

H B

1911

5/24/83 - HESS mtg. notes

Entertain Motion - none

Jan Krause - Teacher @ Warren
High School. Testified against a bill.
Don't work on bill any longer.

Tischer - In favor of concept / problem w/
bill

Krause - Reward's - Sabbatical leave program
w/certain standards

~~_____~~ - Currently, my school board may
introduce this language.

Tischer - Moves CS for SS HB 191 HESS
Object -

Alaska State Legislature

REP. MAE TISCHER
CO-CHAIRMAN

REP. MILO FRITZ
CO-CHAIRMAN

MEMBERS:
REP. MIKE MILLER
VICE CHAIRMAN
REP. BETTE CATO
REP. MIKE DAVIS
REP. PETER GOLL
REP. NIILLO KOPONEN

POUCH V
STATE CAPITAL
JUNEAU, ALASKA 99811
(907) 465-3777

House of Representatives HEALTH, EDUCATION AND SOCIAL SERVICES COMMITTEE

To: House HESS Committee Date: 5/16/83
From: Linda Otey, Committee Aide
HESS Committee
Re: Summary/ HB 291 "An Act providing for tuberculosis exams
and quarantines"

This bill adds new sections to the Health & Safety Statutes, Article 3, Tuberculosis. Sec. 18.15 is amended which applies to Disease Control.

Sec 1.

18.15.135- Tuberculosis Exams

- a) An individual must submit to an exam, whenever in the opinion of a medical officer of the Div. of Public Health, there is a public threat.
- b) Exam shall be by written order with the individual's name and the time and place of the exam. The individual shall be served with a copy of the order.
- c) Examination by licensed physician of the individuals choice as long as the exam complies with specific conditions approved by the medical officer

18.15.136- Quarantines (new section)

- a) Maximum of 6 month quarantine allowed by medical officer of the Division of Public Health.
- b) Written notice of quarantine as in provisions for order for examination. Expires on dates specified in the order or at the opinion of the medical officer of the Division.

18.15.137- Reporting Violations (new section)

Medical Officers must report violation to nearest law enforcement agency.

18.15.138- Penalty (new section)

Violation of terms of order constitutes a Class A misdemeanor subject to a maximum imprisonment of one year and a maximum fine of \$5,000 or both.



City of Galena

Antoski Hall • P.O. Box 149 • Galena, Alaska 99741 • Telephone (907) 656-1281

December 20, 1982

Rep. Vernon Hurlbert
Pouch V
Mailing Stop 3100
Juneau, AK 99811

*Re/ HB 291,
Quarantine*

Dear Rep. Hurlbert,

The City Council of Galena is very concerned about the lack of legislation to control communicable disease in Alaska. Here in Galena we have currently and have had in the recent past outbreaks of tuberculosis. The problem becomes particularly serious when an individual refuses treatment. This individual can then infect others, and the community has no protection as there is currently no law to force the individual to seek treatment (according to our attorney, Mary Nordale, and as we understand it from the opinions of the State Attorney General's office).

Tuberculosis is a disease that can be eliminated if infected individuals follow-through on treatment. We urge the State to provide legislation to give the necessary basis to force individuals with communicable diseases, particularly tuberculosis, to seek treatment.

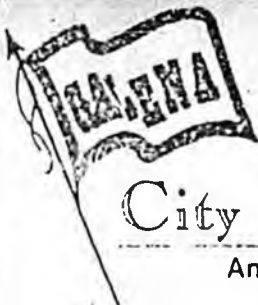
Enclosed is a resolution from the Galena City Council supporting this issue.

We appreciate your attention to this problem and interest.

Sincerely,

Pat Myers

Pat Myers
City Manager



City of Galena

Antoski Hall • P.O. Box 149 • Galena, Alaska 99741 • Telephone (907) 656-1281

Resolution 82-22

A RESOLUTION ENCOURAGING LEGISLATION SUPPORTING ENFORCEMENT OF TREATMENT OF COMMUNICABLE DISEASES, PARTICULARLY TUBERCULOSIS, IN ALASKA.

WHEREAS, the City Council of Galena is the duly authorized governing body of the City of Galena, and;

WHEREAS, the City of Galena has experienced an ongoing problem with tuberculosis and a recent outbreak of the disease, and;

WHEREAS, the City is experiencing an incident where one individual who has active tuberculosis is refusing treatment, and;

WHEREAS, the nature of the tuberculosis disease is that it can be highly contagious and endanger a whole community, and;

WHEREAS, the disease can be prevented with adequate treatment, and;


WHEREAS, there is no legislation to enforce treatment, and;

WHEREAS, the City of Galena has a strong committment to protect the citizens, and;

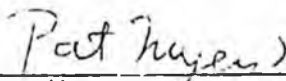
NOW, THEREFORE, Be It Resolved That the City Council of Galena requests the legislators to enact legislation to require individuals to obtain treatment for tuberculosis and other communicable disease.

PASSED AND APPROVE this 16th day of December ,1982

ATTEST:



Vernon White
Mayor



Pat Myers
City Manager

Article 2. Physical Examination of Nonresident Employees.**Section**

60—110. [Repealed]

Secs. 18.15.060—18.15.110. Physical examinations of employees transported into state; certificate of health; return to place of residence; penalty for violations; exceptions.

Repealed by § 1 ch 130 SLA 1976.

Editor's notes. — The repealed article derived from §§ 1 — 5, ch. 103, SLA 1949.

Article 3. Tuberculosis.**Section**

120. Tuberculosis control program authorized

130. Department to cooperate with other agencies

Section

140. Title to and inventory of equipment allotted to private institutions

Collateral references. — 39 Am. Jur. 2d, Health, §§ 22, 23, 27-30.

39A C.J.S., Health and Environment, §§ 7-13, 18-22, 26, 27.

Right of one detained pursuant to quarantine to habeas corpus. 2 ALR 1542.

Pesthouse or contagious disease hospital as nuisance. 4 ALR 995; 18 ALR 122; 48 ALR 518.

General delegation of power to guard against spread of contagious disease. 8 ALR 836.

Liability for committing, or aiding commitment, to contagious disease hospital of one not suffering from contagious disease. 54 ALR 656.

Power of municipal or school authorities to prescribe vaccination or other health measure as a condition of school attendance. 93 ALR 1413.

Malpractice in diagnosis or treatment of tuberculosis. 75 ALR2d 814.

Sec. 18.15.120. Tuberculosis control program authorized. The department may establish a comprehensive program for the control of tuberculosis in the state, and may

(1) arrange means by which persons in the state may be X-rayed to determine the presence of tuberculosis;

(2) establish necessary out-patient clinics for the care of tuberculosis;

(3) encourage and promote the establishment of adequate sanatorium facilities within the state to care for persons suffering from tuberculosis and allied conditions;

(4) obtain, by purchase or donation from surplus federal property or otherwise, medical supplies and equipment useful in carrying out this program and to allot or resell these supplies and equipment to private institutions engaged by the department to carry out this program;

(5) contract with hospitals, associations, or sanatoria qualified and equipped to give adequate care inside or outside the state;

(6) employ necessary and trained personnel to carry out the purposes of AS 18.15.120 — 18.15.140;

(7) pay the costs of care and incidental expenses for residents of the state, in whole or in part, depending on the ability of each patient to pay, and the temporary costs of care and transportation for nonresidents on the same basis until they can be transferred to their residence;

(8) enlist the cooperation of state and federal agencies operating in the state for the furtherance of this program;

(9) establish standards in accordance with department procedure for the care of tuberculars receiving treatment under AS 18.15.120 — 18.15.140. (§ 40-2-11 ACLA 1949)

Sec. 18.15.130. Department to cooperate with other agencies. The department, in conducting a study and case finding survey of the tuberculosis problem, shall cooperate with state and federal agencies operating in the state, and obtain as much information and data as possible from them. (§ 40-2-12 ACLA 1949)

Insert
HB 291
→

Sec. 18.15.135 - 138
Sec. 18.15.140. Title to and inventory of equipment allotted to private institutions. Equipment purchased for the purposes of carrying out AS 18.15.120 — 18.15.140 which is allotted to private institutions remains the property of the state. Before February 2 in each year, each allottee shall file a complete inventory of the equipment with the department. (§ 40-2-13 ACLA 1949)

Article 4. Prenatal Blood Tests.

<p>Section 150. Taking of blood sample 160. Test for syphilis</p>	<p>Section 170. Report of birth 180. Penalty</p>
--	---

Collateral references. — 39 Am. Jur. 2d, Health, §§ 22, 26, 27. 39A C.J.S., Health and Environment, §§ 7-15, 47.

Sec. 18.15.150. Taking of blood sample. Each licensed physician and in absence of a licensed physician each licensed graduate nurse who attends a pregnant woman for conditions relating to her pregnancy during the period of gestation or at delivery shall take, or have taken, a sample of the blood of the woman at the time of her first professional visit or within 10 days after the visit, unless the serological test is contrary to the tenets or practice of the religious creed of which she is an adherent. The blood specimen shall be sub-

mitted t
test of sy
women
sample o
physicia
clinic fo

Sec. 1
— 18.15
by the c
approved
by AS 18
laborato

Sec. 1
the phys
on the ce
upon a sp
the appro
may not

Sec. 1
attending
ery, or a
18.15.15
is punish
attending
ery, who
whose re
SLA 194

Cross r
for misdetr

Section
190. Defin

Sec. 1
means th
SLA 197

Section
200. Scree
tonu

POSITION PAPER / Department of Health and Social Services

POSITION PAPER
HOUSE BILL NO. 291

For an Act entitled: "An Act providing for tuberculosis examinations and quarantines."

This Bill provides the Department of Health and Social Services with authority to require an individual suspected of having an active case of pulmonary tuberculosis to submit to an examination and to order the quarantine of a person with active pulmonary tuberculosis for a period of six months when such action is necessary to preserve and protect public health.

While tuberculosis is not the enormous health problem it was in the 1950s, a large number of persons infected in earlier years are at risk of re-activation of their disease and of being capable of spreading the disease to others. Over the past ten years, new active cases have numbered between 75 and 100 cases per year, placing Alaska among the five states with highest incidence.

Most persons with active tuberculosis are highly motivated to comply with treatment recommendations intended to render them non-infectious and to inactive their infections. A very few people, however, refuse to submit to examination or to accept treatment recommendations. Such individuals are a hazard to themselves, their families, communities and the general public.

The existing authority of the Department to require examination, isolation or treatment of individuals with communicable disease who may threaten the health of the public is not clear.

It is expected that the authority contained in this Bill would be exercised infrequently. Based on past experience, the estimate is that orders for examination may be required three times per year. Quarantine orders would be used even less frequently, perhaps not even one per year as the public becomes aware of a statutory provision which could compel quarantine.

The Department anticipates that on the rare occasions when quarantine may be required, it would be accomplished by restricting the individual's movements within his or her own home.

The Department supports passage of this Bill. Over the past few years, many cases of tuberculosis could have been avoided, including one near-fatal infection, had the source of infection been prevented from spreading the disease to others.

