four level Teacher Academy for the purpose of recognizing and compensating outstanding teachers.

1.2 By the end of the second month, the District Planning Committee will approve policies, procedures, and amounts of compensation for the four level Teacher Academy.

Level I
Level II
Level III
Level IV

1.3 By the end of the third month, the District Planning Committee will disseminate information to teachers regarding the guidelines and procedures for Career Path II levels.

Michael J. Harkins is Director of Humanities, Community Unit School District #300, Dundee, Illinois.

Goal 2: To develop additional career opportunities for classroom teachers.

Objectives:

- 2.1 By the end of the fourth month, teachers will submit project requests to a District Planning Committee (Career Path I).
- 2.2 By the end of the twelfth month, teachers will be appointed to the Teacher Academy (Career Path II).

Goal 3: To encourage good teachers to promote excellence in teaching and to assist colleagues in developing professional teaching skills, expertise, and mentoring skills.

Objectives:

- 3.1 By the end of the twelfth month, the District Planning Committee will develop a schedule to allow classroom observation of the designated Teacher Academy Members.
- 3.2 By the end of the fourteenth month, teachers will be approved for the Teacher Academy Level II-IV and will serve as mentors, workshop leaders, teacher consultants and instructional leader.

Goal 4: To develop a comprehensive plan for the evaluation of the success and impact of the two components of the career compensation program, extended contracts, and the Teacher Academy.

Objectives:

- 4.1 The program evaluator will develop a comprehensive evaluation plan for the program,
- 4.2 By the end of the fourth month of the program complete instrument development for data collection,
- 4.3 By the end of the eighth month of the program, complete scheduled interviews, observations, and surveys.
- 4.4 The District Planning Committee will provide results of the program evaluation to the Illinois State Board of Education according to an agreed upon timeline.

III. Career Path I:

Examples of guiding principles for the four levels of projects submitted under Career Path I - extended Contracts:

- A. Increase the visibility of the practice of effective teaching.
- B. Increase the teacher leadership roles at the building and departmental level.
- C. Increase the teacher leadership roles at the school level.
- D. Increase the teacher leadership roles at the district level.

- E. Increase the effectiveness of teaching at the school level.
- F. Study and review the language of the profession.
- G. Assist with the codification of knowledge in the profession.
- H. Assist with the transmission of knowledge in the profession.
- I. Provide additional training and extended employment.
- J. Increase the amount of compensation for teachers.
- K. Improve the quality of instructional programs.
- L. Increase the use of quality instructional programs.
- M. Develop specific projects for teacher classrooms.
- N. Develop sharing strategies among teachers.
- O. Develop heightened skills in staff development and in-service program planning.

IV. Career Path I - Extended Contracts

This career path provides a framework for addressing the needs of individual teachers and the needs of the district. The intent is to provide opportunities for teachers to improve their performance and to develop and use their talents in such areas as leadership, curriculum design and development, instructional materials development, and research. Increased student achievement will also be emphasized in this career path. Involvement in this career path may be on a continuing or intermittent basis depending upon district needs, teacher availability, teacher interest, and demonstrated performance. Interested teachers may submit to the District Planning Committee requests for consideration for participation in this career path. The intent is to enhance the quality of education and to promote teacher growth as a professional.

This career path includes four types of projects. All projects identify services, tasks, or outcomes that relate directly to enhancing instruction and meeting student needs.

Type I Project - Project proposals are initiated by teachers and are submitted to the District Planning Committee. Teachers who submit proposals must include all specifications. Type I projects are intended to be the least restrictive of the four types. They encourage creative participation by individuals or small groups.

Type II Project - Project proposals are initiated by a total school staff, department, or grade level, and are intended to enhance instruction by addressing identified student needs. Proposals are submitted to the District Planning Committee and must include specifications.

Type III Project - Requests for proposals are initiated by the District Planning Committee and specify products or outcomes. The particulars of how to meet the specifications are to be determined by the teachers who submit proposals.

Type IV Project - Requests for proposals are initiated by the District Planning Committee and specify products or outcomes as well as

the particulars governing the proposal: due dates, projected budgets, evaluation procedures, and other requirements are stipulated in the request for proposals. Interested teachers submit applications to the District Planning Committee. Specific criteria has been established to guide and evaluate the project.

...academy will also address the school district's needs to strengthen the skills and abilities of the experienced teachers and to further develop the skills and abilities of new teachers.

V. Plan: Career Path II - Teacher Academy

This career path provides a framework for recognizing, encouraging, and rewarding ability and expertise in teaching. In addition, the academy will also address the school district's needs to strengthen the skills and abilities of the experienced teachers and to further develop the skills and abilities of new teachers. Emphasis will also be placed on increased student achievement through teacher projects. Teachers in the Teacher Academy assist colleagues with professional development plans and activities to enhance teaching effectiveness.

Through the Teacher Academy, a number of exceptional tenure teachers will receive status and salary enhancement, and contribute to the professional growth of their colleagues. The Teacher Academy involves four levels of participation. Each level represents increasing responsibility and financial enhancement. An example of this enhancement can be seen in Levels II, III, and IV of the Academy.

Level I - To serve as a demonstration site for colleagues. Teachers will be able to visit the demonstration sites of their colleagues at the building and district level.

Level II - To serve as a mentor to annually assist 3-5 beginning or experienced teachers each year.

Level III - To serve as a leader of instructional improvement workshops for teachers in the district.

Level IV - To serve as a consulting member and teacher. Detailed job responsibilities for the mentor, workshop leader, and consulting member were developed during the advanced planning phase of the project - which was February, 1986 through August, 1986.

A teacher who wants to enter the Academy submits an application to the District Planning Committee. The Committee follows a strict selection process in order to determine who should be admitted to the Academy.

Teachers who are invited into the Academy must enter at Level I and have their classrooms serve as demonstration sites for up to three

years. Teachers will receive salary enhancements for their excellent teaching and this additional responsibility. Once a teacher is admitted to the Academy, they may also participate at Levels II, III, and IV. Other selection processes will govern admission to these levels. Sample application forms and descriptive materials for Career Path I - Type I and II projects and Career Path II - Level I and 2 can be secured by contacting the Dundee #300 Career Compensation Program Office, 405 North Sixth Street, Dundee, Illinois 60118 or by calling the project director at 312/426-1300 ext. 343.

VI. Teacher Academy - Selection Process

The selection processes that govern admission to the Teacher Academy Level I and to subsequent participation in activities available at Levels II through Level IV in the Academy are described below:

Application to the Teacher Academy is open to tenured teachers.

Selection Process for Level I

Step 1 - Application. Application to the Teacher Academy is open to tenured teachers. A teacher who wants to enter the Academy must complete an application and submit it to the District Planning Committee. Teachers who submit a signed application are agreeing, if selected, to have their classrooms serve as demonstration sites for up to three years.

Step 2 - Screening. The District Planning Committee screens and ranks the applications. Applications are initially screened on the basis of four criteria. These include: summative evaluation (regular in-district teacher evaluation completed by building principals), principal recommendation, peer recommendations, and job attendance. A pool of 1.5 x the number of pre-determined Academy positions will be identified after the initial screening. These identified teachers will then receive one unannounced, two announced observations. A numerical rating for both the initial screening and observation phase will be identified. The Career Compensation Program Office issues all forms, collects all data, and calculates numerical ratings.

Summative Evaluation

An applicant's most recent summative evaluation must meet the following conditions to receive further consideration:

1. The evaluation must not have any items rated unsatisfactory.
2. In the Dundee Evaluation, Section II (Instructional Competence) must not have any item rated fair.
3. The majority of the items in Section II must be rated commendable or outstanding.

When it is determined that an applicant's summative evaluation meets these conditions, a formula is applied to Section II of the evaluation in order to compute a base figure. The formula is:

$$\frac{(\#S \times 50) + (\#C/E \times 80) + (\#0/S \times 100)}{\#S + \#C/E + \#0S} = \text{Base Figure}$$

#S is the number of items marked satisfactory
 #C/E is the number of items marked commendable/excellent
 #0/S is the number of items marked outstanding/superior

The base figure is multiplied by a factor of four in order to determine the actual rating for the summative evaluation: therefore, the Base Figure X 4 = the Rating.

Principal Recommendation - Once it is determined that an applicant's summative evaluation meets the initial screening conditions, the Career Compensation Program Office contacts the applicant's principal and requests a recommendation. A principal recommends an applicant by rating competencies of the applicant's according to a predetermined rating scale. The dimensions of performance include personal qualities, instructional competencies, classroom management, contribution to the total school program, and overall performance. The competencies are then averaged to provide a base figure. The base figure is multiplied by a factor of two in order to determine the actual principal recommendation rating.

Peer Recommendation - Once it is determined that an applicant's summative evaluation meets the initial screening conditions, the Career Compensation Program Office contacts the applicant and the applicant's principal in order to initiate the peer recommendation. The applicant and the principal mutually agree upon five faculty members who would fairly recommend the applicant. These individuals are reported to the District Planning Committee. The Career Compensation Program Office contacts three of the faculty members and requests their recommendations. A teacher recommends a colleague by following the process described under Principal Recommendation, but using a peer recommendation form. Averaging the ratings provided by all the teachers' results in the base figure. The base figure is multiplied by a factor of two in order to determine the actual Peer recommendation rating.

Job Attendance - Once it is determined that an applicant's summative evaluation meets the initial screening conditions, the Career Compensation Program Office calculates the applicant's attendance rate for the previous three years. This is done by dividing the total number of days the applicant actually worked during the three years by the total number of work days available. Explanations concerning extended absences may be attached to an application. These are then reviewed by the District Planning Committee.

The percentage that results is the base figure. The base figure is then multiplied by a factor of one in order to determine the actual Job Attendance rating. In summary, the initial rating is determined by:

- a. Adding the summative evaluation rating,

- b. Dividing this sum by the total number of factors.

Final review for admission to the Academy requires one unannounced and two announced classroom visitations by a committee composed of teachers within the district and university professors, serving as classroom observers.

Final Rating

Step 3 - Classroom Observations. Final review for admission to the Academy requires one unannounced and two announced classroom visitations by a committee composed of teachers within the district and university professors, serving as classroom observers. The Career Compensation Program Office in conjunction with the District Planning Committee selected and trained the peer and university observers to observe and record teacher classroom behaviors. Each applicant receives three observations: one by a university consultant and two from a teacher within the district.

These three observations are then averaged. A rating score is then determined. The score is then multiplied by a factor of three. That figure is then averaged with the initial rating completed during the initial screening process. For review, the initial rating score completed during the initial screening is based on the summative evaluation, principal's recommendation, peer recommendation, and job attendance. This initial score is then combined with the score received from the total of the three observations. This has a weight of three. The entire process has a total of twelve major factoring points.

In conclusion, the factoring system used to determine the rating scale is as follows:

- weight of 4 = summative evaluation
- weight of 2 = principal's recommendation
- weight of 2 = peer recommendation
- weight of 1 = job attendance
- weight of 3 = three observations
- weight of 12 = factoring points

This factoring system was devised by the District Planning Committee. The final step in the process is an optional interview with the District Planning Committee. This is arranged by the Career Compensation Program Office and is a final confirming part of the selection and appointment process.

VII. Confidentiality

District #300 recognizes the need for confidentiality of materials generated as part of the program. All documents referring to teachers are confidential. The district personnel office as well as the Career Compensation Program Office handles these materials according to current state, local, and district policies.

VIII. Appeal Process

A decision to deny any Career Path I or Career Path II application may be appealed by the applicant to a review committee. The appeal must be made in writing to the superintendent of the district within fourteen days of notification of non-acceptance. The committee to consider the appeal will consist of the Superintendent or designee, the president of the local education association or designee, and a third person to be chosen by the first two. Presently no aspect of this program is subject to the grievance procedure that exists in the collective bargaining agreement. The program, however, has been endorsed and is supported by the local education association.

Conclusion

Is Career Compensation working as an educational reform in Dundee, Illinois? Only a summative evaluation and review of District #300's project can answer this question. However, the data generated thus far has indicated a variety of

findings. First, teachers and administrators are interested and committed to providing increased status, recognition, and rewards for project development and outstanding teaching. Secondly, teachers are willing to assume and share in the planning and development of a career compensation --incentive model. Thirdly, joint cooperation between the administration and local teachers association is paramount to the success of the project. Finally, the success of the program hinges directly on a cooperative relationship between labor and management. Without it, a program can stagnate. With it, a program can become a beacon for growth. In summary, a definitive answer to the initial question can emerge only after a detailed analysis of the entire experience. However, all preliminary data strongly indicates that District #300's model is successfully meeting its stated goals and objectives.



Vitae Scholasticae

began when a number of scholars in North America and Europe indicated their support for establishing a focal point for biographical research that concentrates on educational figures and issues.

We find exploring the lives of these figures—whether famous or lost in the pages of history—a worthwhile research that reignites old ideas, encourages new thoughts, and evokes discussions.

Why not join us.

Please enter my subscription as indicated below:

One year: Individuals \$12 Institutions \$22
Two years: Individuals \$24 Institutions \$44

Name _____

Address _____

City _____ State _____ Zip _____

Pan American add \$2 per year. All others outside North America add \$4 per year.

Vitae Scholasticae is published twice yearly in the spring and fall by the International Society for Educational Biography, the Department of Leadership and Educational Policy Studies, Northern Illinois University, the Department of Foundations and the Graduate School, Loyola University of Chicago. Direct inquiries to: *Vitae Scholasticae*, 325 Graham Hall, Northern Illinois University, DeKalb, Illinois 60115-2866.

A Teacher's Perceptions and Opinions Regarding Career Compensation and Its Relationship to Educational Reform

By Cathleen Vollertsen

Can career compensation programs for teachers affect students in the classroom? What are the potential benefits to students and teachers in school districts where such programs are being implemented? What are the potential hazards? And finally, do the possible benefits outweigh the probable hazards? Answers to these questions are being sought, directly or indirectly, in many school districts across the country where a variety of performance-based pay systems are being tried and tested.

Most educators realize, before they embark on their career, that a person is not likely to

It is an interest in children and a commitment toward education that draws the majority of people to this profession.

become financially wealthy as a result of teaching. It is an interest in children and a commitment toward education that draws the majority of people to this profession.

However, it may not take long for a new teacher to feel uneasy about colleagues who make significantly more money strictly on the basis of their seniority. Observation might indicate that the quality of a teacher's abilities is not necessarily positively related to their income. In addition, some of these teachers may be regarded by their peers (as well as administrators) as being poor teachers.

On the other hand, some educators who are generally well-regarded by their peers (and perhaps by their administrators) often express a lack of desire to expend their time and energy "above and beyond the call of duty" in a job where they experience so little financial and/or personal satisfaction in return. Still, there are those who do give of their time and energy either selflessly, foolishly and/or in an attempt to "get ahead" in the absence of financial or professional recognition. Professional status often seems to be dependent upon position rather than actual

skills and contributions to the educational system itself.

If this is an accurate generalization, it can be deduced that an increase in pay, alone, will not result in a positive relationship to the quality of teaching. Furthermore, improved teacher status and recognition alone appear not to be appealing enough to be positively related to the quality of teaching. Thus, an important question becomes, how can a career compensation program effect a desirable change in the quality of teaching?

It is my contention that a career compensation program for teachers which offers only an increase in pay or only status through recognition will not produce an effective or constructive change in the quality of teaching. However, it is contended that a voluntary program which rewards teachers through both an increase in pay and status/recognition may result in better teaching and other benefits that ultimately affect students.

The most notable potential benefit which a career compensation program may offer teachers is a sense of feeling valued for the amount and quality of work they have produced. Since an initial selection process is necessary for educators who want to enter this type of program, the selected teachers must show a willingness to step out on a limb and take a risk. These teachers, who are then paid and recognized for successfully completing additional projects and/or demonstrating the quality of their teaching skills to others, benefit from an improved sense of self-worth as well as respect from their colleagues. It is well-known that behavior which is positively reinforced continues. The result of positively reinforcing productive behavior may confirm this improved self-image. Consequently, this improved self-image may be conveyed in the classroom and have a positive effect on the students with whom those teachers work. These teachers will most likely emanate self-confidence, respect and a positive sense of self-worth to their students.

In addition, the behaviors thought to be associated with good teaching are more likely to be reinforced and utilized in the classroom. Perhaps the financial and personal rewards of such a program will make education more attractive as a profession to teachers looking for an opportunity to advance personally as well as professionally.

However, there also exist the potential hazards of implementing such a program. Some contend that this type of program promotes the concept of merit pay and will only result in increased competition among teachers. This competition may produce an educational system where communication is closed among teachers who are attempting to become participants in the program. Then, there is the issue of teachers who apply and

Cathleen Vollertsen is a teacher in Neubert Elementary School, School District 300, Dundee, Illinois.

are not selected. Their sense of value and self-worth may be just the opposite of those who were selected. What characteristics will they project in the classroom?

In conclusion, do the possible benefits of participating voluntarily in a career compensation program outweigh the obvious hazards. In an era of educational reform, this type of career compensation may be a positive step forward. Currently, there may not be a positive relationship between

the length and quality of a teacher's service. Therefore, a program which offers an opportunity to balance this relationship may be an alternative, at least worth investigating. Only then will we be more able to determine whether or not the benefits outweigh the hazards.



The John Dewey Society

Founded 1935

Cordially invites you to join in membership

THE JOHN DEWEY SOCIETY FOR THE STUDY OF EDUCATION AND CULTURE encourages, through its publications and programs careful and responsible examination of our most basic educational and cultural commitments. Membership includes receiving the following publications annually: *The John Dewey Lecture*; issues of "Insight of the Members"; and various *Current Issues* publications.

(cut and mail)

DUES

Students/Retired	\$15.00
Fellows	25.00
Institutional Members	30.00
Patrons of the Society	50.00

Members may subscribe to *Educational Theory* at the special rate of \$10.00 per year.
Enclosed is a check for

\$ _____ to cover _____ dues,
or dues plus a subscription to *Educational Theory*.

Checks for dues, and for subscriptions, should be sent to:

Dr. Robert G. Morris (Secretary-Treasurer)
Dept. of Curriculum & Instruction
College of Education
Northern Illinois Univ.
DeKalb, Illinois 60115

1986 Membership Application
(type or print)

Name _____

Address: _____

Institutional Affiliation/Position _____

New members receive a complimentary copy of one of the following: (check one).

John Dewey's *Moral Principles in Education*. 1909. 72 pages.

John Dewey's *The School and Society*. 1899. 118 pages.

Thomas Green's *The Formation of Conscience — Moral Education in an Age of Technology*. (1984 John Dewey Lecture).

A Teacher's Perceptions and Opinions About the Dundee Career Compensation Program

By Jackie Bigelow

I am a better teacher today and am becoming a more professional educator for having participated in the Dundee Career Compensation Program. The process, like most creative processes has had its inspirational moments as well as its frustrating setbacks. When seventeen teachers from District #300 came to consensus on classroom competency indicators and measurement items after 16-20 hours of debate, I felt exhilarated and anxious for the next phase of the process. In contrast, however, waiting to hear how state funding cutbacks would effect the integrity and continuation of the program in our district, felt like a void, like being in an isolated vacuum cut off from the meaningfulness of progress.

As one of four state funded Career Compensation Programs remaining in the state for 1986-87 (there were seven programs funded in the previous school year), the Dundee Career Compensation Program is in the spotlight to succeed. I feel a strong level of commitment from the district's superintendent and Board of Education and I also feel an intense level of concern and commitment from my colleagues who have interacted through the process as Career Path II teacher observers or as readers of Career Path I proposals.

The plan to bring increased status and compensation to teachers while promoting excellence in the classroom has been established

Somehow we need to increase teacher status and compensation without making the reward a competitive win, yet lose situation.

honestly. The means of carrying this program out leaves me nervously optimistic. It is my opinion that the model of supervisory behavior and inservice education that has permeated school building after school building within the district as a result of the efforts of the principals and other instructional leaders, needs to be implemented at a broader district level without jeopardizing existing trust and collaboration at the building level. It is my opinion that this

process of district-level interactive communication needs to be formulated quickly by members who have been involved in the process in order to ensure cooperative participation of teachers on a long-term basis. Somehow we need to increase teacher status and compensation without making the reward a competitive win, yet lose situation. By basing the Path I applicants' proposals success or failure on a secretive ranking, we are potentially isolating the observation-site teachers from their building colleagues. Let's open the system and initiate complete information and feedback to those that risked getting involved. Let's use those people who understand the process--the peer observers, the readers, teacher coordinator, etc.--as facilitators for those individuals at a district level who have risked extending their own ladders.

New participants in the career compensation program, however, will need a thorough orientation. In addition, experienced teachers in the program need to become more active in communicating the program to other teachers, disseminating printed information about the project, and providing information and data from their building level positions to central office administration.

Some teachers felt disappointed in not receiving a Career Path I Type I project grant. This disappointment has been communicated to other teachers in the district. The resulting dialogue was appropriate and healthy for professional growth and development. These teachers should continue to apply for Career Path I projects until they are successful. Only through this process will change occur. Eventually, this process may lead to instructional and professional advancement.

Finally, the structure of the program must be firmly established in order to maintain the integrity of the entire project.



Jackie Bigelow is a teacher in Highland Elementary School, School District 300, Dundee, Illinois.

A Teacher's Perceptions and Opinions About the Dundee Career Compensation Program

By Audrey Havard

Early last year (1985-86) I began to hear rumblings from a colleague about a proposal he, some administrators, and a group of other teachers involved in our local education association were writing. He told me about how state monies were being made available to districts in order to develop an incentive and auxiliary pay program for teachers. The more he told me, the more intrigued I became and when I was ultimately invited to attend a meeting about this matter in April of 1986, my interest was quite piqued.

At this general meeting it was explained that those of us who were there had been chosen from a list of all teachers in the district on a variety of criteria: committee involvement, principal recommendation, etc. We were thought to be representative of the committed professional educators who gave time and energy beyond the classroom in the interest of improving ourselves and our teaching.