Recommended by: E. S. Rabeau
E. S. Rabeau, M.D., Director

Date: March 31, 1953

Approved by: Robert London Smith
Robert London Smith, Ph.D.
Commissioner
Department of Health & Social Services

Date: 4/4/53

I. REQUEST
 Bill/Resolution No.: House Bill No. 291
 Title: "Tuberculosis examinations & quarantines"
 Sponsor: Hurlbert
 Requestor: House HESS

II. FISCAL DETAIL
 Agency Affected: Health & Social Services
 Program Category Affected: Health
 BRU, Program of Subprogram(s) Affected: Communicable Disease Control

E. PENDITURES/REVENUES: (Thousands of Dollars)

	FY 83	FY 84	FY 85	FY 86	FY 87	FY 88
OPERATING	0	0	0	0	0	0
100 PERSONAL SERVICES						
200 TRAVEL						
300 CONTRACTUAL						
400 COMMODITIES						
500 EQUIPMENT						
600 LANDS & STRUCTURES						
700 GRANTS, CLAIMS, ETC.						
TOTAL OPERATING	0	0	0	0	0	0
CAPITAL	0	0	0	0	0	0
REVENUE	0	0	0	0	0	0

FUNDING: (Thousands of Dollars)

	FY 83	FY 84	FY 85	FY 86	FY 87	FY 88
GENERAL FUND						
FEDERAL FUNDS						
OTHER (Specify Source)						
	0	0	0	0	0	0

POSITIONS:

	FY 83	FY 84	FY 85	FY 86	FY 87	FY 88
FULL-TIME						
PART-TIME						
TEMPORARY						
	0	0	0	0	0	0

III. SOURCE OF FUNDS TO OFFSET FISCAL IMPACT OF BILL:

IV. ANALYSIS: Attach a separate page for any Analysis

Prepared By: Dean F. Tirador, M.D. *4/11* Phone: 465-2113
 Division: Public Health Date: 3/30/83
 Approved by Commissioner: *Robert Gordon Smith* Date: 4/14/83
 Department: Health and Social Services

Distribution:

- Original to Legislative Finance
- Copy to Office of Management and Budget (for Legislature introduced bills)
- Copy to Department (for Governor introduced bills)
- Copy to Sponsor
- Copy to Requestor (if different from Sponsor)

3/8/83

THE LEGISLATURE OF THE STATE OF ALASKA
THIRTEENTH LEGISLATURE

FEB 23 1983

FISCAL NOTE

I. REQUEST

Bill/Resolution No. HB - 191
Title An act relating to school board negotiations with certificated...
Requested by House BESS Date 2/18/83

II. FISCAL DETAIL

Agency Affected Department of Education
Program Category Affected Elementary and Secondary Education
BRU, Program, Or Subprogram(s) Affected _____
(Note: If more than one budget component is affected, separate line-item amounts and funding for each component in the analysis section.)

EXPENDITURES (Thousands of Dollars)

	FY 83	FY 84	FY 85	FY 86	FY 87	FY 88
100 PERSONAL SERVICES						
200 TRAVEL						
300 CONTRACTUAL						
400 COMMODITIES						
500 EQUIPMENT						
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS, ETC.						
TOTAL	-0-	-0-	-0-	-0-		

FUNDING (Thousands of Dollars)

GENERAL FUND						
FEDERAL FUNDS						
OTHER (Specify Source)						
OPERATING						
CAPITAL						

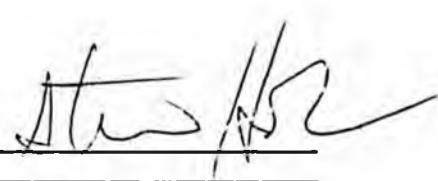
POSITIONS N/A

FULL TIME						
PART TIME						
TEMPORARY						

III. ANALYSIS (See Fiscal Note Preparation Instruction, Section III)

THIS FISCAL NOTE IS PRESENTLY BEING REVIEWED BY THE OFFICE OF MANAGEMENT AND BUDGET.

This bill has no fiscal impact on this department.

IV. DATE 2/18/83 PREPARED BY Steve Hole 

Original: Legislative Finance AGENCY Education
cc: Budget and Management PHONE 465-2865

Prime Sponsor (First Legislator Named)

Summary: HB 191 by Rep. Hurlbert

"An act relating to school board negotiations with certificated employees."

Section 1. AS 14.20.550 - Negotiation with Certificated Employees

1. Adds a new subsection under "Article 6, Negotiation and Mediation.
2. Mandates that negotiations on or after July 1, 1984 must include criteria based on performance and merit in determining pay increases.

Suggested Amendment - by Bob Greene, School Board Association

line 14 pg. 1 = delete "above" and insert "when determining".

folder content:

left

fiscal note Ø
summary

right

back-up provided by Rep. Hurlbert
bill

Original sponsors: Hurlbert, Lindauer,
Fuller, et al

1 IN THE HOUSE BY THE HEALTH, EDUCATION AND
SOCIAL SERVICES COMMITTEE

2 CS FOR SPONSOR SUBSTITUTE FOR HOUSE BILL NO. 191 (HESS)

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 THIRTEENTH LEGISLATURE - FIRST SESSION

5 A BILL

6 For an Act entitled: "An Act relating to school board negotiations with
7 certificated employees."

8 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

9 * Section 1. AS 14.20.550 is amended by adding a new subsection to
10 read:

11 (b) Salary schedules or other pay provisions negotiated under
12 this section that take effect on or after July 1, 1984, shall include
13 performance and merit criteria, among others, that shall determine pay
14 increases for individual certificated employees.

17 ASSBA - in support of this CS

18 1) Shall - change shall to may. pg 1 & 13

20 2) Days. Could suggest some variation award for an exceptional
teacher

Proposed HESS committee substitute for HB 191

Change Section 1 new subsection s

Add the following paragraphs

(c) The parties may agree to waive the requirement that pay scales for certificated employees include criteria based upon performance and merit.

(d) In the event a negotiations dispute between the parties is not resolved through mediation either party may submit the issues in dispute to last best offer arbitration, item by item, according to the interest arbitration procedures of the American Arbitration Association. The decision of the arbitrator will be final and binding on the parties.

(e) ~~The objective criteria used to evaluate performance and award merit pay increases and class size and pupil/teacher ratios shall be established by the parties through the collective bargaining process.~~

Binding Arbitration

NEA Proposal

not

Bob Cook

Del-Phi - Technique - Copies to Committee

SS. 85191 -

Huller - no way to implement it - School Districts will implement this. Reagan - encourages merit & confidence rather than tenure.

David Weaver - 30 yr Fed Personnel Officer - last stint - BIT Perf evaluation - a history in Federal govt. Good intentions but doesn't work. Worked hard @ trying to make this work - come down to us. Got our opinion & they were no better for heavy standards.

Negotiations - must be perf evaluation standards before this can come to the table. Save this effort - try to legislate something with foresight of knowledge to implement. Syracuse N.Y. - involve relationship of Superintendents &

Davis - Fed's still use merit pay.

Weaver - 1971 Retiree doesn't know answer.

Doll - Opinion - Test for competency prior to certification - Any rep see as a personnel

Weaver - Rather than having someone in authority, doing merit - importance must come from ind. himself - create a climate where employees want to do better.

SS HB191

M. Miller - Conflict of Interest - wife is school teacher.

Davis - objected

Dall - Bonus System? How do you feel about replacing this w/ boards granting bonus w/o eliminating standardized salary structure.

Hurlbut - agrees w/ intent to get teachers to excel.

Kitty - Which one is better

Hurlbut - Sponsor Sub.

~~John~~

Elizabeth Morris - from Kkks (Parent) agrees w/ SSB 191

Sends children to private school. Flks. 50% drop out rate w/ Native children. 1500 Native kids vs 11,900 Caucasian children in Flks. Drop out rate is effected by teachers. Johnson O'Malley program. Good Program. 70% drop-out rate in Anchorage.

~~John~~

Bob Greene - In favor of Sponsor Substitute

Total Merit System in one shot - not feasible.

- Dissenari to teachers & education. Move from indiv approach to salary schedule which is complex.

- 1) Experience 5% p yr
- 2) additional educ component = 5%
- 3) annual negotiation = 7%

Your teacher could have 17% pay raise.

B. Green continued.

- ① Put Merit component in there. Must improve.
- ② Can't pay for it = salary in Pac N.W. - 12,000 - 26,000
engineers in Pac N.W. @ 26,000. - Brain drain
from Educ to other occupations.

Evaluation System is a force. Reg's require evaluation
annually. So then the expense for no reason.

Goll - Why did so many teachers quit in ~~San~~
Hydaburg last year? - Salary - no - not one
person has left b of \$ - b of bad
management.

★ Merit pay could be used to punish teachers -
What ~~can~~ kind of safeguards to insure against this?
Don't dispute intent of 191 b this is too loose!

★ Greene - Futuristic legislation. 1st year that we have
attention w/ problem of funding education. A lot of work
to put this together administratively. local groups will
set up criteria - this is ~~not~~ a guarantee. So long
as item is mentioned in

★ - binding arbitration that ~~is~~ is in statutes for
grievance procedures

Can negotiate anything you want now w/o this bill. -
Merit or otherwise.

Prity - Short of teachers? - Greene Bush yes - Urban - no

Steve Hole - opposes bill - concerns deal w/ criteria established & who makes determination & due process rights under this type of salary schedule -
* l 12 "shall include criteria" - worrisome language.

~~Muller~~ - SS & HB 191 - l 14 differences "above" vs "when determining" - dept opposed to both?

Hole - Original bill was in form of bonus - not as much problem as in the Spon. sub "when determining."

Tischler - Are you suggesting we set down criteria

Hole - Not suggesting anything - All negotiated agreements must include . . . Based on performance and merit

Fritz Any objective criteria by which you can judge a teacher

Hole - Yes possibly - difficult to isolate on classroom characteristics. Did not mean to lead you to believe that the confrontations will occur everywhere.

Dell - agree to benefits to higher achievement & still a worry about the exceptions. School Boards can back off w/ binding arbitration. Does not specify what we are doing.

Tischler Maybe we have to define merit & performance

Hole - Pertains to a process that is on going. - a § will also accompany HB 191.

Jean Krause. Pres of NEA - Teacher salaries. -
also Principals (Administrative groups)

- ① Force out incompetent educators?
- ② Evaluation procedures.
- ③ Support written evaluation procedures @ the
beginning of the school year.
- ④ Certification, Teacher - not a merit proposal
- ⑤ Is the intent to lower salaries - 55% rule -
Teacher salaries are included under 55% not
administrators.
- ⑥ Boards can hire & fire.
- * ⑦ None has statewide merit pay plan thru out states.
- ⑧ Merit pay abandoned in Ark for Principals
& favoritism, harassment, beholden to supervisors
decrease idea of sharing - promotes competitiveness.
- ⑨ Supports Very Strong evaluation procedure
- ⑩ " Teacher preparation plans @ Universities
- ⑪ Talent Bank - should be used in teacher preparation

^{curriculum}
Take Care of Evaluation System

↔ Held until a later date -

↔ Davis - ^{to Krause} ~~Don~~ Available Articles ref Merit Pay.

New task force pushes rewarding good teachers

RESEARCH TRIANGLE PARK, N.C. (AP) — A task force on education says states must begin giving rewards to teachers for doing a good job.

"No public school system in America pays one teacher one penny more for doing a good job," Tennessee Gov. Lamar Alexander lamented. "They can make a little more for going back to school. They can make a little more for going into administration."

Alexander and seven other governors and 31 business and education leaders met here Wednesday as the National Task Force on Education for Economic Growth. They recommended that each state find ways to give "extraordinary rewards for extraordinary teachers."

The task force was convened because of what it called an emergency in American education. Its report will be issued early in the summer.

IBM Corp. Chairman Frank Cary, the co-chairman of the task force, said the draft agrees with a 29-page report released last week by the federal government's Commission on Excellence in Education, which put responsibility for improving education with school boards and state officials.

Alaska State Legislature



House of Representatives

REPRESENTATIVE
RAMONA L. BARNES

HOUSE MAJORITY LEADER

MEMBER

RULES COMMITTEE

JUDICIARY COMMITTEE

LEGISLATIVE COUNCIL

POLICY COMMITTEE

ALASKA REPRESENTATIVE

STATES RIGHTS COORDINATING COUNCIL

WESTERN LANDS TASK FORCE

CITIZENS ADVISORY COMMISSION
ON ALASKA LANDS

ANCHORAGE

2230 PAXSON
ANCHORAGE, ALASKA 99504
(907) 337-7904

POUCH V

JUNEAU, ALASKA 99811
(907) 485-3718

April 13, 1983

To: Representatives Tischer, Fritz, Co-Chairs
Health and Social Services Committee

From: Representative Barnes
Majority Leader

A handwritten signature in cursive script that reads "Ramona L. Barnes".

Subj: Priority Bill
SSHB 191

The above referenced bill is a personal priority of Representative Vern Hurlburt. I would appreciate your moving it out of committee.

STATE OF ALASKA
THE LEGISLATURE

POUCH Y - STATE CAPITOL
JUNEAU, ALASKA 99811
907 465-3800

LEGISLATIVE AFFAIRS AGENCY

MEMORANDUM

May 23, 1983

SUBJECT: Education of exceptional children
(CSHB 194 (HESS))

TO: Representative Milo Fritz
Chairman, House Health, Education, and
Social Services Committee

FROM: Keith B. Levy *KBL*
Legislative Counsel

You have asked whether CSHB 194 (HESS) requires a school district to provide special education and related services to an exceptional child whose parent refuses to consent to the transfer of the child to another school district that already offers an appropriate special education program. In my opinion, the bill does not necessarily require this and an amendment is necessary to make it clear.