The goal of our project was simple: reward and recognize good teaching.

We heard about the development of this innovative and revolutionary program and encountered the words "Career Path I and II" for the first time. These words were to become a part of our very fiber as the months progressed. We learned that we had money to pursue development of our Career Ladder proposal and that our project was very different from the other six in the state. The goal of our project was simple: reward and recognize good teaching. This goal could be achieved in one of two ways through Career Path I and Career Path II. Career Path I is designed to allow any teacher in the district to devise, develop, and implement a project of his/her choice or one suggested by the District Planning Committee; this is the Extended Contract Mode. Career Path II is what I have been most closely associated with, and it is this path which teachers apply to to become observation site teachers, mentoring workshop leaders, or consultants. In each path, there are four distinct levels although in each, only levels 1 and 2 are currently developed.

Audrey Havard is a teacher at Dundee-Crown High School, School District 300, Dundee, Illinois.

After hearing a general description of the program as a whole, we were invited to indicate whether we would be interested in becoming Peer Observers for Level 1 of Career Path II. What we understood was that we would be trained to go into the classroom of a teacher who had applied for Level I Career Path II Observation Site and on the basis of an instrument yet to be developed, we would observe and rate that teacher.

Some of the time commitments we would be expected to make (night and weekend training sessions), and a brief job description (we were to be Peer Observers, going into classrooms of colleagues and identifying those teachers who would become our Demonstration Teachers), was given. Those of us who were still interested had our names put into a hat. Twelve teachers representing all levels (K-12), were chosen. I was a "winner" and joined the first group of observers. Little did I realize what kind of emotional and time investment I was making! None of us did.

The reward for us, other than the professional growth opportunity was a tangible \$1,500 for 1986 and \$1,500 for 1987. This is comparable to the compensation received by observation site teachers which we helped identify. To "earn" these stipends we must participate in all the training sessions as well as "pass" reliability tests on the observation instrument we were to develop. Since April 10, 1986, many of us have spent more time in those concentrated training sessions than we have with our families in a similar time-frame.

...we had been treated like true professionals; some of us had forgotten what that felt like!

The development of the teacher observation instrument alone was a process which took endless amounts of professional opinion and time. We were taken, as a group, to a retreat-like setting at a resort to meet in an immersed atmosphere and analyze teaching to the point that we could define observable behaviors of good teachers and construct an instrument we were comfortable with and confident using. We spent three days living, sleeping, eating, laughing, and shouting together in order to come to terms with this task. It was both wonderful and grueling. But, to a person, we came away feeling like we had done something very positive, and what's more, we had been treated like true professionals; some of us had forgotten what that felt like! We were given first class treatment and attention which was paid to us by consultants and administrators when we spoke; we experienced true collegial working together for a

common end: better education for our students and more recognition for those of us working hard to provide it.

As my participation in this project grew, I began to wear three hats: Peer Observer, Teacher Coordinator, and Classroom Teacher.

As explained above, as a Peer Observer I am one who has been allowed to help a group conceptualize and come to agreement about the essence of good teaching. As a group, we developed the instrument, received training on the use of the instrument, and then were sent out to identify teachers who will become Observation Sites. I have benefited in many ways from being a working part of this process and this group. The group itself cuts across all levels and disciplines--an unusual opportunity for all of us. Also, the special feeling which follows being recognized for one's expertise and knowledge is something all teachers need to experience more often. Recognition is one of the goals of our program.

...collegial sharing is another vitally important part of our project.

Visiting other classrooms in the role of Peer Observer has also helped me to refine my idea of good teaching. I have consequently identified and borrowed methods and techniques, incorporated them into my own situation or shared them with others. This collegial sharing is another vitally important part of our project. We, the observers, comment on our own growth after nearly every meeting we have--we have "stretched our brains" collectively and individually. Our meetings are frequent and it is during this time that we troubleshoot and challenge one another on our understandings of what we have created. We also have been checked several times for our

We argue, commiserate, calculate, and never stagnate as we strive to be the best we can, for everyone. As a result, we stand even more in awe of the outstanding teacher in the classroom; their competence is something we value highly.

reliability on using the instrument itself, with the expert guidance of our consultants. We argue, commiserate, calculate, and never stagnate as we strive to be the best we can, for everyone. As a result, we stand even more in awe of outstanding teachers in the classroom; their competence is something we value highly.

My second hat is that of Teacher Coordinator; a half-time position I have held since October, replacing our local Association President. In this role I am more involved in the day-to-day work of the project in both of its phases: Extended Contracts--Career Path I and the Teacher Academy--Career Path II. This is where development, schedules, and communications are vital to

the continued forward movement. I travel to schools to speak, and recently described our program at a meeting of the National Council of States on Inservice Education Convention in Nashville. I am growing personally as well as professionally as I gain insights and knowledge from working with our Planning Committee, Director, and Consultants.

The third and largest hat is that of the classroom teacher. This role is ancillary to the project, but I have definitely benefited here the most. I'm more critical now of how I spend my classroom time and more aware of "time off-task." The interaction level of my students has come more into my consciousness. My students will benefit by this increased awareness.

To say that my involvement with Career Compensation Program has been all positive is not correct and I would be remiss and regarded with justified suspicion were I to say so. The greatest negative aspect is in direct relation to the greatest positive, the more time I spend in developing, refining, and learning the program, the less time I spend both in my classroom and preparing for my classes. It has been very difficult to maintain a balance in my physical and emotional participation in each arena. I fear that my classes have suffered because I have enjoyed the professional immersion the Career Compensation Program has provided me. Also, I have finite amounts of time and energy, so friendships and family have suffered. In the long-term, we may all benefit; for the short-term it is hard to say.

Another pseudo-negative aspect for me has been the politics I have encountered. As a classroom teacher, I have great autonomy behind a closed door. Open that door and admit a Planning Committee, Central Administration, the Association, Department Chairs, Principals, and the State and there comes an element of power and control. Sometimes this vying for power and control has hindered the growth of the project. However, my own professional awareness has expanded tremendously; my naivete dying. I suspect that much of what we are going through is the result of the fact that we are involved in a pilot project experiencing growing pains, while at the same time we are affecting teachers' lives in the process.

In summary, I am able to look at the Career Compensation Program of School District 300 from three perspectives and see myriad effects, positive and negative. The positive effects I see are that we are: 1) making an attempt to grow, sometimes in spite of ourselves, in order to be better teachers, 2) we are recognizing and rewarding teachers on a collegial basis, and 3) we are taking the risks involved in any type of reform movement in order to be responsive and responsible professionally. The negative aspects that we encounter need to be addressed as well. We have found: 1) flexibility and forward thinking are hard to foster; 2) power can become an issue if it is not addressed openly and with care; 3) taking good teachers out of the classroom creates problems for those teachers and their students which are difficult to solve; and 4) communications are sometimes strained between administrators and teachers because of pre-conceived notions or beliefs about roles. All of these findings have had, and should have had, a profound effect on me as a professional. Yet, I can in truth say that this has been the most professional endeavor in which I have ever been involved. In spite of the

outcome, whether we as a District are allowed to continue or not, I have grown and gained tremendously. I am thankful to the Administration, the Association, the State of Illinois, and my colleagues. My increased confidence, understanding of my profession, and insight into the

profession is unquantifiable. Those gains are well worth the pains if we can all continue the momentum of growth, concern for, and recognition of others.



JOURNAL OF THOUGHT
AN INTERDISCIPLINARY QUARTERLY

Published by:
The College of Education
The University of Oklahoma
Norman, Oklahoma 73019



INTERDISCIPLINARY AND INTERNATIONAL: The *Journal of Thought* is a quarterly publication devoted to encouraging scholars of diverse disciplines, nationalities, languages and cultures to examine the significant educational issues and problems from the perspective of their various disciplines. The editors solicit material that treats the more comprehensive issues and problems confronting education throughout the world. Interdisciplinary dialogue among scholars is encouraged.

THE SCRIBE: Various scholars present thoughtful and provocative editorial essays.

MARGINS OF PRECISION: A forum that allows scholars to present and respond to significant intellectual concerns.

CONTROVERSY: An arena for scholarly debate.

RESEARCH FORUM: A survey of current and relevant research.

LETTERS TO THE EDITOR: Brief, appropriate, timely letters are welcome.

ARTICLES: A diversity of topics covering a broad range of disciplines.

BOOK REVIEW ESSAYS: Extensive reviews of current, topical interest books.

HUMOR AND SATIRE: The lighter side—an irreverent look at the academy.

SPECIAL TOPIC EDITIONS: The third issue of each volume covers a special topic in depth.

All correspondence and prospective articles should be sent to the Editor, *Journal of Thought*, College of Education, the University of Oklahoma, Norman, Oklahoma 73019. Manuscripts must be submitted in triplicate and be accompanied by a stamped, self-addressed envelope for their return. We suggest that the authors use *A Manual of Style* (University of Chicago). Notes must be numbered consecutively at the end of the article. The article and its notes should not exceed twenty typed, double-spaced pages. Short articles are preferred. The article must, also, be original and not have appeared in print previously. The *Journal of Thought* is a refereed or jury journal and articles are reviewed "blind"; therefore, the title page with the author's name must be removable. Only the title of the article should appear on the first page. Multiple submissions are not acceptable.

Books and book reviews should be sent to the *Journal of Thought*, Book Review Editor, College of Education, University of Oklahoma, Norman, Oklahoma 73019. Our format for book reviews is a ten- to twelve-page essay review which will be refereed by the Board. Style and submission requirements are the same as those for articles.

MAKE CHECKS PAYABLE TO: *Journal of Thought*

- | | |
|---|--------------------------|
| ● One Year Subscription, Individual & Library \$15.00 _____ | Begin subscription with: |
| —Outside the U.S.A. \$17.00 _____ | ___ Current issue |
| ● Two Year Subscription, Individual & Library \$28.00 _____ | ___ January 1 |
| —Outside the U.S.A. \$32.00 _____ | |
| ● Three Year Subscription, Individual & Library . . . \$42.00 _____ | ___ Remittance Enclosed |
| —Outside the U.S.A. \$48.00 _____ | ___ Please Send Invoice |

Components of a Comprehensive Evaluation for a Career Ladder Program for Teachers

By Joseph R. Ellis

Introduction

Evaluation should function as a carefully and cooperatively planned, integrated, implemented and essential process in judging the worth of a career ladder program for teachers. In this article attention is given to 1) a concept of program evaluation; 2) the need for comprehensive and cooperative planning and implementation of the career ladders' evaluation; and 3) thirteen components of a career ladder program evaluation. In the article which follows in this issue of THRESHOLDS, French and Malo discuss the development of teacher performance evaluation systems for career ladder programs.