Sections 5 and 6 of the committee substitute amend AS 14.-30.186 to provide that school districts and regional educational attendance areas shall provide special education and related services in a school in the district for exceptional children residing in the district. Sec. 13 of the committee substitute amends AS 14.30.285(b) to provide that an exceptional child may be sent to a school outside the child's school district under certain circumstances. AS 14.30.-285(f) provides that a child may not be transferred out of the district without the consent of the child's parent.

Thus, the school district has an obligation to provide special education and related services unless the child is transferred, but the child cannot be transferred unless the parent consents. The argument could be made that if the school district offers to transfer the child and the parent refuses to consent, the district has fulfilled its obligation to provide special education. To foreclose this possibility, I would recommend the following addition to the bill:

Representative Milo Fritz
Page 2
May 24, 1983

* Sec. . AS 14.30.285(f) is amended to read:

(f) No child may be transferred to a school outside the district in which the child resides without the consent of the parent or guardian. The withholding of consent to transfer an exceptional child by a parent does not relieve a school district or regional educational attendance area of the obligation to provide special education and related services to an exceptional child under AS 14.30.186.

This amendment would make it clear that the school district must provide special education and related services even if the parent refuses to allow the child to be transferred to a school outside of the district.

KBL:ljb
21/021

Proposed HESS committee substitute for RB 191

Change Section 1 new subsection s

Add the following paragraphs

- (c) The parties may agree to waive the requirement that pay scales for certificated employees include criteria based upon performance and merit.
- (d) In the event a negotiations dispute between the parties is not resolved through mediation either party may submit the issues in dispute to last best offer arbitration, item by item, according to the interest arbitration procedures of the American Arbitration Association. The decision of the arbitrator will be final and binding on the parties.
- (e) ~~The objective criteria used to evaluate performance and award merit pay increases~~ and class size and pupil/teacher ratios shall be established by the parties through the collective bargaining process.

binding arbitration question

d & e Add to the NEA's statute in the negotiation process. (d) sets up last best offer arbitration to all negotiation items unless somehow restricted to just merit pay - it applies to every issue which is

(e) ~~allows~~ requires the district to negotiate class size and teacher ratio. Items that management tries to keep as a management right. These amendments do more than affect merit pay! (d) & (e) NOT GERMAN to the MERIT PAY BILL.

Introduced: 2/25/83
Referred: Health, Education &
Social Services and Finance

BY HURLBERT, LINDAUER, FULLER,
ABOOD, BARNES, BETTISWORTH,
BUSSELL, COWDERY, FLOOD,
HAYES, LISKA, MARTIN,
M.W. MILLER, PESTINGER,
TISCHER AND WARD

1 IN THE HOUSE

2

SPONSOR SUBSTITUTE FOR HOUSE BILL NO. 191

3

IN THE LEGISLATURE OF THE STATE OF ALASKA

4

THIRTEENTH LEGISLATURE - FIRST SESSION

5

A BILL

6

For an Act entitled: "An Act relating to school board negotiations with
certificated employees."

7

8

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

9

* Section 1. AS 14.20.550 is amended by adding a new subsection to
read:

10

11

12

13

14

15

mandatory - in negotiations
(b) An agreement negotiated under this section that takes effect
on or after July 1, 1984, shall include criteria based on performance
and merit which govern pay increases for individual certificated
employees when ^{above the} determining the general pay scale established for all
employees.

apply to negotiations prior to contract.

*Pretty Ambiguous - SAYS you must use individual
Performance & merit criteria when establishing
GENERAL SCALE for ALL employees. How does
he RECONCILE using merit when determining a
Scale for ALL?*

Introduced: 2/25/83
Referred: Health, Education &
Social Services and Finance

BY HURLBERT, LINDAUER, FULLER,
ABOOD, BARNES, BETTISWORTH,
BUSSELL, COWDERY, FLOOD,
HAYES, LISKA, MARTIN,
M.W. MILLER, PESTINGER,
TISCHER AND WARD

1 IN THE HOUSE

2 SPONSOR SUBSTITUTE FOR HOUSE BILL NO. 191

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 THIRTEENTH LEGISLATURE - FIRST SESSION

5 A BILL

6 For an Act entitled: "An Act relating to school board negotiations with
7 certificated employees."

8 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

9 * Section 1. AS 14.20.550 is amended by adding a new subsection to
10 read:

11 (b) An agreement negotiated under this section that takes effect
12 on or after July 1, 1984, shall include criteria based on performance
13 and merit which govern pay increases for individual certificated
14 employees (when ~~determining~~ ^{determine} ^{above}) the general pay scale established for all
15 employees.

Legislative history reports. — For report on ch. 18, SLA 1970 (HB 391 am S), see 1970 Senate Journal, p. 296.

Opinions of attorney general. — While these provisions waive the state's sovereign immunity and that of its political subdivisions from having to bargain collectively with teachers in the public schools, they do not address, expressly or

even impliedly, any right to strike on the part of teachers of school districts. May 19, 1977, Op. Att'y Gen.

Teachers of school districts do not presently have the right to strike because the state has not waived its or its political subdivisions' immunity from strikes by teachers. May 19, 1977, Op. Att'y Gen.

Collateral references. — 48A Am. Jur. 2d Labor and Labor Relations, §§ 1727 — 1775.

51A C.J.S. Labor Relations, § 402.

Right of school authorities to make membership or nonmembership in teachers' association or other organization

a condition of employment as a teacher. 72 ALR 1225.

Bargainable or negotiable issues in state public employment labor relations. 84 ALR3d 242.

Union security arrangements in state public employment. 95 ALR3d 1102.

Sec. 14.20.550. Negotiation with certificated employees. Each city, borough and regional school board, shall negotiate with its certificated employees in good faith on matters pertaining to their employment and the fulfillment of their professional duties. (§ 1 ch 18 SLA 1970; am § 3 ch 71 SLA 1972; am § 21 ch 124 SLA 1975)

NOTES TO DECISIONS

Constitutionality. — This section and AS 14.20.610 state two goals which apparently conflict, but since the supreme court construes this section fairly and narrowly, it finds no constitutional infirmity in this section and AS 14.20.610. Kenai Peninsula Borough School Dist. v. Kenai Peninsula Educ. Ass'n, Sup. Ct. Op. No. 1537 (File Nos. 2470, 2492, 2563), 572 P.2d 416 (1977).

Requirements of section. — This section merely requires a school board to negotiate with a union. It does not require a board to accept any particular proposal a union might offer. It does not require, probably does not permit, a board to delegate to a union the sole power to make any decision. Kenai Peninsula Borough School Dist. v. Kenai Peninsula Educ. Ass'n, Sup. Ct. Op. No. 1537 (File Nos. 2470, 2492, 2563), 572 P.2d 416 (1977).

As to matters which affect educational policy and are, therefore, not negotiable, there is nevertheless

implicit in the Alaska Statutes the intention that the school boards meet and confer with the unions. Kenai Peninsula Borough School Dist. v. Kenai Peninsula Educ. Ass'n, Sup. Ct. Op. No. 1537 (File Nos. 2470, 2492, 2563), 572 P.2d 416 (1977).

Negotiable items. — Salaries, fringe benefits, the number of hours worked, and the amount of leave time are negotiable. Kenai Peninsula Borough School Dist. v. Kenai Peninsula Educ. Ass'n, Sup. Ct. Op. No. 1537 (File Nos. 2470, 2492, 2563), 572 P.2d 416 (1977).

The salary of teachers is a proper subject of collective bargaining under Alaska's statutes. Rouse v. Anchorage School Dist., Sup. Ct. Op. No. 2106 (File No. 4715), 613 P.2d 263 (1980).

Nonnegotiable items. — Such items as (1) relief from nonprofessional chores, (2) elementary planning time, (3) paraprofessional tutors, (4) teacher specialists, (5) teacher's aides, (6) class size, (7) pupil-teacher ratio, (8) a teacher



ANCHORAGE
SCHOOL DISTRICT

4600 DeBarr Avenue
Pouch 6-614
Anchorage, Alaska 99502
[907] 333-9561

SCHOOL BOARD

PRESIDENT
Lee Gorsuch

VICE-PRESIDENT
John Buchanan

CLERK
Noyce Hanley

DEPUTY CLERK
Frank Wadsworth

TREASURER
Tom Schellenberg

DEPUTY TREASURER
Tom Robinson

LEGISLATIVE COUNSEL
Bettye Davis

DEPUTY LEGISLATIVE COUNSEL
(Gene) Davis, Ed. D.

April 15, 1983

Ms. Jean Krause
President, NEA-AK
174 South Franklin, #201
Juneau, AK 99801

Dear Jean:

I am aware that you testified before the Legislature last week on merit pay for administrators. What you are probably not aware of is the fact that I was involved in merit pay for principals for two years when I previously served as supervisor for elementary principals in the Anchorage School District. For your information, this provision was included in the negotiated agreement between the principals and the District.

It is interesting to note that while the concept seems to be worthwhile and would probably provide equity in compensation for our administrators, you should also note that the administration of a merit pay plan is cumbersome, inequitable and subjective. I would not recommend merit pay for teachers or administrators now or in the near future.

Should you need further information on the provisions of our merit pay plan, please call me.

Sincerely,

Rita R. Strachan

Rita R. Strachan
Director of Personnel Services

ms



Anchorage Principals' Association

ANCHORAGE, ALASKA 99501

April 15, 1983

APR 19 1983

Ms. Jean Krause, President
NEA-Alaska
147 S. Franklin #201
Juneau, Alaska 99801

Dear Ms. Krause:

The Anchorage Principals' Association strongly opposes merit pay. We experienced three years of merit pay during the tenure of our previous negotiated agreement with the Anchorage School District. As a result of this experience, the principals had as their number one priority, during negotiations for our present agreement, the elimination of all merit pay items.

Merit pay drove a wedge between supervisors and staff at all levels. It interfered with effective employee evaluation, making it extremely difficult to maintain a trusting, working relationship between supervisor and subordinates.

In theory, merit pay sounds like a great way to provide incentive and reward for top performance. In practice, it is a means to favor those who follow, without question, and it divides the ranks, causing an atmosphere of mistrust and non-sharing of good, innovative, successful educational and managerial practices.

Respectfully yours,

William Frick
President

. jm

(b) Salary schedules or other pay provisions negotiated into an agreement under the provisions of this section that take effect on or after July 1, 1984, shall include performance and merit as one criteria, among others, which shall determine pay increases for individual certificated employees.

Summary: HB 191 by Rep. Hurlbert

"An act relating to school board negotiations with certificated employees."

Section 1. AS 14.20.550 - Negotiation with Certificated Employees

1. Adds a new subsection under Article 6, Negotiation and Mediation.
2. Mandates that negotiations on or after July 1, 1984 must include criteria based on performance and merit in determining pay increases.

Suggested Amendment - by Bob Greene, School Board Association

line 14 pg. 1 = delete "above" and insert "when determining".

folder content:

left

fiscal note Ø
summary

right

back-up provided by Rep. Hurlbert
bill

THE LEGISLATURE OF THE STATE OF ALASKA
THIRTEENTH LEGISLATURE

FEB 23 1983

FISCAL NOTE

I. REQUEST

Bill/Resolution No. HB - 191
Title An act relating to school board negotiations with certificated...
Requested by House HESS Date 2/18/83

II. FISCAL DETAIL

Agency Affected Department of Education
Program Category Affected Elementary and Secondary Education
BRU, Program, Or Subprogram(s) Affected _____
(Note: If more than one budget component is affected, separate line-item amounts and funding for each component in the analysis section.)

EXPENDITURES (Thousands of Dollars)

	FY 83	FY 84	FY 85	FY 86	FY 87	FY 88
100 PERSONAL SERVICES						
200 TRAVEL						
300 CONTRACTUAL						
400 COMMODITIES						
500 EQUIPMENT						
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS, ETC.						
TOTAL	-0-	-0-	-0-	-0-		

FUNDING (Thousands of Dollars)

GENERAL FUND						
FEDERAL FUNDS						
OTHER (Specify Source)						
OPERATING						
CAPITAL						

POSITIONS N/A

FULL TIME						
PART TIME						
TEMPORARY						

III. ANALYSIS (See Fiscal Note Preparation Instruction, Section III)

THIS FISCAL NOTE IS PRESENTLY BEING REVIEWED BY THE OFFICE OF MANAGEMENT AND BUDGET.

This bill has no fiscal impact on this department.

IV. DATE 2/18/83 PREPARED BY Steve Hole
AGENCY Education
Original: Legislative Finance PHONE 465-2865
cc: Budget and Management
Prime Sponsor (First Legislator Named)
33-001 (Rev. 12/82)

Introduced: 2/11/83
Referred: Health, Education &
Social Services and Finance

BY HURLBERT, LINDAUER, FULLER,
ABOOD, BARNES, BETTISWORTH,
BUSSELL, COWDERY, FLOOD,
HAYES, LISKA, MARTIN,
M.W. MILLER, PESTINGER,
TISCHER AND WARD

1 IN THE HOUSE

2

HOUSE BILL NO. 191

3

IN THE LEGISLATURE OF THE STATE OF ALASKA

4

THIRTEENTH LEGISLATURE - FIRST SESSION

5

A BILL

6 For an Act entitled: "An Act relating to school board negotiations with
7 certificated employees."

8 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

9 * Section 1. AS 14.20.550 is amended by adding a new subsection to
10 read:

11 (b) An agreement negotiated under this section that takes effect
12 on or after July 1, 1984, shall include criteria based on performance
13 and merit which govern pay increases for individual certificated
14 employees [above] the general pay scale established for all employees.

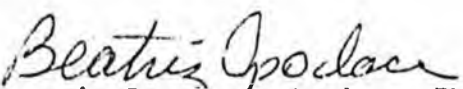
when determining

February 16, 1983

Vernon L. Hurlbert
House of Representatives
State Capitol
Pouch V
Juneau, AK 99811

I am pleased to hear of your interests on Merit Pay for Teachers. For accountability purposes and to ensure full involvement on the part of students, I certainly support this effort. We at Yukon Flats are very concerned on the low achievement of students and lack of student motivation. The District has taken steps by developing a Teacher Incentive Plan (see attached), High School Requirements (see attached) and curriculum development district wide. We are also establishing eligibility criteria of "C" for any travel on school related activities as well as an incentive plan for students on academic achievement and attendance.

We have been negotiating a teachers contract for the past nine months. We are at impasse. I did recommend a Merit Pay System for teachers. Our professional negotiator did not recommend it due to difficulty we have had in negotiating a reasonable contract that we can live with. Also, because this would be introducing a new concept in Alaska which may not be acceptable. I am enclosing my idea for your review. I encourage you to pursue this effort. I look forward to seeing you next week.


Beatriz Garcia de Apodaca, Ph.D.
Superintendent

Enclosures

BA:lk

MERIT PAY FOR TEACHERS

Teacher Initiative The District will award two of a possible eight merit points for teacher initiative, i.e. projects of activities that the teachers themselves choose to carry out. Teachers may earn their points in the basic curriculum; others may prefer to create new elective courses in area of interest. For example a teacher with a Master's Degree in Music may elect to teach music to junior high school students during her preparation period.

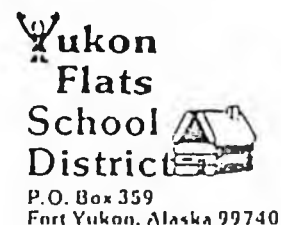
Teacher Cooperation The District will award four of a possible eight merit points for group efforts, in which teachers join forces to focus on a common goal. High school teachers, for example, unite to develop and implement a consistent disciplinary program, and they will receive merit points according to the degree of their success. Others may work to establish writing, health and physical education programs across the curriculum. Others may earn points for their cooperative efforts to organize contests and extra curricular activities.

The Principal's Role Only three points of the possible eight merit points may a teacher earn dependent on the principal's evaluation.

The Role of the School Board The Board draws up annual guidelines for teachers' proposals and then negotiates through a committee--discussing possible objectives, activities and methods of evaluation.

<u>Merit Points</u>	<u>Dollars</u>
1	\$320
2	320
3	320
4	320
5	320
6	320
7	320
8	320

February 1, 1983



MEMORANDUM

TO: Teaching Staff

FROM: Beatriz Apodaca, Superintendent *Beatriz*

SUBJECT: 1983-84 YFSD Teacher Incentive Plan

To encourage excellence in teaching and to improve student learning the following Incentives will be offered by YFSD.

Plan A. Participating in the Alaska State Writing Consortium
Mary Morris and Debbie Drong-Bjork participated in the Writing Consortium last summer in Fairbanks. Attached see Mary's enthusiastic remarks about this program. YFSD will again be able to send two teachers to the Consortium.

The consortium is made up of 13 Alaskan Districts which have joined together to help children learn how to write. The consortium offers a four-week course for teachers of all subject areas and all grades who want to see students write better. This also will provide you with the opportunity to earn five graduate credits.

Attached is selection criteria and how to apply, as well as other literature in the Alaska State Writing Consortium that may influence your decision.

Plan B. The District will award \$400 to any two teachers in the District to purchase classroom materials, visit other programs in the state or observe other teachers in our District. Awards will be based on teacher initiative, student motivation and excellence in teaching.

1. Teachers may choose to carry out a project or activities within the basic curriculum Language Arts, Health, Science, Math or Computer Literacy.
2. Teachers may prefer to create new elective courses grounded in personal interests. For example, an elementary teacher with a masters in English may elect to teach a course in publications.
3. Teachers may join forces to focus on a common goal. For example, developing and successfully implementing a consistent disciplinary program, organizing contests and extra-curricular activities.

Teaching Staff - 1983-84 Incentive Plan

4. Administrative & Program staff will identify exemplary programs by March of 1984. If you are initiating any programs and would like YFSD staff to observe let us know in advance.

cc: Estelle TaFoya, Assistant Superintendent
Charlotte Conner, Curriculum Specialist

enclosure:

BA:dgc

YUKON FLATS SCHOOL DISTRICT
HIGH SCHOOL REQUIREMENTS

To earn a high school diploma from the Yukon Flats School District, a student must satisfactorily complete 21 required credits as shown below:

<u>SUBJECT</u>	<u>CREDITS REQUIRED</u>
<u>*English I, II, III and IV, required:</u> To include speech, reading, comprehension, vocabulary building, grammar, written communications, content analysis, literature, leadership, critical thinking and applied skills.	4 credits
<u>Mathematics, required, select from:</u> General Math, Pre-Algebra, Algebra I, Algebra II, Geometry, Trigonometry, and/or Calculus or computer literacy.	3 credits
<u>Social Studies, select from or add to:</u> Alaska History with focus on Native cultures $\frac{1}{2}$, 1 unit US History, US Government $\frac{1}{2}$, World History $\frac{1}{2}$, Geography $\frac{1}{2}$, Economics $\frac{1}{2}$.	2 $\frac{1}{2}$ credits
<u>Science, select from or add to:</u> General Science, Biology, Physics and/or Chemistry.	2 $\frac{1}{2}$ credits
<u>Physical Education, possible courses are:</u> Gymnastics $\frac{1}{4}$, Skiing $\frac{1}{4}$, Roller Skating $\frac{1}{4}$, Ice Skating $\frac{1}{4}$, Basketball $\frac{1}{4}$, Track $\frac{1}{4}$, Wrestling $\frac{1}{4}$.	1 Credit
<u>Health & Family Living, required:</u> To include alcohol and drug abuse in an integrated approach.	$\frac{1}{2}$ credit
<u>Fine Arts, select from or add to:</u> Music, Drama, Art, Photography.	1 credit
<u>College Careers, required:</u> Vocational and Academic	$\frac{1}{2}$ credit
<u>Business and Finance, required:</u> Native Land Claims and Corporate Structure.	$\frac{1}{2}$ credit
<u>Electives, select from:</u> Vocational Education courses (Business, Trades and Industry, i.e. Business Math, Consumer Math, Economics, Aviation Science, Foreign Languages, Native Language or others.)	5 $\frac{1}{2}$ credits
	21 TOTAL CREDITS

*English must be taken in each year of the 9-12 program.

Credits: One credit is defined as 130 clock hours of instruction.

Note: As the curriculum is developed, specific courses in a specific sequence will be adopted in math, social studies, science & fine arts.

ADOPTED: AUGUST 1982

Applicable to incoming Freshmen.

YUKON FLATS SCHOOL DISTRICT
HIGH SCHOOL COURSE OF STUDY PLAN

STUDENT'S NAME _____ GRADE _____ DATE _____

Instructions: Circle or write in courses from attached requirements as needed.

Requirements	Units	Credits Earned	Credits Needed	Date Approved	Supervisor's Signature
<u>Freshmen</u>					
- English I	1				
- General Math or Pre-algebra/ Algebra I	1				
- Social Studies	½				
- Native Land Claims	½				
- Science	½				
- P.E.	½				
- Electives (Gwitch'n)	1				
TOTALS	5				
<u>Sophomore</u>					
- English II	1				
- Algebra I or II	1				
- Social Studies	½				
- Science	1				
- P.E.	½				
- Health & Family Living	½				
- Electives (Gwitch'n)	½				
TOTALS	5				
<u>Junior</u>					
- English III	1				
- Algebra I, II or Geometry	1				
- Social Studies	½				
- Science or Computer Literacy	½				
- Fine Arts	½				
- Electives	2				
TOTALS	5½				
<u>Senior</u>					
- English IV	1				
- Social Studies	1				
- Science	½				
- Fine Arts	½				
- Careers	½				
- Electives	2				
TOTALS	5½				

GRAND TOTAL _____



THE LAKE AND PENINSULA SCHOOL BOARD

SARA HORNBERGER, President 1976-1981
~~Port Alsworth, Alaska 99653~~
P.O. Box 69, Iliamna, AK. 99606

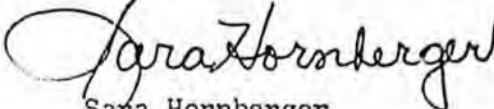


Dear Representative Hurlburt:

Thank you for your letter of information about the bill to allow districts to give merit pay to exceptional teachers. I do support the bill with one reservation. It is not always easy to administer such a program. It is often difficult to draw the line as to where merit pay is warranted and where it is not. At this time, many school districts are paying bonuses to teachers of science and math often without regard to the ability of the teacher in the discipline and/or ability as a teacher. The teachers' unions also make it difficult to give merit pay. They protect the teachers no matter what their abilities just because they are teachers and pay their union dues (and I say this as a life member of the National Education Association and an honorary member of NEA-Alaska). However, a bill such as yours is good because it forces us to take time to face the issue and come up with guidelines, etc.

As a teacher of 17 years and a rural board member of seven years, I oppose binding arbitration in any form and I also oppose giving teachers the right to strike. Several times when I was teaching, our union tried to pull a strike and I always refused to strike (and my refusal sparked other refusals so the strike always failed). It is my opinion that public employees do not have the right to strike and if a person doesn't like that, go get another job. Back to binding arbitration. The taxpayers are the ultimate authority in the schools and if we give away binding arbitration, we might just as well disband publically elected school boards of directors and let the teachers elect a committee to run the schools.

Best wishes,


Sara Hornberger

What's Wrong With Our Teachers

Low prestige and few rewards are discouraging top students from entering the profession. Result: Too many instructors who don't measure up to the challenge.

A Texas elementary-school teacher gave a reading lesson under her hand-printed sign: "Patient is a virtue."

A Salt Lake City English teacher renowned for his excellence quit the classroom to earn twice as much in another job—driving a truck.

These cases illustrate two sides of a growing crisis in America's public schools: On the one hand, too many classrooms are burdened with teachers improperly prepared for their work. On the other, thousands of competent instructors are being lured from their jobs by more rewarding work elsewhere.

Educators insist that teachers don't deserve all the blame for the decay in American education as evidenced, for example, by the decline of Scholastic Aptitude Test (SAT) scores to a national average of 893 in 1982, from 958 in 1967. Factors such as budget cuts, curricula changes, classroom violence and competition for students' interest from TV and other outside forces also are cited for causing poor performances.

Increasingly, however, leading scholars insist that reform of the nation's schools—crucial to maintaining America's technological leadership—must start with teachers.

In a major study of the American teacher to be released in mid-March by a panel of top educators, project director Emily Feistritzer concludes: "The real crisis in teaching today is in who is entering the profession. And if we don't do something about that now, it will hurt America's competitive standing in the future."