The Concept

The evaluation of career ladder programs for

...evaluation is not measurement, but rather, measurement is a part of the evaluation process.

teachers should be conceived of and function as an inquiry process which culminates in:

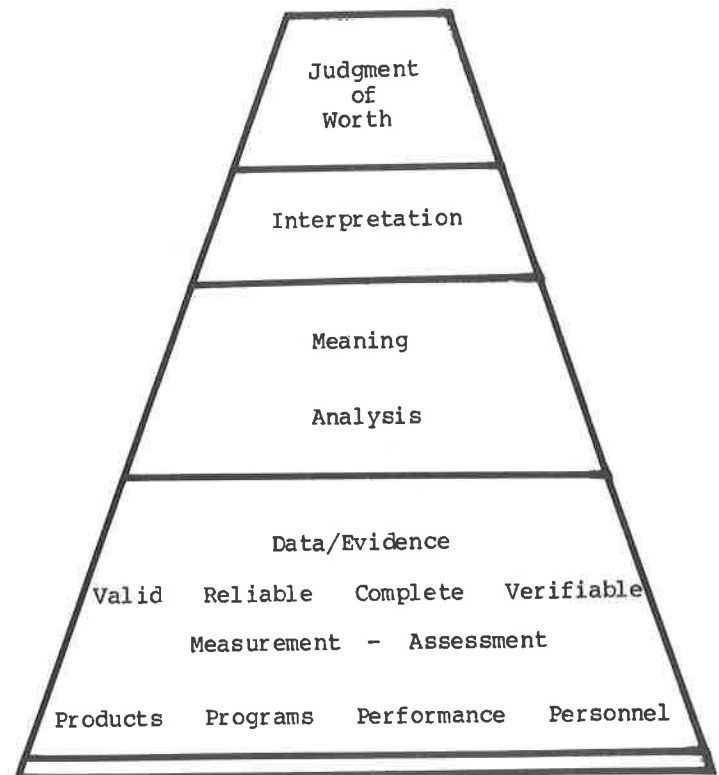
- 1) judgments of worth (which are based on)
- 2) interpretations (derived from meanings resulting from),
- 3) analyzed data that are valid, reliable, complete and verifiable (and which are in turn obtained from)
- 4) measuring devices with these same qualities (see Figure 1).

Thus, evaluation is not measurement, but rather, measurement is a part of the evaluation process. Nor should evaluation be confused with research. Although both research and evaluation are inquiry oriented and both may employ similar tools, techniques and procedures, research begins with a problem and results in new knowledge while evaluation begins with a value and results in a judgment of worth.

From this concept, it follows that evaluation is a constantly and continuously occurring process in the experience of rational persons. As such, it is a process that is unavoidable. The task of

educational program evaluators is to make the process as systematic, comprehensive and scientific as possible.

Figure 1.
An Evaluation Concept



Planning and Implementing the Evaluation

An effective evaluation of a career ladder program for teachers should be carefully and cooperatively planned and implemented by both competent evaluators and appropriate program personnel. The plan for the program's evaluation should be developed as the planning of the program itself is taking place. Persons with expertise in program and teacher performance evaluation should join those with expertise in developing and operating career ladder/teacher incentive programs in formulating and implementing the evaluation of the program.

The program's evaluation should follow a comprehensive plan which incorporates an appropriate and definite design, role assignments and the required procedures, tools and techniques. It should provide for openness, fairness and objectivity. It should identify specific decision

Joseph R. Ellis is a Professor of Education at Northern Illinois University and the program evaluator for the Career Compensation Program in School District #300, Dundee, Illinois.

makers and include provisions for reporting to them evidence upon which judgments can be made. It should lead to determining congruence between the intended and the observed variables and to establishing logical contingencies between and among criteria domains (see Figure 2). The evaluation should also include a system for reporting relevant and timely data (feedback) for use in making decisions for guiding the form and function of the program (formative evaluation). The reporting system should also provide data summaries for use in making judgments about a completed phase of the program or in determining the worth of a completed program (summative evaluation).

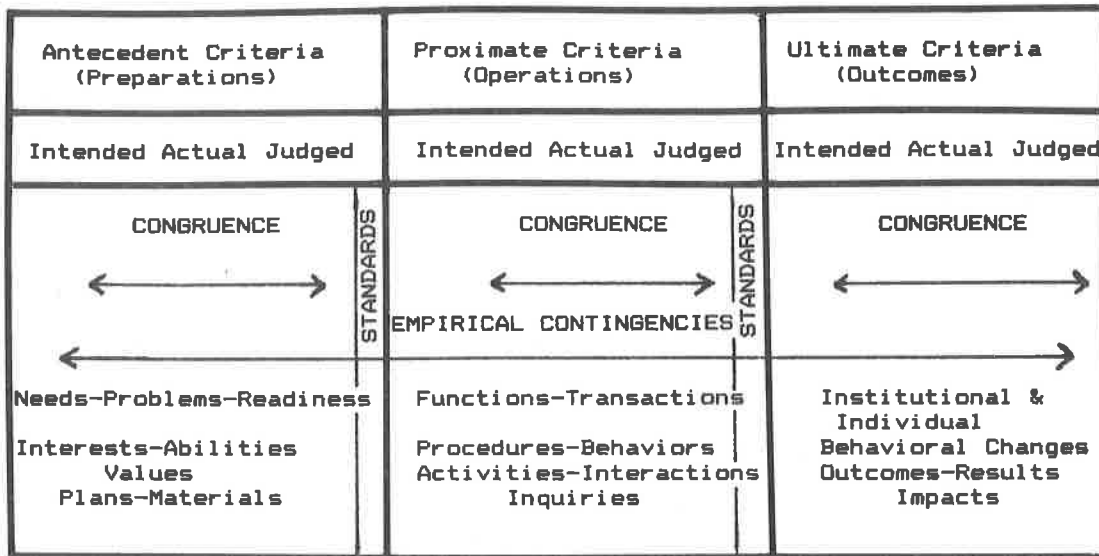
rationale for the evaluation of the program.

Component #3. A statement of the program's intended outcomes should be provided. These should be presented both in the form of purposes and goals and as specific objectives expressed as measurable behaviors and/or products. Each intention should be derived from needs to be served and related to specific objectives which then become the basis for specific activities. A list of criteria, a means of assigning weight to criteria, and agreed upon standards for judging outcomes should be specified and presented clearly.

Component #4. A description of the resources, roles and activities to be employed in

Figure 2.

Program Evaluation Model



Adapted from Robert Stake, University of Illinois, Champaign, IL 1966

The Components

The following is a presentation of thirteen interrelated components each of which the author contends are essential for an effective comprehensive evaluation of a career ladder program. These components should be incorporated in a program evaluation plan document.

Component #1. A complete description of the program, including the community and educational context within which it is to operate, should be developed as the program and its evaluation plan are being formulated. This description should serve throughout the program's operation as a reference point for program needs, directions, values, and priorities, while providing a framework in which interpretations and judgments can be made, and plans, strategies and needed modifications implemented.

Component #2. A statement of the rationale for the evaluation of the program should be cooperatively formulated by evaluators and program personnel. This statement should reflect a consideration of the values involved and the need for and application of evaluation results. The concern for valid data, documentation of activities, "feedback" for decision makers, and accountability to those professionals and publics who support and/or are associated with the program should be presented clearly in the statement of

the achievement of each of the program's intended outcomes (ultimate criteria) should be given. These descriptions should be identified as being preparations (antecedent criteria) and/or operations (proximate criteria) (See Figure 2).

Component #5. Basic questions for guiding the evaluation should be developed cooperatively and be available as the evaluation plan is formulated. These questions will probably cluster around the seven areas of concern listed below.

- a. To what extent have the expressed intentions of the program been achieved?
- b. What contingencies and congruencies exist between and among elements of the program? (See Figure 2).
- c. What important unintended outcomes have resulted from the operation of the program?
- d. What personnel, policies, activities, materials and resources have especially facilitated the achievement of the program's intentions?
- e. What has constrained the achievement of the program's intentions?
- f. What perceptions do the program's participants, users, operators, supporters and publics have of it?
- g. What modifications in the program's intentions, operations and rationale (if any) are warranted by the evaluation?

It is to these questions that the design and data of the evaluation should provide a response.

Component #6. A model for the evaluation of the program should be selected, adapted or developed. It is around such a model that the program's evaluation--indeed, its existence--can be conceptualized, planned and implemented. Such a model, adapted from the early work of Robert Stake appears as Figure 2.

Component #7. An evaluation design should be developed to serve the uniqueness of the program within the context where it operates. This design should include the program's specific variables and target populations with a description of the specific tools, techniques and procedures to be used in implementing the various phases and components of the evaluation. This design should also include schedules and provisions for controls, sampling and instruments. Data collection, analysis, interpretation, reporting and storage procedures should be described.

Component #8. The data needed to respond to the basic questions of the evaluation should be identified and described in terms of their nature, domains, degree of specificity desired, and their source(s).

Component #9. The instruments (data gathering devices) for obtaining the specified needed data from the identified sources should be selected, adapted or developed well before the collection schedule calls for their use. These instruments should satisfy all technical requirements and be valid, reliable, usable and interpretable. Where they will need to be locally developed, detailed procedures should be determined and scheduled.

Component #10. A detailed plan including identified evaluator tasks and schedules for collecting, analyzing, processing, interpreting, storing, and reporting data should be developed before the program begins. Additionally, the plan should identify and assign roles and responsibilities for completing the above tasks.

Component #11. Guides should be developed for systematically reporting, disseminating and applying the results of the evaluation. These guides may be used for documenting the activities and outcomes of the program. They may facilitate

A system for evaluating the evaluation should be developed and implemented as an assurance of the quality of the evaluation.

translating and transferring the results of the evaluation to specified decision makers and populations for application to the career ladder program or for use by persons in other settings.

Component #12. A system for evaluating the evaluation should be developed and implemented as an assurance of the quality of the evaluation. This system should include provisions for validation and verification of the program's evaluation and employ an experienced evaluator who is not part of the program or the setting where it operates. The evaluation of the evaluation should involve a review of the evaluation results and, if warranted, an adjustment. Additionally, it may lead to a modification of the evaluation process

itself.

Component #13. Those who plan and implement a career ladder program should work cooperatively with those who plan and implement its evaluation to develop strategies for effective application of evaluation as an integral and essential part of the program. The strategy should include the preparation of an evaluation design summary chart which simply and clearly identifies what, how, where, when, and by whom phases and components of the evaluation will be applied.

Summary

In this article a concept of program evaluation as an evidenced-based process of judging worth was described. That process was discussed briefly and its relevance and importance as an integral part of a career ladder program for teachers was advocated. The article then focused on planning and implementing a thirteen component comprehensive and systematic program evaluation. The need to cooperatively plan and implement the evaluation was stressed. In the article which follows, Russell French and George Malo discuss the development of teacher performance evaluation systems for career ladder programs.