Many remedies are being undertaken to reverse the situation. Colleges of education are raising their admissions standards, and beginning teachers are being tested to weed out incompetence. Higher pay is being considered in some areas.

To relieve a teacher shortage in math and science, the House of Representatives on March 2 approved a 425-million-dollar program designed to put more qualified instructors in the classroom. The bill, which awaits approval by the Senate, includes 250 million dollars in grants to the states and to local school districts to update the math and science skills of current teachers and to retrain teachers of other subjects to qualify them to teach math and science.

An intense immediate concern is the fact that most of the nation's brightest college students are rejecting careers as

teachers at a time when enrollment increases are expected to create serious teacher shortages by 1990. Shortages already are appearing in some areas.

Fewer than 5 percent of the freshmen entering college last fall said they planned to become teachers—down from nearly 22 percent in 1966. Their

low numbers were matched only by their low academic performances. The 1982 SAT scores for students entering education were 80 points below the national average in math and verbal skills—a combined score of 813 out of a possible 1,600. Future teachers ranked 26th in 29 academic fields surveyed.

Alarming Decline in Quality

Educators say many of the problems are traceable to a surge in public-school enrollment in the early '60s that put pressure on colleges of education to train thousands of teachers quickly. The boom also caused many states to certify new instructors who were not adequately prepared.

"They were just trying to get warm bodies into the classroom," recalls Samuel Sava, executive director of the National Association of Elementary School Principals.

Since then, educators note, the women's-liberation move-

ment also has encouraged females to aspire to their highest goals of employment. As a result, many young women have decided that the teaching profession, for decades one of the best jobs available to them, did not have enough prestige and chose other careers.

The result has been an alarming decline in the quality of teachers entering many classrooms. While school officials claim that 95 percent of their teachers perform adequately, they also concede that cases of incompetence have become all too common:

- An elementary-school teacher in South Carolina was downgraded to a substitute after parents complained about the bad grammar and misspelled words she used in correcting students' papers.

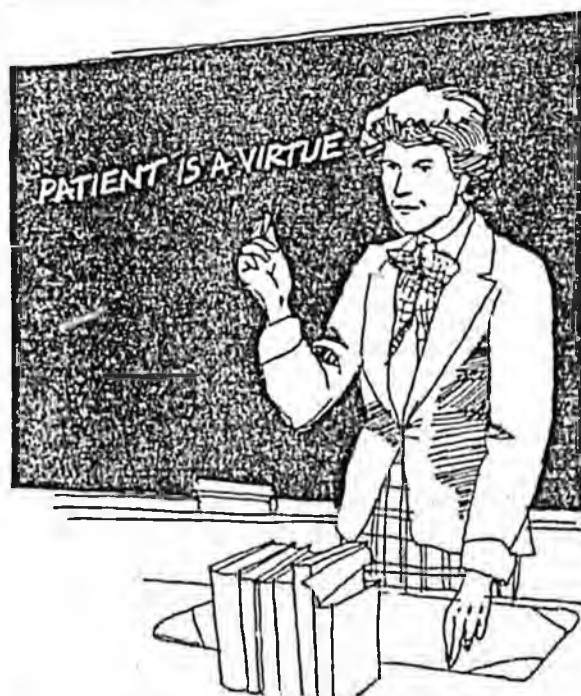
- A California teacher stood with her back to the class while youngsters pelted her with spitballs, the noise becoming so intense

that another teacher came to investigate. After other incidents of behavior that were judged to detract from her teaching, she was put on notice to improve or risk dismissal.

- A mathematics teacher in a Creve Coeur, Mo., high school was discovered by administrators to be "completely incompetent." Her problem: "Inability to read the chemistry of the kids. She wasn't capable of responding to the class. She'd miss the puzzled look on kids' faces."

Sufficient knowledge of the subject matter is only one of the criteria for successful teaching. Being able to communicate that information to large classes with both talented students and slow learners presents problems for some otherwise competent teachers. A Pasadena, Calif., teacher with a firm grasp on her subject matter "had no control of

ILLUSTRATION BY HAROLD BAILEY



Classroom teachers who cannot spell words correctly are a source of concern about incompetence.

her class. She was literally afraid of her gifted and accelerated students," says the superintendent. The district paid a settlement of \$78,000 to terminate her services.

A study conducted for the National Institute of Education, which looked at college graduates who entered teaching in the late '70s, found that those with the highest academic ability were much more likely to leave their jobs than those who were lower achievers. Among high-achieving students, only 26 percent intended to teach at age 30, as compared with approximately 60 percent of those with the lowest academic ability.

Many Americans worry about the damage that such experiences cause to impressionable young people. Mike Barnicle, columnist for the *Boston Globe*, received a letter from a high-school English teacher that included such comments as: "I get sick and tired of the vandalism and all the drinking, too much of it. I have been a teacher for eight years and I try and tell the kids. They have been a big increase in public drinking." Barnicle noted in his column: "For all practical



Teachers find that part-time jobs in places such as a gas station make them vulnerable to students' taunts and jeers.

minimum-competency test failed to meet the most basic skill requirements.

Notes Dan Alexander, president of the Mobile County, Ala., school board: "If the current test-failure rate is, say, 20 percent, then you have to figure that 20 percent of the people who would have failed in the past are still teaching in the system."

Teachers "Are Beaten Down"

One of the worst effects of the crisis is the lowering of teachers' morale. A 1981 survey of the nation's 2.2 million public-school teachers by the National Education Association found that 24 percent of the teachers polled "probably would not" choose teaching as a career again. In 1961, fewer than 8 percent said they would reconsider.

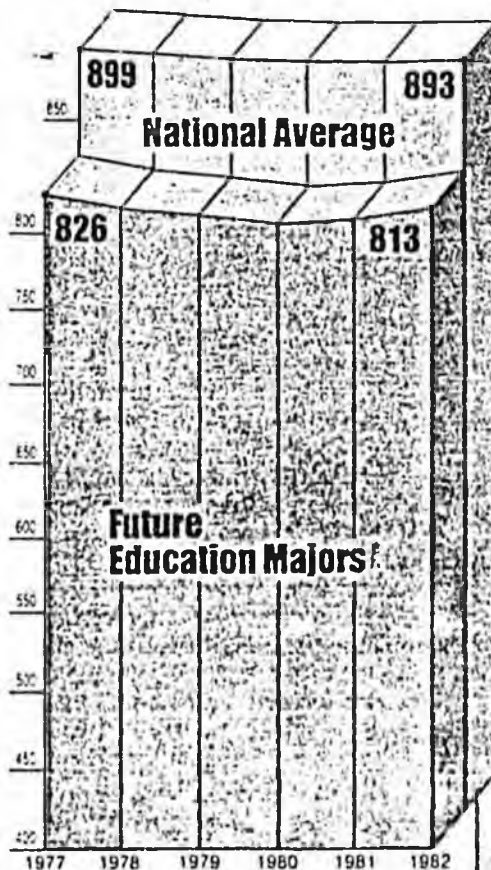
What has happened over the past two decades to make teaching so unpopular? Responds Ernest C. Smith, a Los Angeles industrial-arts teacher with 15 years of experience: "Teachers economically and morally are beaten down."

Low pay is the top complaint. The National Center for Education Statistics estimates that the average current salary for classroom teachers is \$17,644—up from \$9,269 in 1971. However, in constant 1980-81 dollars, teachers have lost money, dropping from the 1971 equivalent of \$20,168.

The outlook for the future is equally bleak. The center

When It Comes to Tests, Future Teachers Rank Low

Combined Math and Verbal Scores of College-Bound Seniors (1,600 is perfect)



Scores from this same Scholastic Aptitude Test for 1982 were ranked according to the students' intended areas of study, with the outcome—

Test Score	Test Score		
1. Physical sciences	7054	15. Health and medical	885
2. Mathematics	1024	16. National average	883
3. English literature	995	17. Communications	882
4. Engineering	986	18. Music	880
5. Biological sciences	976	19. Psychology	882
6. History and cultures	960	20. Theater arts	878
7. Foreign languages	955	21. Forestry, conservation	876
8. Philosophy and religion	945	22. Geography	868
9. Social sciences	936	23. Business and commerce	847
10. Library science	932	24. Agriculture	838
11. Undecided	925	25. All other fields	832
12. Military science	908	26. Art	822
13. Computer science	906	27. Education	813
14. Architecture	906	28. Home economics	792
15. Environmental design	898	29. Ethnic studies	744
		30. Trade and vocational	739

expects salaries in 1991 to have risen to \$20,113—still \$55 below the 1971 mark.

"Looking down the way 20 years, I wouldn't want to support my family on a teacher's salary," says Patricia Nipper, a Latin teacher in Little Rock. With seven years' experience and a master's degree in English, Nipper earned \$16,000 last year.

Many teachers are forced to take part-time jobs to supplement their salaries. Twenty-nine percent of the teachers surveyed in Texas last year had outside jobs, up from 22 percent in 1980. The experience can be humiliating. A Salt Lake City teacher finds his job at a gas station makes him the target of student ridicule: "Students that I had bring in their cars and ask for a dollar's worth of gas. They enjoy taunting me as their teacher who now has to wait on them."



Some instructors who know their subject matter are unable to provide adequate discipline for students unwilling to learn.

Teachers don't have to go far to find better-paying jobs, and many are doing so. The average starting salary for teachers is \$12,800, compared with \$16,200 for accountants and \$20,264 for computer scientists. A master's degree may raise a starting teacher to \$14,079, but engineers holding master's degrees receive \$11,000 more as starting pay.

As a result, many college students, most often math and science majors, are seeking more lucrative careers. In Iowa, the

number of graduates in mathematics education fell to 38 in 1981, down from 234 in 1970. The state needed 102.

Experienced teachers are joining the exodus from the classroom. Richard Ong, 25, recently left a computer teaching job in Los Angeles to program videogames for Mattel.

The transfer instantly raised his salary 50 percent, from \$16,000 to \$24,000. If teachers such as Ong continue to leave at their current rate, more than a third of the nation's qualified secondary-school math and science instructors will be gone by 1992.

Many areas faced with these shortages have had to use teachers certified in other subject areas to teach math and science. In Pacific Coast states, 84 percent of the new math and science teachers were trained in other fields.

Educators as Baby-Sitters

Other reasons for leaving include problems of discipline in overcrowded classrooms that are filled with handicapped youngsters, children who speak little English, and the products of broken homes.

Says one suburban Washington, D.C., elementary-school teacher: "I have children who have been with a babysitter since they were 3 months old. They are demanding from me the individual attention, concern and caring they haven't gotten from their parents. I just can't give enough with 25 students in the room."

Thirty-four-year-old Gay Maise left her teaching position in a St. Louis suburb because of discipline problems: "I spent the entire first three months of school on discipline and classroom order. Forget about teaching subjects."

Teachers in many urban school districts live with the fear of violence. In February, an Atlanta teacher was cut in the neck during a robbery attempt while walking during school hours from the main school building to an annex. In

Teachers' Test—Can You Answer?

Six states use the National Teacher Examinations produced by the Educational Testing Service for teacher certification. Prospective teachers take a battery of tests on communications skills, general and professional knowledge and their specific field of study. Here are sample questions from those tests—

1. If the sum of two numbers is 18, which cannot be true of the numbers?

- A Their sum is 0.
- B Their product is 0.
- C One number is twice the other number.
- D One number is 8 times the other number.
- E One number is greater than 18.

2. During a recession in the United States, unemployment is likely to be highest among which of the following groups?

- A Public-school teachers.
- B Army officers.
- C Office managers.
- D Automobile-assembly workers.
- E Dairy farmers.

Answers: 1. A, 2. D, 3. B, 4. D.

3. The maximum size of particles that can be moved by a river is related most directly to the:

- A Length of the river.
- B Speed of water in the river.
- C Cross-sectional area of the river.
- D Amount of salt dissolved in the river water.
- E Number of waterfalls along the river's course.

4. Tom had a party for some friends and relatives, and 40 people came. If twice as many relatives had come, the number of people at the party would have been:

- A Exactly 60.
- B Exactly 80.
- C Exactly 81.
- D Between 40 and 80, but not necessarily 60.
- E More than 40, but no maximum can be set.

Questions are reprinted by permission of Educational Testing Service.



Incentives such as higher pay and tougher academic courses are being tried to encourage better-quality students to enroll in teacher-training programs.

Dade County, Fla., public schools reported 84 student assaults on school personnel during the first half of the past school year.

Tight budgets in many school districts have meant coping with inadequate supplies. In Prince George's County, Md., no new textbooks were purchased this year. As a result, many English teachers can't use favorites such as *The Great Gatsby* or *The Scarlet Letter* because there aren't enough books to go around. A poll of Louisiana teachers found nearly a third spend more than \$100 of their own money annually to buy classroom materials.

"We're being asked to do more and more with less and less," notes Marty Berger, a Prince George's County psychology teacher who makes do with a 1974 text. "That forces you to be more creative, but it also makes it harder to maintain your enthusiasm."

Why, then, do so many teachers remain in the classroom? Because, they say, there are priceless rewards such as the moment when a child suddenly understands a math problem or discovers the joy of Shakespeare's plays.

Explains California industrial-arts teacher Ernest Smith: "It's a great feeling to meet a former student who says: 'You gave me a tough time, but now my life is better.'"

For some individuals, these rewards were sufficiently attractive to lure them from higher-paying jobs in private industry. Wynetta McNeil, 31, left previous positions in finance and consulting to teach math and social sciences in Atlanta. She says: "I found that my skills were strong as a motivator. A lot of kids I work with have the talents that just have to be tapped. When I see the little light bulbs click on over their heads, I feel satisfied."

Melissa Lane, 16, a junior at North Hollywood High School, says good teachers are easy to identify: "They are excited about the subjects they teach. They're available at lunchtime if you need them. They always have plans and projects."

Screening Out Incompetents

Efforts are under way in many places to upgrade the quality of teachers while attracting more intelligent newcomers. By 1985, half of the 50 states will require new teachers to take a basic-skills test before they can operate in a classroom.

The tests screen out incompetent teachers and help pinpoint weak teacher-preparation programs. Since Louisiana began testing its future teachers in 1978, the passage rate has risen from an initial 53 percent to 75 percent last year.

In Florida, 84 percent of all who took the exam last Oct passed. However, only 37 percent of the black students in education passed, which has raised concerns about worsening of an already serious decline in the number of black teachers. The American Association of College Teacher Education and other groups are discussing ways to recruit top-quality black students and offer better preparation programs.

Some areas also have tightened procedures for determining how well a teacher controls a class or imparts her knowledge to students. Some states have begun delaying certification for new teachers until they have completed a one-to-three-year internship on the job. During that time, teachers are evaluated by administrators and other instructors.

Improvements also are under way in many of the 1,000 colleges offering teacher-education programs—only 5 percent of which are approved by the National Council for Accreditation of Teacher Education. Concern has generally focused on the teaching-methods courses that critics say are being abandoned and are driving away many bright, ambitious students.

Now many colleges of education are raising their admissions standards and stressing more liberal-arts courses. Some are combining classes in teaching methods with fieldwork in local schools. The University of Kansas is among a handful of schools that have expanded their four-year programs to five years to cover all the new issues today's teachers must know.

More programs also are being designed to assist experienced teachers already in the classroom. About 600 community work sites, known as teachers centers, have sprung up around the country to enable teachers to help one another solve academic and emotional problems.

"Master teacher"—a solution? The most critical problem still to be solved is how much teachers should be paid. A 1981 study for the National Institute of Education concluded that the U.S. "gets approximately what it pays." The bottom one-third of the college-going population is seeking positions paying salaries in the bottom one-third of the economy.

Several states, including Florida and Texas, have proposed raising all teacher salaries significantly. Secretary of Education Terrel Bell favors creating a position of "master teacher," which would command a salary several thousand dollars higher than a regular teacher's pay. Tennessee Governor Lamar Alexander has proposed such a program that would pay master teachers an average salary of \$26,873, which is 60 percent more than the salary of a regular teacher.

While such a program would reward excellence, many administrators say any type of merit-pay system would be hard to administer and might prove divisive. Says elementary-school Principal Elizabeth Decker of Loudoun County, Va.: "If every teacher is out for herself, the sharing of materials, ideas and talents tends to stop."

The question of how much teachers are worth ultimately boils down to how much students are learning. Notes Los Angeles parent Annie Richardson: "Teachers will have to rededicate themselves to produce better products or they will never get the support of the public."

By LUCIA SOLORIZANO with the magazine's domestic bureau

Want Better Teachers? Raise Pay, Stop Classroom Violence

A well-known educator says that a vital part of the effort to improve the quality of instruction in our schools depends on the public—including a willingness to spend more.

Q Mr. Shanker, why are teachers under so much fire now?

A Not so long ago, many people in the general public were uneducated. Teachers were among the educated elite. But very quickly we've educated so many of our people that the gap between the general public and the teacher is no longer there. That makes teachers easier to criticize.

Also, we no longer have an elite student body, and we're not educating the masses as well as we used to educate the few. What teachers can do with children who are relatively advantaged is very different from what can be done with the kids who used to be pushed out of school. To some extent, teachers are blamed for that.

In addition, it is getting more difficult to find teachers of acceptable or high quality.

Q What makes that so difficult?

A A big part of it is the money—or lack of it. If somebody is asked to go into teaching at \$12,000 a year but can become a trainee for some business at \$20,000, you're not going to get very many candidates.

Also, 30 years ago about the highest profession that most women could aspire to was teaching. Now all sorts of other professions have opened up to them.

Q How can better students be attracted to a teaching career?

A The economic incentives have to be improved. You also have to solve the problem of violence and disruption. A person who is primarily interested in mathematics or Shakespeare loves that subject and feels that it is important enough to spend a lifetime imparting this knowledge to others. That person does not want to spend his or her time telling Johnny to put away his knife or to stop shrieking.

In many schools a teacher cannot get satisfaction from the job because of a small percentage of students who are sick, who are violent, who are not learning. Instead they are preventing other children from learning and are driving out competent and capable teachers.

A good teacher does not want to be a policeman, a psychiatrist or a jailer. The schools must come to grips with this.

Q What about improving the teaching environment?

A A lot of corporations are talking about "quality circles"—increasing productivity by increasing the participation and happiness of all who are involved. Schools have to develop in that direction, too.

In schools today, teachers are very often treated pretty much the way the children are. If they're absent for a day, they're asked to bring a doctor's note. Most people with intellectual self-respect and some accomplishment are not going to thrive in an atmosphere like that. Schools have to make teachers an equal partner in the educational endeavor.

Q How do you define a competent teacher?

A A teacher should have a relatively high level of literacy and should be competent in his or her own subject matter. Everyone who enters teaching ought to be tested on those skills. There also must be performance characteristics related to the interaction between teacher and students, but

those have to be observed by people over a period of time.

There ought to be an internship period similar to what a doctor goes through. This should be done in a regular school setting over a two or three-year period of time in which the new person gets a good deal of help and is able to try out different things. It also ought to be a time after which, if the person isn't really good, you can say, "Goodbye—this is not for you."

Q What are the characteristics of an excellent teacher?

A The excellent teacher is a great artist. Greatness implies a certain creativity. Probably most adults have had at least one or two teachers who would have inspired them to come back to classes even on Saturday or Sunday. But you can't have all of your teachers at that level any more than you can expect every singer to be a Pavarotti. There's nothing wrong with being competent. Most teachers *are* competent, and what we need to do now is constantly to raise that level a bit. If we can do that, our schools will be in pretty good shape.



Q Would it help to pay higher salaries to the best teachers?

A If we could find a scheme that rewarded merit on some measurable and commonly accepted basis, there'd be nothing wrong with it. But wherever this has been tried, the majority of colleagues became demoralized because they felt it was not the meritorious person who was being rewarded. The money was being used to accomplish other purposes.

Q Would it raise educational standards to pay more to teachers in fields where there is a shortage, such as math or science?

A How much more are you going to pay them? Are you going to pay \$1,000 or \$2,000 more to a college graduate normally starting at \$11,000 or \$12,000? Industry will pay a science major \$24,000. Do I hear anybody bidding \$24,000? No.

Suppose that next year we have a shortage of English or kindergarten teachers. Will the public say: "Well, math and science are superior subjects. So when they're in short supply, we'll pay extra money. But anybody can teach English or kindergarten." Then you begin to teach children that it's not as important to learn English, that it's not as important to be able to understand or work with children who are younger.

Q What can be done to improve or fire incompetent teachers presently in the classroom?

A With people who are not making it, you first give them all the help you can. Then you do what any other employer does: You build a case against them. Tenure doesn't mean you keep your job. It just means that the boss has to go before somebody and give a reason for removing you. If you've got a good reason, there's no judge in the world who's going to uphold that teacher's right to stay there.

It is also important to stimulate teachers constantly. Teachers are locked up with children for almost their entire lives. They spend very little time with their colleagues. We need to develop ways for teachers to have a chance to read great literature, to discuss ideas, to be in an adult environment where they are respected by others. Getting excited about something and learning something new will generate the kind of enthusiasm we need to make teaching a really desirable profession again. □

Kerttula questions UA salary proposal

Associated Press

Juneau — Plans to increase staff salaries at the University of Alaska by 7.5 percent drew concern today during a Senate Finance Committee hearing on UA's proposed \$174.28 million operating budget for fiscal 1984.

The package represents a 17 percent increase over UA spending this fiscal year.

Senate President Jay Kerttula, D-Palmer, who sat in during the fourth day of hearings on UA's proposed spending package, said he wondered why salaries were climbing in the midst of a recession.

"Salaries Outside are going down," Kerttula told UA-Anchorage Chancellor David Outcault.

Pay raises based on merit "are justified," Kerttula hastened to add, but he questioned the practice of issuing automatic pay raises in the face of hard times that bring "competition for jobs."

Contained in the UA request is a 3 percent "step" increase in pay, and a 4.5 percent cost-of-living increase for UA staff.

UA-Anchorage is requesting a total operating budget of \$35.56 million.

In a separate matter, George P. Melican, chancellor of UA's Division of Community Colleges and Rural Education and Extension, decried the fact that tuition at Alaska's 10 community colleges is the highest in the nation among such institutions.

He said he is recommending that community college tuition not be increased at the same rate as university tuition, which, according to Sen. Jan Faiks, R-Anchorage, is 300 percent lower than the national average for state universities.

Melican had no figures immediately available showing how community college tuition compares with the national average.

White House Favors Civil-Service Pay Tied to Performance

By a WALL STREET JOURNAL Staff Reporter
WASHINGTON—The Reagan administration wants to place greater emphasis on job performance in determining the salaries of federal white-collar employees and the order of layoffs when furloughs are necessary.

Under a proposal being considered by the administration, a performance-based pay system would replace the current procedure under which these workers get increases based mostly on seniority. The proposal would retain the across-the-board yearly increases federal workers usually receive to keep their pay comparable to private-sector workers'. Further, the plan would make performance more important than seniority in determining which workers lose their jobs during layoffs.

The plan, which doesn't require Congressional approval, has been agreed to at the cabinet level. President Reagan is expected to give final approval.

The plan would bring about 1.4 million federal workers under a merit-pay system that currently includes about 125,000 senior federal executives.

Donald Devine, director of the Office of Personnel Management, said the proposed changes would "reform the system so it makes more sense from a management perspective." He added, at a briefing yesterday for a small group of reporters, that government decisions on the pay and laying off of personnel "are made with very little consideration given to how well they perform."

In the past, rumors of such proposals have been greeted with howls of protest from federal employee groups. Yesterday the American Federation of Government Employees, which represents about 700,000 workers, called the plan "a return to the spoils system." A spokeswoman said the government's performance-appraisal system, which has been used for senior executives since 1981, is "too new and too subjective to be an adequate criterion" for determining pay raises.

The latest proposal is another dose of harsh medicine for federal workers. Mr. Reagan's 1984 budget proposes that federal workers' pay be frozen next year and that workers' contributions to the pension system be raised. On Oct. 1, federal workers received a 4% increase. Further, the administration has proposed that the age at which civilian workers can retire with full benefits be increased, over a 10-year phase-in period, to 65 from 55.

Dunkin' Donuts, Franchisees To Raise Advertising Outlays

RANDOLPH, Mass.—Dunkin' Donuts Inc. disclosed in its annual report that the company and its franchisees plan to increase spending for advertising to \$100 million in the five years ending 1987, from \$43 million

Philips Unit Settles Suit Against Mattel Over TV-Game Patent

By a WALL STREET JOURNAL Staff Reporter
NEW YORK—North American Philips Corp. said it agreed to settle a television-game patent lawsuit it had filed against Mattel Inc.