ANNOUNCING

THE THRESHOLDS IN EDUCATION FOUNDATION'S
1987 FALL CONFERENCE

Theme: Mentoring for Today's Professionals

October 9, 10, 11, 1987

Friday - Saturday - Sunday

DeSoto Hotel

Galena, Illinois

For registration and program information
contact:

Joe Ellis (815-753-8445)

Department of Learning, Development, and
Special Education, Northern Illinois
University, DeKalb, Illinois, 60115

Developing Performance Evaluation Systems for Career Ladders

By Russell L. French and George Malo

Ruth Jones, a third grade teacher with fourteen years of experience is highly regarded by parents and her principal. She has decided to apply for Career Level III (top rung) in the new Career Ladder Program which has just been introduced in the Meadowland Public Schools. To achieve this goal and the additional yearly salary supplement of \$3,000 which goes with it, Ruth must achieve an Outstanding performance evaluation rating (a score of 90 or above on a 100 point scale).

Ruth is fearful of evaluation; there are many rumors and complaints afloat in the teachers' lounge about the subjectivity of these particular evaluations, the quality of the evaluators (who are administrators and peer teachers) and the inappropriateness of the evaluation procedures. However, she has weighed all this and decided to take the risk. If she is not successful, she can always appeal the decision, and her local education association has expressed willingness to provide legal support for all appellants.

This scenario has now become familiar across the country wherever career ladder programs are being implemented. The results of the ensuing evaluations vary from awards greeted with great fanfare and candidate joy to rejections greeted with anger, tears, months of appeals and threatened litigation. Reactions of the latter type can be avoided or at least lessened if those creating performance evaluation systems follow appropriate development procedures.

Evaluation for career ladder placement and monetary reward is primarily summative not formative evaluation. That is to say, that the product of the evaluation process is a yes-no or go-no decision--a decision which influences an educator's future status and salary. While the data produced from these evaluations can be used formatively to improve teaching, the summative nature of the outcome suggests that the evalua-

tions must be fair and unbiased and that someone at sometime will challenge the decision. Therefore, rigorous standards must be imposed upon the development process. Actually, there are fifteen steps to be taken. None can be skipped, and no shortcuts can be taken if the decisions produced are to be perceived as fair and objective and if they are to withstand the challenges which are bound to come.

A study of the literature on personnel evaluation, both in law and education, suggests that only two types of criteria will "stand up" if challenged in due process or legal settings: those based on research findings and those derived from consensus agreement of persons to be evaluated.

1. Step 1: Develop/Select Evaluation Criteria

What aspects of a teacher's or administrator's or counselor's performance are to be evaluated? These criteria must be determined before selecting evaluation instruments or even beginning to think about the selection and training of evaluators.

A study of the literature on personnel evaluation, both in law and education, suggests that only two types of criteria will "stand up" if challenged in due process or legal settings: those based on research findings and those derived from consensus agreement of persons to be evaluated. An examination of many teacher evaluation instruments currently in use shows that they contain items which meet neither of these requirements.

Most career ladder teacher evaluation instruments developed over the past four or five years focus on many of the same teaching behaviors or teacher competencies. This is not surprising since most developers have used the research on effective teaching as the basis for data collection. However, educators who have analyzed these research studies will agree that the research is neither complete nor conclusive. Therefore, many evaluation instruments also target areas of performance or behavior which are not yet clearly supported by research. These can be included if they are subjected to the process described in Step 2 below.

The selection of the evaluation criteria for those occupying positions other than classroom teacher or building principal is complicated by the fact that there has been little research into effective (outcome related) performance/behavior. Development and verification of criteria by experts and inservice educators in the particular field (e.g., counseling, library science, school psychology) constitute the only valid approach to

Russell L. French is Professor of Curriculum and Instruction, University of Tennessee, Knoxville. Since 1983, he has been "on loan" to the Tennessee Department of Education serving as executive director of the Tennessee Certification Commission, the body charged with developing and implementing the Tennessee Career Ladder Program.

George Malo is Associate Assistant Commissioner, Career Ladder Division, Tennessee Department of Education. The authors have had primary responsibility for the development of the evaluation systems used in the Career Ladder Program and have assisted several other states and school districts in developing Career Ladder evaluation programs.

criteria identification yet available in these areas.

Step 2: Verify Criteria

Once evaluation criteria have been developed by job specialists or selected from available research findings, it is important to submit them

Consensus agreement of potential evaluatees regarding the appropriateness and importance of criteria is a powerful tool in discrediting rumors about the inappropriateness of the evaluation process, in developing ownership of the process by those who will participate and in responding to future due process or legal challenges.

for review to those who will be evaluated. Consensus agreement of potential evaluatees regarding the appropriateness and importance of criteria is a powerful tool in discrediting rumors about the inappropriateness of the evaluation process, in developing ownership of the process by those who will participate, and in responding to future due process or legal challenges.

The verification process is relatively easy in a school district but a monumental task in a statewide program. Generally it can be accomplished through a structured questionnaire. Efforts of the past few years in Tennessee, Alabama, and Kentucky (statewide programs), and Dundee, Illinois (local district plan), indicate that the numbers who respond to a questionnaire will be quite adequate if care is taken to 1) communicate to participants what's coming before they get it, and 2) provide every potential respondent opportunity to respond by insuring that the questionnaire is hand delivered to him/her.

For those who feel that agreement about evaluation criteria will be difficult if not impossible to attain, it is important to note that the reverse is true. Teachers readily agree that teachers should be evaluated on their planning for instruction, their delivery of instruction (use of teaching strategies), management of the classroom and their evaluation of student progress, and even their basic communication skills (reading, writing and oral communication). When specific behaviors in these areas are synthesized from available research and input of teachers in the field, it is not unusual to achieve agreement among 90% or more of those reviewing potential evaluation items.

If consensus verification is undertaken, it is important to establish a standard for including or excluding items once responses are available. Generally, if an item is not rated high in both appropriateness and importance by a vast majority (75-80%) of the respondents, it should be excluded. If responses clearly indicate that the problem may be corrected through modification, and modification is made, a second round of consensus gathering will be in order.

The consensus verification process is in itself an important source of evaluation criteria, if there is little or no research to support criteria developed by job specialists. This process can (and will) expand and sharpen the role descriptions which have been used by the

individuals or task forces who undertook initial development.

Step 3: Identify Appropriate Data Sources

Once evaluation criteria have been identified, the next question facing developers is, "Who can supply valid, reliable information about each behavior/item to be evaluated?" Data sources must be determined before evaluation instruments are selected or constructed.

Since it is clear to most educators that the truth about performance does not exist in any one human being's perception of that performance, multiple data sources usually will be required in data collection.

There are several possible sources of data for every person being evaluated. These sources include the candidate himself/herself, the various levels of clients served, peers, superordinates and persons who are dependent upon the professional skills of the candidate (e.g., parents). Decisions about the inclusion or exclusion of data sources should be based on

- a) the nature of the measurement item for which data are being collected
- b) the relationship of the proposed data source to the evaluatee in the area being assessed
- c) the degree of bias perceived or proven to exist in the data source
- d) the efficiency in collecting data from the source
- e) the efficacy of the data source
- f) the political impact of gathering or not gathering information from the source under consideration.

Step 4: Select/Develop Evaluation Instruments

Once reliable data sources have been identified, those constructing the performance evaluation system must decide how to effectively and efficiently collect data from the various sources. Generally, there is more than one way in which to collect data from a particular source, whether candidate, superordinate, subordinate, peer or other.

In choosing evaluation instruments, several questions must be addressed:

1. Will this instrument produce the data sought? (For example, classroom observation instruments can provide excellent data about use of teaching strategies, but little information about how a teacher plans for instruction.)
2. Does this instrument measure what needs to be measured? Will it produce data consistent with the behaviors/competencies identified for assessment in an efficient manner? (All behaviors identified must be addressed, but it is costly to produce additional data which will never be used.)
3. Does this instrument complement (provide checks and balances for) or supplement (provide information additional to) other instruments to be used?
4. Can evaluators/data collectors be trained to administer this instrument consistently? (Will the data be gathered reliably?)

5. Will this instrument produce data which are valid in all settings used? (Does the instrument deal with behaviors/areas of performance which one would expect to see in both elementary and secondary settings? Does it apply to special education and vocational education as well as general education?)

Obviously, no single type of instrument provides adequate response to all five questions, particularly if data are to be collected from more than one source. Multiple data sources require multiple data gathering instruments. That is why many evaluation models combine data from observation records, structured interviews, questionnaires, sample documents and tests in the career ladder/merit pay decision. Often the instruments to be used must be developed (rather than selected from existing instruments) or at least modified to fit the evaluation criteria and to complement each other.

Step 5: Pilot-test Instruments and Revise

Each instrument to be used must be pilot tested to be sure that it does what it is supposed to do. The piloting and revision process usually needs to be repeated more than once. Adequate time in the development process must be allocated for these activities.

The piloting process treats each instrument as an individual entity and should not be confused with the field test or standard setting activities which will be necessary. Pilot testing of instruments will not indicate whether or not the evaluation system as a whole works as it should, nor will it provide data which can be used in standard setting.

Step 6: Develop Scoring Procedures

How will the data generated by the various instruments be scored? How will data from various sources be combined? How will the data contribute to the decision about career ladder placement

A standardized scoring or rating process is essential because a mechanism is needed to translate measurement data for all candidates into evaluative decisions.

and/or merit pay? Answers to these questions should be found early in the development process since they may require modification in instruments, instrument formats, or data collection procedures.

A standardized scoring or rating process is essential because a mechanism is needed to translate measurement data for all candidates into evaluative decisions. Further, a standardized process known to all candidates before they enter into evaluation will help to 1) alleviate fear of bias and subjectivity and 2) prevent legal entanglements later.

Step 7: Develop Evaluator Training Materials and Procedures

Evaluators/data collectors must consistently

see and hear the same things when observing. They must administer the same instrument in the same way each time they administer it. No evaluator should ever be allowed to collect data without adequate, appropriate training. To do so puts both the individual evaluator and the evaluating agency in jeopardy, and it contributes to candidate concern that the evaluation process is not fair and objective.

An adequate evaluator training program requires the development of four types of materials: 1) definitions of instrument items and categories with examples, 2) practice materials (e.g., classroom videotapes, sample lesson plans, sample interviews, etc.), 3) rules and procedures for conducting the evaluation process and 4) supplementary materials for enhancement of evaluator skills or understanding. Standardization of data collection begins with the development of evaluator manuals containing these materials. However, the manuals will not substitute for an adequate training process.

A common problem in personnel evaluation is the lack of sufficient evaluator training, probably because it is both costly and time consuming.

Step 8: Select and Train Field Test Evaluators

Field testing of the evaluation system will focus on appropriateness of evaluation procedures as well as adequacy of instruments. For this reason, those selected to be field test evaluators/data collectors should be representative of those who will be required to carry out the "real" evaluation process. Their training should be as thorough as that which is anticipated for evaluators who will conduct the "real" process because 1) the data collected by field test evaluators will be used to set standards for the first group of candidates, and 2) the training of the field test evaluators will provide a test of the training process.

A common problem in personnel evaluation is the lack of sufficient evaluator training, probably because it is both costly and time consuming. Evaluation system developers should keep in mind that 25-30 hours of intensive training is required to achieve reliability in classroom observation, and a similar amount is necessary for consistent gathering and rating of interview data. Administration of other evaluation instruments may require less training time, but training cannot be ignored.