Under the settlement, Magnavox Consumer Electronics Co., a unit of North American Philips, releases Mattel from all claims of patent infringement and grants Mattel a license for its television-game patents. An official of North American Philips declined to specify the amount of the licensing fees to be paid by Mattel, but he said: "We think it was a very satisfactory settlement for Magnavox."

In Hawthorne, Calif., Mattel also declined to disclose the amount of the royalties. The toy maker, publishing and entertainment concern said it had made adequate provision for payment, but wouldn't comment further.

The settlement involves a 1980 suit that contended that Mattel infringed Magnavox's patent on "Odyssey 2," a programmable television-video game, by introduction of Mattel's "Intellivision." At issue was the electronic circuitry that converts electrical impulses to images on the screen.

Last July, a federal judge in Chicago ruled that Mattel had infringed Magnavox's patent for certain television-video games, and Mattel later appealed the decision.

North American Philips has interests in consumer products, electrical and electronic parts, and professional equipment. It is a unit of Philips N.V. of the Netherlands.

Nissan Motor in USA Is Sued by Wisconsin Over Pickup Truck Ads

By a WALL STREET JOURNAL Staff Reporter
MILWAUKEE—The Wisconsin Attorney General sued Nissan Motor Corp. in USA, charging the unit of the Japanese auto maker with deceptive television commercials.

The suit, filed in Milwaukee County Civil Court, cites two 30-second television advertisements that ran last fall, featuring Datsun King Cab pickup trucks. The commercials said Datsun pickup truck prices "start at \$5,858." King Cab models usually cost at least \$7,000, according to the suit.

The ads included a disclaimer that the \$5,858 price applied only to another model. The attorney general's suit charges that the disclaimer appeared too briefly to be read by viewers.

"We viewed it over and over and it really is impossible to read that disclaimer," said Jonathan P. Siner, an assistant attorney general.

The suit asks for penalties of as much as \$500 for each time the ad is aired, it also seeks restitution for customers who shopped for King Cabs at \$5,858 but paid more. Mr.

Shultz Says To Need Are Cut

By a WALL STREET JOURNAL Staff Reporter
WASHINGTON—George Shultz said fearful of an intern cutting back too far derdeveloped countries. "I think myself have been drawing fact, in international desirable." Mr. Shultz said something that if fast will be damaged.

He said that new developing world's rate from the first half of 1982. But in year, he said, estimated "precipitous drop" give any figures.

Mr. Shultz warned to scale back undercuts chances less-developed countries work out from loads.

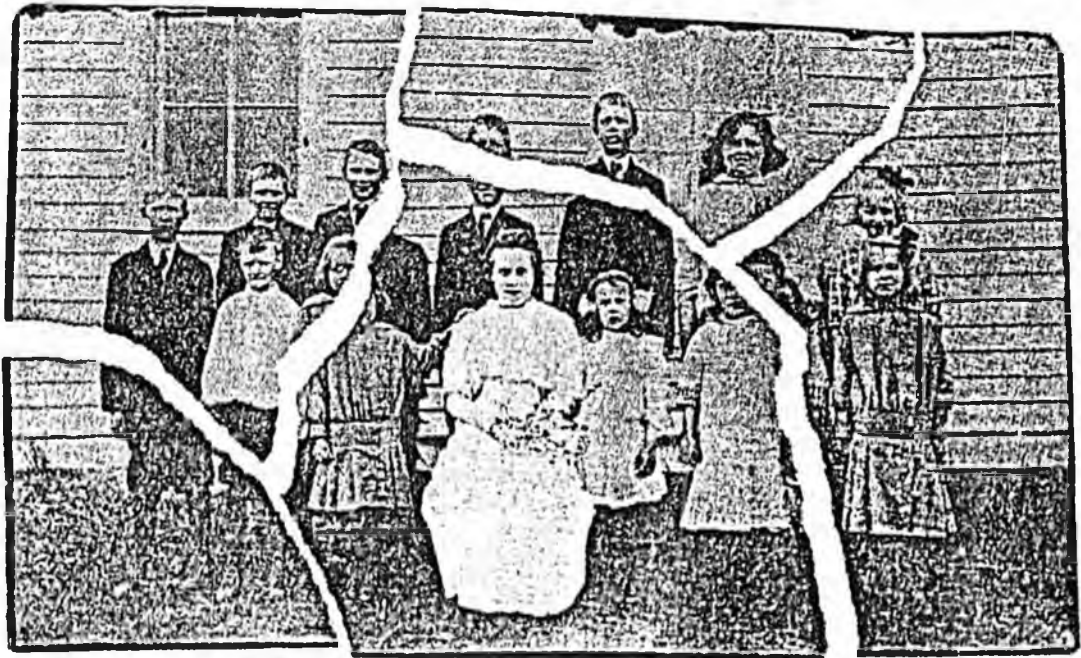
Reagan administration warned before might overreact international debt and cut. But Mr. Shultz warned that bankers act back too much.

Mr. Shultz said:

Basic verbal and mathematical skills don't make a good teacher, but the lack of them will surely make a bad one—and bad teachers mean inadequate education. Confronted with the fact that too many teachers do lack basic skills, the states are responding with a variety of remedies.

Teachers: A Question of Competence

"Why should we be able to read and write if our students can't?" a grade-school teacher commented sarcastically when asked about teacher competency. Needless to say, teachers don't appreciate being scapegoats for the failures of public education. Nevertheless, revelations about a generation of high school students who could neither read nor write has inevitably led to the questioning of teacher quality in America.



The mid-1970s was filled with press accounts of plummeting test scores and functionally illiterate high school graduates. The minimum competency movement was born and, when the dust settled, 40 states had enacted laws requiring basic skills tests in the public schools.

The teacher competency movement followed not far behind. "We started out testing the students," says House Speaker Frank Kelley of Arizona. "That's like measuring your body temperature to find out you're sick. So we found out that we were a

Teachers

little bit sick. Now we're looking at the education of teachers and the testing of those teachers before they can be certified to teach in Arizona."

The public, fueled again by press reports of teachers failing basic skills tests, garbled notes to parents, and incomprehensible homework assignments, began now demanding teacher accountability. In a 1979 Gallup Poll, a whopping 85 percent of respondents agreed that teachers should have to pass state exams in their subject areas.

Over the last several decades, the teaching profession has suffered some severe blows to its prestige. Whereas in the past, teachers were well-respected and generally had more education than the general public, today the public is often as well-educated, if not more educated, than teachers. "Teachers are surrounded by parents who feel that they could do as good a job teaching their children if they weren't too busy making more money," once commented Albert Shanker, president of the American Federation of Teachers (AFT).

Low salaries haven't helped attract qualified applicants to teaching. The 1981-82 average teaching salary was \$18,976, according to the National Education Association (NEA), the country's largest teacher union. The low status and pay of the profession—not to mention the problems of violence, discipline and apathy in the classroom—is turning away many who in the past would have taught.

"We are no longer seeing the first cut of people who would have entered the profession 10 years ago," says Rich Hollihan of the Florida Education Standards Commission. "Those people are now in industry and other professions." Shortages of mathematics and science teachers are becoming especially acute because of the competition of higher-paying private-sector jobs. The exodus of women and minorities from teaching to new job opportunities offering more pay and status has also contributed to the decline in teacher quality.

Recent studies confirm that teaching does not attract the "best and brightest." In a study for the National Institute of Education, Phillip C. Schlechty and Victor S. Vance concluded from a review of Scholastic Aptitude Test (SAT) scores that teaching attracts and retains those with low measured academic ability while failing to attract or retain those with high measured academic ability. Thirty percent of all teachers are drawn from the lower 20 percent of academic achievement. And 34 percent of teachers committed to remain in teaching come from the lower 20 percent—61 percent from the lower 40 percent.

The nation's schools of education have also come under fire. Teacher preparatory schools have been criticized for minimal entrance requirements and low standards for graduation. The curricula has been scored for emphasis on

teaching theory rather than on subject matter and actual student teaching experience.

But in most states, graduation from a school of education is all that is necessary for teacher certification. "Certification in most states is verification," says Lester Solomon, director of Georgia's performance-based certification program. That is, the state basically accepts the recommendation of a college.

Solomon does not consider such a system as setting standards. "Only when [the state] sets standards for a test or on-the-job assessment is the state really taking its responsibility of establishing standards for certification as opposed to just accepting a recommendation from the college."

State response to the public pressure for teacher accountability has initially been quite similar to demands for student competency. Twenty states now require, or will require in the future, that applicants for teacher certification be tested (see chart on page 13). In at least half of these states, the tests have been mandated by the legislature—the rest have been authorized by the state board or department of education.

Testing does not mean the same thing in all states: Some have developed their own tests, others use the Educational Testing Service's National Teacher Exam (NTE), South Carolina uses a combination; some states test the basic skills of reading, writing and mathematics, others test subject matter or professional teaching skills, some test a combination of these; in some states prospective teachers are tested before entrance to teacher preparatory programs, others test after graduation.

Is testing the answer to teacher competency? Critics argue that it is a "band-aid" approach that has no power to treat the causes of poor teaching and that testing alone cannot predict who will be an effective teacher. Many different qualities go into good teaching—and high measured academic ability may not necessarily be one of them. According to Schlechty and Vance, much research has been devoted to studying what makes a good teacher—without conclusive results.

Those who support testing of basic verbal and mathematical skills agree that a test will not tell you who will be a good teacher. But, they argue, the lack of such minimal skills will surely make a bad one. "We feel very strongly," says Florida's Hollihan, "that if teachers cannot demonstrate that level of competency, we don't need them."

Testing has been opposed in some states by minorities and teacher unions. Minorities argue that testing perpetuates past discrimination and also that standardized test:

are often culturally biased. Blacks in Florida maintain that that state's requirements for certification will eliminate blacks from the teaching profession. According to Holihan, Florida law requiring that applicants to teacher colleges be in the 40th percentile on the SAT is making a significant impact on the number of blacks admitted to teacher programs. After reviewing results just in from California's new proficiency test for teachers, officials projected in January that two-thirds of minority candidates failed the test, compared to a one-third overall failure rate.

NEA, with 1.6 million members, has also gone on record against testing. Last year, Massachusetts witnessed a battle over a bill that would have required a basic skills test of all teachers, including those already certified. According to a legislative aide, the Senate tabled the bill—after it was amended in the House to apply only to new teacher applicants—because of the volatility of the issue. The Massachusetts Teachers Association (MTA), a division of

NEA and the state's largest teacher union, lobbied heavily against the bill. In the November elections, the union ranked candidates according to their position on the issue of competency testing.

Richard Durkin, lobbyist for the MTA, calls the type of testing Massachusetts was considering "punitive" rather than constructive. NEA does not consider testing a valid method of evaluating teachers and is opposed to its use as a sole condition for employment, especially after students have invested heavily in four years of education. Durkin and NEA support what they term more constructive approaches to teacher competency such as improved teacher education and provisional certification after graduation when a teacher can receive feedback and assistance. "I think evaluation is the key," says Durkin.

AFT, the smaller teacher union with a half million members, has come out in favor of testing, but both NEA and AFT vigorously oppose testing of teachers already or

States Requiring Testing for Certification

State	Authority	Year Enacted	Year Effective	Test Used	Areas to be Tested
Alabama	SBE ¹	1980	1981	State	Professional knowledge/subject matter areas ²
Arizona	SBE/Legislature	1980	1980	State	Basic skills/professional knowledge
Arkansas	Legislature	1979	1983	NTE ³	Commons and area examinations ⁴
California	Legislature	1981	1982	State	Basic skills
Colorado	Legislature	1981	1983	State	Basic skills ⁵
Connecticut	SBE	1982	1985	State	Professional knowledge/subject matter areas ⁶
Delaware	SBE	1982	1983	State ⁷	Basic skills
Florida	Legislature	1978	1980	State	Basic skills/professional knowledge
Georgia	SBE	1979	1979	State	Subject matter areas
Louisiana	Legislature	1977	1979	NTE	Commons and area examinations
Mississippi	SBE	1977	1977	NTE	Commons and area examinations
New Mexico	SBE	1981	1983	State	Basic skills/professional knowledge/subject matter areas ⁸
New York	Board of Regents	1980	1984	State	Basic skills/professional knowledge/subject matter areas
North Carolina	SBE	1979	1981	State	Basic skills/subject matter areas ⁹
Oklahoma	Legislature	1980	1982	State	Subject matter areas
South Carolina	Legislature	1979	1982	NTE/State	Areas examinations (NTE)/basic skills (state developed)
Tennessee	SBE	1980	1981	NTE	Commons examinations
Texas	SBE/Legislature	1980/1981	1985	State	Basic skills/subject matter areas
Virginia	Legislature	1980	1981	NTE	Commons and area examinations
West Virginia	SBE	1982	1985	State ¹⁰	Basic skills/subject matter areas

¹State board of education.