Step 9: Field Test Evaluation System

One purpose of the field test is to collect data which can be used as a basis for setting standards and cutoff scores. Therefore, the evaluation process must be conducted in its entirety with a sample of candidates large enough to be representative of the population to be evaluated and large enough to provide sufficient data for standard setting.

Some developers prefer to use the data gathered during this phase of development to create norms for various subgroups of candidates

(e.g., elementary teachers, secondary teachers, history teachers, art teachers, etc.). However, it is difficult for a school district to generate behavior samples large enough to create valid norms for small populations. Generally, several years of data collection are necessary to norm development.

The second purpose of the field test is to test the entire evaluation system. The questions to be answered are: "Do all instruments and procedures work as they should? Do they work together as they should to produce data pertinent to the placement decision?" This second purpose, as well as the first, requires that the process be conducted as nearly like the "real" evaluation process as possible.

Step 10: Analyze Field Test Results and Set Standards

Once field test data have been collected, they must be statistically analyzed so that decisions can be made about retaining, deleting or modifying instruments, items, and procedures. Further, the statistical data will be used to determine cutoff scores for the first group(s) of "real" candidates.

A standard setting panel will need to be assembled to review the field test data and make the necessary decisions. Challenges to the established scores and the instruments and procedures used to create them will be lessened if this panel has in its membership representatives of the group(s) who will be subject to the decisions made. Generally, the standard setting panel should consist of fifteen to twenty members. They should be at least somewhat familiar with the evaluation system, its goals, and its development. Both field test evaluators and field test candidates make good panelists.

Step 11: Modify Instruments and Procedures

Fine tuning of the evaluation system follows the decisions of the standard setting panel. If more than minor adjustments in instruments and procedures are necessary, a second round of field testing will be required because data generated by the modified instruments and procedures cannot be defended as being like those generated by the original instruments and procedures.

Candidates for career ladder placement or merit pay or any other summative evaluation decision are entitled to know exactly what is required of them before they enter into the evaluation process.

Step 12: Develop Orientation Materials

Candidates for career ladder placement or merit pay or any other summative evaluation decision are entitled to know exactly what is required of them before they enter into the evaluation process. Information provided to candidates must be standardized so that discrimination among candidates cannot be charged. These requirements indicate the need for candidate orientation manuals which describe evaluation

criteria, instruments and procedures, information indicating what the candidates are to do and delineation of scoring/rating procedures.

Step 13: Conduct Orientation Sessions

The provision of orientation manuals will not fulfill the entire orientation responsibility of the evaluating agency. Since it is easy to miss or misinterpret information in detailed manuals, candidates should have the opportunity to have the evaluation process explained and the opportunity to ask questions about it. Probably not all candidates will take advantage of the opportunity when given. However, provision of the opportunity is essential. Orientation sessions should be conducted several weeks before evaluations actually begin, so that candidates will be able to act upon the information provided in their preparations.

Step 14: Retrain Field Test Evaluators or Train New Evaluators

If new or additional evaluators/data collectors are to be used, they must be trained. Even if field test evaluators are to become the "real" evaluators, time will need to be allocated to retraining. The retraining period is necessary to accommodate adjustments made in instruments and procedures as a result of the field test and to strengthen concepts and skills which need improvement. Reliability checks should provide information about these weaker areas.

It is important to note that monitoring of evaluator reliability and appropriate retraining on a continuing basis will be necessary since "evaluator drift" from original definitions, understandings, and procedures can occur over time.

Step 15: Conduct Evaluations

Development of the evaluation system is now complete, and evaluations can begin. Further refinements will probably be needed after the first year or two of data gathering and career ladder placements. However, no changes should be made while evaluations are actually in progress. All evaluations conducted during a given cycle must be consistent with the information provided candidates via orientation manuals and sessions, and they must be consistent with each other. If they are not, candidates can rightfully question the fairness of the process.

Obviously, the development of a system and process for evaluating teachers or other educational personnel for career ladder positions or merit pay supplements is a rigorous, time-consuming process. At present too few school districts and state agencies are approaching the task with the respect, rigor and resources required.



Performance Pay for Teachers: Some Financial Considerations

By Terry Stirling

Performance pay for teachers is being suggested in educational circles as a solution to the projected teacher shortage. Performance pay is defined here to include remuneration paid to teachers for either quality or quantity of teacher performance. It is pay in addition to a traditional uniform salary schedule calculated on a base amount of money and adjusted for years of experience and college credit earned. Performance pay, as defined here, would include many types of financial reward plans including career ladders,

The financial implications of performance pay plans are unfamiliar and unstudied.

differential staffing patterns, master and mentor teaching programs, funds for excellence, incentive pay, merit pay, and pay for special duties or training. Although performance pay, or merit pay as it used to be commonly known, is not a new idea, it has never been widely practiced in the US. Earlier experiences failed mainly because of inadequate funding. The financial implications of performance pay plans are unfamiliar and unstudied. School administrators who act as financial managers of these plans will be operating in uncharted waters. They will be expected to understand their effects and to guide the expenditure of funds so that they are consistent with sound educational policy.

Performance pay has one basic purpose which is to attract and retain good teachers. The main strategies to accomplish these ends are increased pay, increased responsibility, and increased access to teaching. Performance pay is a vehicle for these strategies. In practice, performance pay programs tend to affect teacher evaluation, teaching methods, staff development, and teacher education. These affected areas extend beyond the size and quality of the available teacher pool. Sometimes the original purpose of the program becomes obscured and goals which would be better

Terry Stirling is a university observer in the District # 300, Dundee, Illinois, Career Compensation Plan. She is an administrative intern at the DuPage-Kane Educational Service Center and a student in the Department of Educational Leadership and Policy Studies, Loyola University.

served by measures other than performance pay programs become added to the original goal of attracting and retaining good teachers. At other times, this expanding focus is simply a means of assuring that performance pay plans are consistent with educational goals in a total educational program. These distinctions are important. Performance pay can be very expensive; its costs are worth the careful scrutiny of school business officials who are entrusted with engineering and safeguarding public funds.

The Problem

A teacher shortage is projected as early as next year, 1987. *US News and World Report* (26 May, 1986) states that only 142,000 new teaching graduates will be available to fill 171,000 teaching vacancies in 1987. Over the next six years, it is predicted that colleges will prepare only 978,000 teachers for 1.3 million posts. The National Center for Education Statistics (NCES) estimates that between 1989 and 1993, one million new teachers will be needed (Hawley, 1986). An older teaching staff is expected to begin retiring. Some predictions are that 25% of teachers will retire by 1992 and that fully 50% of current teachers will retire in the next decade (Griffin, 6 July, 1986; Matulis, 1986). Of

Fewer young people are choosing teaching as a career.

course, the predicted shortage will vary greatly from state to state and from school district to school district. Market conditions can affect it. The shortage will be greater in certain subject areas such as in math and foreign language. The increased national concern with excellence in education serves to exacerbate the problem. More stringent high school graduation requirements, special programs for gifted students, and appeals for smaller class size will increase the need for teachers. The public isn't as likely to accept teachers they perceive as unqualified as they have been in the past when shortages existed.

Fewer young people are choosing teaching as a career. According to a report by the American Council on Education, the proportion of entering college freshmen who plan to pursue careers in teaching declined by 74% between 1968 and 1985. This figure is even more significant than it might appear because most new teachers today major in education while teachers in the past were more likely to major in a variety of fields (Rothman, 1986). Education majors are not among the most accomplished college students. In 1985, education majors had an average combined SAT score of 852 which was 70 points below the national average

(Feistritz, 1985). Students in the 1980's are characterized as materialistic, and success-oriented compared to earlier groups of students. Will their upwardly mobile aspirations motivate them toward a career in teaching?

The opportunities available to women and the position of women in society is of critical importance to a realistic analysis of the teacher shortage. Sixty-seven percent of all teachers are women. Eighty-seven percent of elementary teachers are women (Apple, 1985). Virtually half of all high school teachers are women (Feistritz, 1985). Secondary teaching is probably the only occupation in which males and females are equally and proportionately represented. Clearly, career opportunities for women have greatly expanded in the past twenty years. However, female students in the 1980's are characterized as more traditional compared to female students in the late 1960's and the 1970's. There is a baby boom of sorts. Women have found it very difficult to be "superwomen." Although career opportunities have expanded, society still relegates the major responsibility for home and family to women. These responsibilities are unpaid, but very time and energy consuming. Teaching, because the hours and vacations involved are the same as for children, is more easily combined with child rearing than most occupations. In 1984, there were approximately 500,000 female college graduates. Although almost 20% of these graduates majored in business and management, the second most common major was education. Of last year's college freshman, 12% reported that they intended to become business executives, 6% planned to be elementary school teachers and 2.8% aspired to be secondary school teachers (Zars & Palmer, 1986). As for the opinions and attitudes of these coeds, a great deal of ambivalence reflects the general position of women in society. The majority of female freshman college students polled last year wanted to be authorities in their field, and well-off financially, but considered raising a family and helping others to be their most important objectives (Zars & Palmer, 1986). There are an undetermined number of qualified teachers not currently employed in the occupation which could be a mitigating factor.

Clearly, we can expect a serious teacher shortage. What will it take to attract and hold good teachers? What can the public afford?

The most effective incentive to attract and retain teachers is increased salary.

The Solution

The educational community, state legislatures, the business community, the federal Department of Education, and the public are creating policy to solve the problem of the teacher shortage. So far, the solution seems to lie in a combination of three areas: increased pay for teachers, the professionalization of teaching which includes improved working conditions, and greater incentives to enter the teaching field. Performance pay is a concept that seems adaptable enough to be able to provide a

vehicle for change in each of the above areas. This is not to imply that many of the necessary reforms and incentives couldn't be implemented without using a form of a performance pay as a tool.

Increased Pay

The most effective incentive to attract and retain teachers is increased salary. The public and many school administrators and school board members aren't ready to simply increase salaries without exacting a price. The common sentiment is, "Fine, we'll pay more if we have to but not for the same product. We'll pay only for good teaching." Communities are willing to pay more for teachers if they perceive that teachers are being held accountable (Murnane & Cohen, 1986). Many comparisons are made to business where, it is assumed, employees are paid and promoted according to performance. If teachers are to be paid more, why not use increased remuneration to dictate behavior? Because of these attitudes, performance pay becomes a justification for higher teacher salaries. Salary then becomes closely tied to teacher evaluation which is suddenly expected to be an objective process. And the art and science of teaching may begin to take on a robotlike aspect.

Although performance pay is seen as a means of avoiding across the board increases in teachers' salaries, an examination of past experience shows that a successful performance pay plan must rest on an already adequate salary base. Researchers throughout this whole century also conclude that performance pay should not be based on a quota system, but rather that it should be designed so that it would be possible for all teachers to succeed. And additional increments to an adequate base salary should be large enough to matter to teachers (Robinson in Gross & Gross, 1985; Merit Pay, 1984; Van Loozen, 1983). Each of these findings represents escalating costs.

Increased attention to evaluation usually requires additional funds for administrators' time and sometimes for the time of other evaluators such as peer evaluators and outside evaluators. When evaluation is linked to salary increases, money is usually also needed for development because most existing evaluation systems are inadequate. Also, when salary decisions are

Often when a conflict arises between the needs of teachers and the letter of the budget, the budget wins out and teachers are embittered (Brennan, 1985).

involved, additional money may be necessary for the defense of lawsuits when they arise. The statewide career ladder plan in Tennessee is a case in point. Teacher evaluation, of course, can be improved in the absence of a performance pay plan; it might be less expensive to revise teacher evaluation in a less emotional and exacting atmosphere.

When there is a focus on the quality of teaching, it is a logical next step to remedy problems through the staff development program.

Typically when staff development programs respond to performance pay plans, they represent a redirection of funds rather than an increase in funds. And teachers often perceive them as relevant.

The above considerations represent a radical departure from traditional budgeting procedures. School business managers have a difficult time planning with so many uncertain variables. They are accustomed to accurately predicting a fixed amount for teachers' salaries and benefits. It's easy to plan for, say, a 7% increase or a one thousand dollar raise for all teachers. What happens when awards exceed projections? Often when a conflict arises between the needs of teachers and the letter of the budget, the budget wins out and teachers are embittered (Brennan, 1985).

The much publicized Carnegie Report (1986), as well as various lesser known studies, are calling for a relatively large increase in teachers' salaries. It is estimated that about a 40% increase in teachers' salaries would be necessary to make teaching financially competitive with careers that attract able college graduates (Peterson & Manski in Hawly, 1986). In response to the Carnegie study, the president of the Chicago Teachers Union stated that top-paid Chicago public school teachers should receive \$60,000 to \$80,000 a year (Chicago Tribune, 26 Aug., 1986). A recent nationwide Harris poll which was sponsored by the Carnegie Forum on Education and the Economy and released at the National Governor's Conference in Hilton Head, South Carolina last August reported that 80% of Americans and Business leaders supported a salary range for teachers of from \$20,000 to \$60,000 for a full year of work. Ninety percent of those polled believed that teaching should be made competitive with other professions (Griffin, 26 Aug., 1986). A separate Harris poll, sponsored by the Metropolitan Life Insurance Company, found that 35% of former teachers who had changed careers made at least \$30,000 a year as opposed to 12% of teachers who earn that amount. Former teachers increased their earnings by 19%, on average (Chicago Tribune, 27 Aug., 1986).

Teachers' salaries have increased 23% nationwide.

Although some estimate that 23% of present college graduates would have to go into teaching in order to fill the projected job openings and that only 6% of these students plan to teach, there is a pool of trained teachers who might opt to return to the classroom. This group of trained potential teachers seem to be responding to salary increases. Fifty-one percent of the total new teachers hired in the nation were returning teachers. Teachers' salaries have increased 23% nationwide. The states where significant numbers of returning teachers have been hired, are also the states that have significantly increased average teachers' salaries. South Carolina increased salaries by 30.4% and hired 62.4% returning teachers. New Jersey increased salaries by 30% and 64.3% of its new teachers hired were returning teachers. Connecticut, Ohio, Illinois,

and Delaware show similar statistics. Teacher salaries in Illinois increased 20.2%, and 62.6% of the 8,512 new teachers hired for the past school year were returning teachers (Griffin, 6 July, 1986; Cummings, 1986). This important group has been largely overlooked in discussions of the impending teaching shortage.

Many educators and reformers believe that the conditions under which teachers work must also be altered, that professionalizing teaching would make it a more appealing career choice.

There are few informed people who would suggest that teachers' salaries will increase by 40% in the foreseeable future. Of course, such an increase may not be necessary in order to attract teachers. Many educators and reformers believe that the conditions under which teachers work must also be altered, that professionalizing teaching would make it a more appealing career choice.

Increased Responsibility

It is agreed among most educational reformers that the occupation of teaching must be transformed if it is to attract and hold competent people. Teachers must be given more responsibility for management and evaluation. They should have more opportunities for growth, more status and recognition, and less isolation. The only way to professionalize teaching is to give teachers more time away from students. All the specific ways to improve conditions such as supervising, or acting as a mentor to other teachers, observing or evaluating other teachers, conferring with other teachers, participating on committees that determine policy, devising a national certification board, attending conferences and workshops, attending school, taking constructive leaves of absence, and other suggested ways, all involve time being spent away from students. This time away from students is expensive because, except for certain situations in which modular schedules and student unscheduled time is appropriate, it means that some other person besides the original teacher must be paid to be with the students.

In addition to the expense, this type of reform is problematic because it isn't likely to go smoothly if imposed from above. Liberating actions are best undertaken by those who would be liberated. It is just possible that the current teacher population is not the best group to improve teaching conditions. Many of them were not educated to take charge. About half of all education majors were in high school vocational or general tracks, rather than in the academic or college-bound track (US News and World Report, 26, May, 1986). Many came from families where neither parent had much autonomy, authority, or freedom in their jobs. They are lacking in role models.

Many teachers have become demoralized or institutionalized through their experience in schools. In some states teachers are given exams to see if they can read or write. Other professionals such as doctors, lawyers, realtors,

and beauticians are given tests on specific content related to their professions. They aren't given generic literacy tests. This testing is humiliating and further lowers the status of teachers (Benveniste, 1986). Even Edith N. MacMullen, the director of the teacher-preparation program at Yale University "...questioned whether there is a 'significant' body of professional knowledge about teaching to undergird the graduate-level curriculum for beginning teachers" (Olson, 1986).

Teachers of adults eschew the term "teacher." They prefer to be called instructors, trainers, or even presenters rather than risk being asked what grade they teach. Two teachers who were given release time to participate in a career ladder pilot plan were embarrassed to be seen by an administrator when they stopped at a fast food restaurant for carry outs, not even for a sit down meal. What other professions prohibit members from having lunch in the community?

If the above analysis of the general mentality of teachers isn't accurate, then teachers will be actively reforming, especially given the tone of the times and the well known and popular research available. They may run into snags because such reform is expensive, but they will be making changes, nonetheless. Otherwise, it may be wise to raise salaries and hope that a different breed of teacher will take command of the reform of working conditions.

Because performance pay is generally allocated on the basis of evaluation, there is an insidious tendency for evaluation to routinize teaching.

Performance pay appears to be tailor-made for improving working conditions. Many performance pay models involve career ladders, mentor teacher plans, increased training, management of schools, and so forth. Over years, teachers can gain more responsibility based on their experience. The monotonous qualities of teaching can be overcome and teachers will be able to work with other adults as they vary their tasks. There are some influential drawbacks, however, in addition to the already mentioned costs, and teacher attitudes. Because performance pay is generally allocated on the basis of evaluation, there is an insidious tendency for evaluation to routinize teaching.

Successful teaching is a fluid and intuitive process when practiced by able people. It requires spontaneous decisions. There are different learning styles for different students as well as for different material and skills. Excellent teaching is far more than following a specific set of routines. Poor teaching may be improved by insisting on routines, but good teaching will probably degenerate if the practitioner is forced to follow a particular set of specific simple teacher behaviors. Mechanized teaching would probably not attract competent new teachers. Good teacher evaluation is, in part, subjective. This has not been adequately addressed in the Tennessee statewide career ladder plan, for example, where teachers are scored according to a series of mechanized behaviors, and where lawsuits abound. An attempt to deal with

the subjectivity of teacher evaluation is being practiced in the Charlotte-Mecklenberg career ladder program. The Charlotte-Mecklenberg program, may err, though, by employing excessive evaluations. Research done in Japan indicates that constant evaluations reduce creativity and behavior involving a professional discretion (Benveniste, 1986). Some performance pay plans grant extra pay for specific behaviors. Pay might be given for working in an impoverished area, for teaching a grade or subject where a shortage exists. Some plans pay for attendance. Some pay for student achievement test scores. Strictly speaking, these plans do not improve conditions but they do often account for and compensate for difficult conditions.

Increased access to employment as a teacher is another strategy for dealing with the teaching shortage which merges well with performance pay.

Increased Access

Increased access to employment as a teacher is another strategy for dealing with the teaching shortage which merges well with performance pay. Loan forgiveness programs granted to students who agree to prepare to teach or to prepare to teach in scarce subject or geographical areas is a form of incentive pay. Teacher education programs which emphasize on-the-job training fit very well into career ladder and mentor or master teacher schemes.

Increased access as it is currently practiced is largely regarded as abusive. When teachers are needed, various ploys are used. Teachers are granted emergency certificates, or they are misassigned outside of their certified field. Certification might be very broad and, therefore, teachers can be certified but not qualified. According to the National Center for Education Statistics (NCES), in 1983, 3.4% of all teachers, or 88,260 teachers were not certified (Roth, 1986). The National Association of state Directors of Teacher Education and Certification found that, for example, in Texas in 1981-82 20% of the total credentials issued were classified as "emergency," "substandards," or "limited." Only six states in the US require that recipients of emergency certificates hold a bachelors degree and none of the seven states that issue the most emergency certificates do. The NCES estimates that about 12.4% or 26,300 newly hired teachers are assigned outside of their area of expertise (Roth, 1986).

More respectability is associated with alternate routes to teacher certification, or training plans other than the traditional series of classes and student teaching in institutions that offer teacher training. Both of the two most influential recent reports on the reform of teaching, the Carnegie Report and the Holmes Group report, advise increased access to certification. They would do away with the undergraduate teaching major altogether. This idea would circumvent the fact that students are avoiding the study of education. Any college graduate could try teaching by becoming an apprentice or novice

teacher. These new teachers could be paid relatively little while the experienced or master teachers that assist them could be paid relatively well. If novice teachers found themselves suited for the profession, they could earn a masters degree in teaching. Indeed, they would be expected to do so in order to retain their positions and climb up the career ladder. Probably, schools of education that will offer these new five or six year collaborative programs will continue to offer their traditional four year programs simultaneously.

Conclusion

Performance pay appears to be a convenient vehicle for attracting and retaining good teachers. It satisfies the public's need to guarantee value for additional money spent. It provides a rationale for increasing teachers' salaries. It provides a structure for increasing teachers' responsibilities and enhancing their work. It provides a context for on-site teacher education which would increase the accessibility of employment in teaching.

Performance pay plans tend to expand into other areas of the educational program. Evaluation, staff development, and teacher education are the most likely to be affected. Other areas such as curriculum, and student assessment may become involved as well. While performance pay may act as a catalyst to improve these related areas, the purpose of performance pay should be kept clearly in mind. Performance

Development costs can also be very expensive, further diverting funds from teachers.

pay is in its infancy because it has never been adequately funded except in very limited and affluent areas of the country. Performance pay cannot be expected to improve the curriculum, or improve student test scores until it is more mature. Trying to develop and prove connections that don't exist would be an inefficient use of funds. Scarce funds might be diverted from their original target which is teachers. When funds, though, are simply redirected rather than augmented, the effects of performance pay can be beneficial.

Development costs can also be very expensive, further diverting funds from teachers. Whether teachers will benefit over the long term is unknown. Tennessee spent \$62,000,000 on its statewide plan in its first year of operation, 1984-85. In 1986-87 Tennessee expects to spend \$112,000,000 of state funds on its career ladder plan (French, 1986). This involves a tremendous commitment, especially if it is sustained. The state of Illinois is spending about \$1,500,000 on four pilot programs in less than two years. Participants such as district 300 in Illinois, will plan to ask corporations such as Ford or Exxon for money to continue their programs if funding runs out (Harkins, 1986).

If the public can be persuaded to increase teachers' salaries, if teachers can become involved in implementing changes in the nature of

their work, if teacher education programs are innovative enough to appeal to potential teachers, and if trained teachers can be encouraged to reenter the field, the teaching shortage may not reach crisis proportions. In the process, educators will learn a great deal about performance pay.

References

- Apple, M.W. Educational reports and economic realities. In Altbach, P.G., Kelley, G.P., and Weis, L. (eds.) Excellence in education: Perspectives on policy and practice. Buffalo, NY: Prometheus Books.
- Benveniste, G. School accountability and the professionalization of teaching. Education and Urban Society, 1986, 18, 271-289.
- Brennan, E.J. Compensation: The myth and the reality of pay for performance. Personnel Journal, March, 1985, 73.
- The Carnegie Task Force on Teaching as a Profession. A nation prepared: Teachers for the 21st century. Hyattsville, MD: The Carnegie Task Force on Teaching as a Profession, 1986.
- Cummings, C. US teacher pay up 23% in 3 years. Chicago Sun Times, July 1986, am ed.: 3.
- Chicago Tribune. \$80,000 for teacher not out of line. May 26, 1986, am ed., sec 2:5.
- Chicago Tribune. Ex-teachers not sorry. Aug. 27, 1986, am ed., sec. 5:2.
- Feistritzer, C.E. The condition of teaching: A state by state analysis, 1985. Princeton, NJ: The Carnegie Foundation for the Advancement of Teaching, 1985.
- French, R. Teacher incentive programs: Financial & nonfinancial rewards. Lecture. National Curriculum Study Institute. ASCD. Chicago, November 3, 1986.
- Griffin, J.L. Higher pay lures teachers back. Chicago Tribune, July 6, 1986, am ed., sec. 1:3.
- Griffin, J.L. Poll backs reforms in teaching. Chicago Tribune, Aug. 26, 1986, am ed., sec. 1:5.
- Gross, B. and Gross, R. (eds.). The great school debate: Which way for American education. New York: Simon and Schuster, 1985.
- Harkins, M. Telephone interview. Nov. 18, 1986.
- Hawley, W.D. Towards a comprehensive strategy for addressing the teacher shortage. Phi Delta Kappan, 1986, 67, 712-718.
- Matulis, M. Teacher shortage: Instructors prefer bacon over apples. Illinois School Board Journal, Sept.-Oct., 1986, 19-21.
- Merit pay. NSBA Leadership Report 1984, Vol. 5. Alexandria, VA: National School Boards Association, 1984.

- Murnane, R.J. and Cohen, D.K. Merit pay and the evaluation problem: Why most merit pay plans fail and a few survive. Harvard Educational Review, 1986, 56, 1, 1-17.
- Olson, L. Many institutions decline over issue of undergraduate education. Education Week, Nov. 12, 1986, 10.
- Roth, R. Emergency certificates, misassignment of teachers, and other 'dirty little secrets.' Phi Delta Kappan, 1986, 67, 10, 725-727.
- Rothman, R. Raise status of teaching, colleges told. Education Week, Nov. 5, 1986, 7.

- US News and World Report. Teaching in trouble. May 26, 1986, 52-58.
- Van Loosen, L. Some points to consider when you discuss merit pay. Arlington, VA: American Association of School Administrators, 1983.
- Zars, B. and Palmer, M. The statistical student. Ms., Oct. 1986, 30.



Leadership and Career Ladders

By Mel Heller

Leadership is essential in every facet of a school district operation, whether traditional or innovative. The point is so obvious that it is often forgotten or handled with indifference until the leader is on the verge of being fired.

The need for effective leadership in schools, whether traditional or innovative, is primary to the success of a school. The research on effective schools highlights the need for the principal to be visible--an easily mastered role--and this need is especially important when "something new" is attempted.

The new found focus on career ladders is a case in point.

Throughout this issue of Thresholds there are articles introducing, explaining, and analyzing career ladders and teacher incentive programs.

Various roles, steps, paths, and components exist in career ladder programs. The reader will probably select his own variations. But the concept of career ladders providing opportunities for professional advancement is essential in schools. The leader who is aware of this concept can truly lead and improve his/her school.

As administrators explore their roles in career ladder teacher incentive programs, several considerations should be kept in mind:

1. Realize and recognize that peer relationships also cause and involve peer jealousies.
2. Provide "recognition" awards, monetary if possible, and increased status for teachers. The rewards should be made for involvement as an achievement.
3. Employ consultants whose views either coincide with the objectives of the program or are acceptable replacements for the original goals.

Harmony Is the Key!

4. Use the goals of the program/project as guiding principles.
5. Recognize the inevitability of "in-house" politics and administrative jealousies.
6. Do not waffle under pressure.
7. Involve teachers in the decision making process but keep a perspective on who is responsible for what.
8. Develop realistic timelines. Be flexible in readjusting them if the need arises.

...effective leadership is a major component of career ladder teacher incentive programs.

9. Establish and maintain commitment from the school board, superintendent, and local teachers' association.
10. Utilize teachers as "helpers" in presenting the program to others.
11. Delegate! Involve other administrators in the process. Make them a part of the program.

In summary, effective leadership is a major component of career ladder teacher incentive programs. As these programs expand across the country, the role of school principals and administrators will become increasingly important. Much of the success of these programs will rest on the active, visible commitment and support of school administrators.



Mel Heller is Department Chairman and Professor of Educational Administration, Loyola University, Chicago, Illinois.

**I WISH TO GIVE GIFT SUBSCRIPTIONS TO
THRESHOLDS IN EDUCATION**

Please check one:

I enclose \$16.00 as payment.

Please bill me after Jan. 1.

I wish to give gift subscriptions to the following people (please print):

Name _____

Address _____

City _____

State _____ Zip _____

Name _____

Address _____

City _____

State _____ Zip _____

All gift subscriptions run for four issues.

Send to P.O. Box 771, DeKalb, Il., 60115 or

B. Radebaugh, College of Educ., LEPS, GH 408, NIU, DeKalb, Il., 60115.

Phone: 815-753-9357.

Subscription Information

Yes, I would like your quarterly magazine.

To: **Editor, *Thresholds in Education***

P.O. Box 771

DeKalb, Illinois 60115

Please enter my subscription for:

- one year \$16.00 payment enclosed
 two years \$31.00 bill me
 three years \$45.00

Ship to:

Name _____

Address _____

City _____ State _____ Zip Code _____

Back Issues Available

Please send me the following issues of *Thresholds*:

	Number	Amount		Number	Amount
Vol. I, #1	_____	_____	Vol. VIII, #3	_____	_____
Changing Sex Roles and other articles			Trends and Issues in British Education		
Vol. I, #2	_____	_____	Vol. VIII, #4	_____	_____
The School as an Instrument for Peace			Education for the Global Perspective		
Vol. I, #3	_____	_____	Vol. IX, #2	_____	_____
Humanizing Secondary Education			Technology Education		
Vol. I #4	_____	_____	Vol. IX, #3	_____	_____
The Year Round School and other topics			Education for Creativity		
Vol. II, #2	_____	_____	Vol. IX, #4	_____	_____
Teaching the Latino Student			Vocational Education for the Handicapped		
Vol. II, #4	_____	_____	Vol. X, #1	_____	_____
The Schools as an Instrument for Population Control			Evaluating Teachers and Teaching		
Vol. III, #1	_____	_____	Vol. X, #2	_____	_____
Violent Schools in a Violent Society			Supervision		
Vol. III, #2	_____	_____	Vol. X, #3	_____	_____
Humonics			Applied Basics in Education		
Vol. III, #3	_____	_____	Vol. X, #4	_____	_____
Dimensions of Non-traditional Education			Educating for Healthful Sexuality		
Vol. III, #4	_____	_____	Vol. XI, #1	_____	_____
Ethnic and Multiethnic Studies in Schools			Microcomputers in the Classroom		
Vol. IV, #1	_____	_____	Vol. XI, #2	_____	_____
Communications—The Key			State Educational Agencies: Leadership and Challenge		
Vol. IV, #2	_____	_____	Vol. XI, #3	_____	_____
Education of Native Americans Today			European Educational Theorists: Implications of Their Ideas for American Education		
Vol. IV, #3	_____	_____	Vol. XI, #4	_____	_____
Teacher Education: Which Way?			Strategic Planning: The Educators' Alternative		
Vol. IV, #4	_____	_____	Vol. XII, #1	_____	_____
Nutrition Education: Transforming Education			Staff Development		
Vol. V, #1	_____	_____	Vol. XII, #2	_____	_____
Year Round Education			Perspectives on Educational Policy		
Vol. V, #2	_____	_____	Vol. XII, #3	_____	_____
Middle School/Jr. High School Theory and Practice			The Physical Fitness Boom: Implications for Education and Industry		
Vol. V, #3	_____	_____	Vol. XII, #4	_____	_____
Toward the Year 2000			Writing for Educational Publication Price: \$5.00		
Vol. V, #4	_____	_____	Vol. XIII, #1	_____	_____
Special Education			Career Ladders for Teachers: New Incentive for Teachers Price: \$5.00 each		
Vol. VI, #1	_____	_____			
Standardized Testing					
Vol. VI, #2	_____	_____			
Education for Unity Within a Diverse Community					
Vol. VI, #3	_____	_____			
Doctoral Dissertations at NIU					
Vol. VI, #4	_____	_____			
Impact of Change in Physical Education and Sport					
Vol. VII, #1	_____	_____			
Curriculum for Survival					
Vol. VII, #2	_____	_____			
Staff Development					
Vol. VII, #3	_____	_____			
Improving Content Area Reading: Subject Matter Issues					
Vol. VII, #4	_____	_____			
Graduate Education					
Vol. VIII, #1	_____	_____			
Nutrition Education					
Vol. VIII, #2	_____	_____			
The Role of Public Education in Economic Development					

All other copies:

1-5 copies: \$4.00 each 6 or more copies: \$3.50 each
 Foreign orders other than Canadian add \$4.00 postage per issue.

Ship to: Payment enclosed Bill me

Name _____

Address _____

City _____ State _____ Zip Code _____

CAREER LADDERS

WORKSHOPS

CONFERENCES

SEMINARS



The above photos depict a recent workshop/conference conducted by Thresholds in Education Foundation at Washington Island, Wisconsin. For information about future workshops/conferences/seminars contact Joe Ellis (815-753-8445), Department of Learning, Development, and Special Education, Northern Illinois University, DeKalb, Illinois, 60115

Thresholds In Education Foundation
Box 771
DeKalb, Illinois 60115

NON PROFIT ORGANIZATION
U.S. POSTAGE PAID
PERMIT 120
DEKALB, ILLINOIS 60115