²English proficiency test required for admission to professional sequence.

³National Teacher Examination (developed by Educational Testing Service).

⁴NTE commons examination tests general knowledge from a liberal arts education; area examinations test subject matters areas.

⁵Required of applicants to professional sequence.

⁶Basic skills test required of applicants to professional sequence.

⁷Developed by the Educational Testing Service in cooperation with the s

⁸Basic skills test required of applicants to professional sequence.

⁹Basic skills test required of applicants to professional sequence.

¹⁰Developed by Educational Testing Service in cooperation with the state

Source: Education Commission of the States, Denver, Colorado.

the job for purposes of retention or salary decisions. Although several have tried, no states have succeeded in enacting such legislation.

A number of states have recognized that testing alone will not assure quality teaching in the classroom. "Testing doesn't tell you that much," says Speaker Kelly of Arizona. "It's the training and the follow-through, making sure that measurable standards of competency are set and followed." Several states have broadened their testing programs to include a period of provisional certification and on-the-job training.

In states that have recently instituted or are experimenting with such programs, there is a high level of optimism and support. "We are very excited about the program," says Holihan. "This is a program we are very anxious to have succeed." Dr. Everett Howerton, associate superintendent of public instruction in Virginia, says that he cannot "recall two legislative items for which there was more widespread support" than for Virginia's plan for testing and assessment.

One of the more extensive programs is in Georgia, which has a three-year period of provisional certification—the longest of any state. The first part of Georgia's program is a state-developed diagnostic test. Administrators in Georgia felt the NTE, like most standardized tests, did little to provide clear objectives to applicants and feedback to those who fail.

The main focus of effort and money in Georgia is on-the-job training and development. Solomon believes that legislators should look at the whole process as not simply

Twenty states now require, or will require, that applicants for teacher certification be tested. In at least half of the states, the tests have been mandated by the legislature.

setting standards and weeding people out but as providing for growth and development. "Four years of college do not a finished teacher make," Solomon frequently tells legislators.

Since the mid-1970s, the state board of education in Georgia has developed a sophisticated assessment program. For certification, a teacher must master 14 competencies, each measured by two to five indicators. An assessment team, made up of an administrator, a teacher and someone external to the school system, evaluates the teacher. Seventeen regional centers, funded by the legislature, provide 50-hour training programs for those who serve on an assessment team.

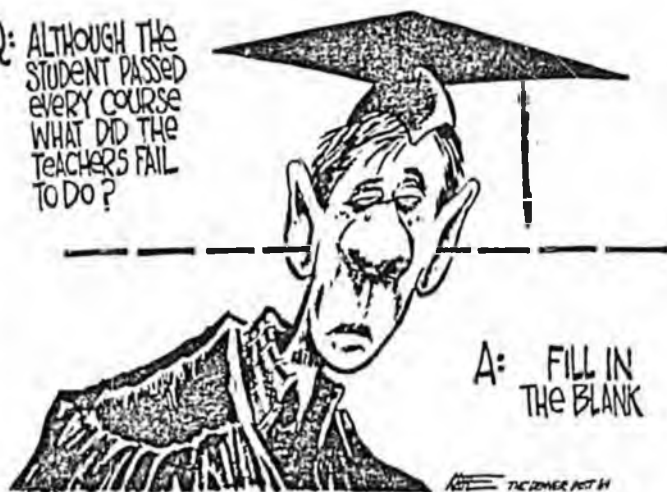
To Solomon, the training centers are one of the best investments a legislature can make. Although the training centers are a means to an end, i.e., the assessment of new teachers, both experienced teachers and administrators reporting profited greatly from the training. While it is costing the state \$3 million to run the training centers, Solomon considers this a small investment for such a high return on \$900 million the state invests in teacher salaries. However, the evaluation process can be done less expensively, says Solomon, by omitting the training centers and by using NTE rather than developing a new test.

Georgia has an 86 percent cumulative pass rate on the test. Solomon estimates that approximately 2,100 prospective teachers—out of the 15,000 applicants that have been tested since 1978—have been excluded from teaching in Georgia. The assessment program is in its third year and has seen a steadily improving pass rate: 60 percent the first year; 70 percent the second; and 80 percent expected this year. Solomon attributes the improving pass rate to college and universities using the feedback from the assessment and assessment process to better prepare students. In teacher preparatory programs have begun to use the Georgia assessment system in their student teaching programs.

Other states with comprehensive teacher programs in place include South Carolina, Florida, Virginia, Oklahoma, New York and Louisiana. South Carolina, Florida, Oklahoma and Louisiana screen applicants to teacher preparatory programs with either a basic skills examination or a certain high school grade point average or score on standardized tests like the ACT. South Carolina requires student teaching in the junior or senior year of the teacher program; Louisiana requires prospective teachers to maintain a 2.5 grade point average in a preparatory program. These states require testing at graduation and a one- to two-year period of provisional certification when a teacher is evaluated and assisted.

Arizona instituted a basic skills test in 1980 and is

Q: ALTHOUGH THE STUDENT PASSED EVERY COURSE WHAT DID THE TEACHERS FAIL TO DO?



experimenting with a pilot program in several school districts that provides for a one-year residency program before certification. Speaker Kelley believes "the key to the whole thing" is to require that competency in the classroom be demonstrated before certification is granted. He hopes the pilot project will demonstrate the program's value so that the legislature will provide funding. "I'm high on it," Kelley says. "I think this is the route to go."

In addition to setting certification standards, there are other steps states are taking to improve teachers. For example, state boards of education can work directly with schools of education to improve curricula, as Arizona is currently doing. A few states—California, New York and Oklahoma—have implemented programs for on-the-job teachers. Legislation in California in 1981 provided for professional teacher development centers to conduct basic skills training for teachers, and 1982 legislation provided funds for training programs for school administrators. Teacher preparatory programs themselves have begun to tighten standards and improve curricula. The impetus comes in part from the tightening of state standards and student failure to meet certification requirements.

Funding is an issue that most states are concerned with in this era of scarce fiscal resources. While testing is not an expensive program, especially if the NTE is used, the more extensive programs increase the costs. Many administrators and legislators are expressing concern about funding of current programs—and new ones. Utah is interested in a teacher competency program and is awaiting a report from the board of education. "We felt that Georgia had a good system but it set up a completely new bureaucracy within the state," says Senator William T. Barton, chairman of the Senate Public Education Committee, "so we're trying to come up with a way our ex-

isting state board can handle it with existing funds and personnel."

The availability of funds also has a bearing on teacher salaries. Legislators and administrators are very aware that setting standards and being selective must be balanced with attracting and retaining qualified teachers. Shortages of mathematics and science teachers will increase as well as in other fields if teaching is not competitive with other professions. Teachers' unions generally favor raising salaries before raising standards and requirements; legislators tend to favor raising standards, which would then justify higher salaries.

Some states are raising salaries as they implement new regulations. Florida, for example, aims to raise its salaries to the top 25 percent in the country within the next five years; Georgia is providing additional pay for its new teachers who go through the three-year assessment procedure.

Another means of raising the status and professionalism of teaching is to recognize different levels of teaching. Some states may move in this direction. Speaker Kelley in Arizona hopes to eventually "get into different levels of certification, including master teacher and so forth." Teachers should be rewarded for their competence so that a "'a teacher is a teacher is a teacher' just doesn't stand anymore."

Georgia is interested in providing the option to experienced teachers of going through the test and assessment procedure. Such teachers would then receive a performance-based teacher certificate and additional pay. States must move away from overall pay increases, Solomon thinks, and move toward performance-based increases—in part because there just isn't enough money to go around.

The "bottom line" of teacher competency, of course, is improved student learning. Because state programs to improve teacher quality are new, there is yet no data to assess the effects on learning. There is much room in the future for research that will correlate student achievement with what states are doing to improve teacher competency. And there is still room for further discovery and refinement of what makes for effective teaching.



Lisa Berland is assistant editor of State Legislatures.

HOUSE HEALTH, EDUCATION & SOCIAL SERVICES
STANDING COMMITTEE
April 13, 1983
1:06 p.m.

Members Present: Rep. Tischer, Co-Chair
Rep. Fritz, Co-Chair
Rep. M.W. Miller, Vice-Chair
Rep. Goll
Rep. Davis

Members Absent: Rep. Koponen
Rep. Cato

COMMITTEE CALENDAR

HB 257: "An Act relating to certain limitations and
exclusions in health insurance policies."
HJR 35: Relating to payment for health services
provided by the Alaska Area Native Health
Service.
SSHB 191: "An Act relating to school board
negotiations with certificated employees."

WITNESS REGISTER

Rep. Ward
State Capitol Building
Pouch V
Juneau, Alaska 99811
465-4939

Position Statement: Introduced a Committee Substitute for HB 257
which deleted Lines 16, 17 and 18 of the
original bill; said he did not agree with
the necessity of the deletion but would
agree to it in order to expedite the bill's
passage.

Martin Tirador
Blue Cross of Washington and Alaska
808 Doyon
Juneau, Alaska 99811
586-2142

Position Statement: Agreed to the changes made in the Committee
Substitute; questioned the legal obligation
of Native Health Service beneficiaries to
pay; suggested a word change in Section 2,
Line 18 of CSHB 257.

Rep. Hurlbert
State Capitol Building
Pouch V
Juneau, Alaska 99811
465-3799

Position Statement: Supported passage of SSHB 191; contended that good teachers are not paid enough because of the pay scale must also contend with incompetent teachers.

Elizabeth Morris
141 Denkel #3
Fairbanks, Alaska 99701
452-3053

Position Statement: Testified in support of SSHB 191; agreed with the intent to reward good teachers and get rid of incompetent teachers; commented on the high drop out rate for native students in public schools.

Bob Green
Association of Alaska School Boards
326 4th Street
Juneau, Alaska 99801
586-1083

Position Statement: Supported SSHB 191 if the merit scale was only one of the ingredients used to determine teacher pay; stated the need for an incentive to keep good teachers in education; contended that teachers are not paid fairly.

Steve Hole
Department of Education
Pouch F
Juneau, Alaska 99811
465-2890

Position Statement: Opposed SSHB 191; stated concern about the criteria to be used, who would determine criteria, to what extent performance would determine pay; pointed out the nebulous language in SSHB 191; contended that SSHB 191 could lead to conflicts of interest.

Jean Krause
National Education Association - Alaska
147 S. Franklin, #207
Juneau, Alaska 99801
586-3090

Position Statement: Pointed out that other groups besides teachers negotiate their salaries; opposed the bill's intent to lower teacher salaries and control the local bargaining process; cited states where merit pay plans were

tried and rescinded due to failure; contended that merit pay scale would engender many problems including harassment, favoritism, and competitiveness, and discourage cooperation among educators; supported strong evaluation procedures.

PREVIOUS ACTION

HB 257: 3/11/83 - First Reading.
Committee referrals - HESS, Labor & Commerce and Rules Committees.
See HESS minutes of March 25, 1983.

HJR 35: 3/11/83 - First Reading.
Committee referrals - HESS and Rules Committees.
See HESS minutes of March 15, 1983.

SSHB 191: 2/11/83 - First Reading.
Committee referrals - HESS and Finance Committees.
No previous action in HESS Committee.

ACTION NARRATIVE

TAPE#28
Recording
Number 0001

Co-Chair Tischer called the meeting to order at 1:06 p.m. Representatives Fritz, Goll and Miller were present. Representative Davis arrived at 1:18 p.m. Co-Chair Tischer announced the committee calendar and the Chair's intent to move HB 257 and HJR 35 out of committee.

Number 0045

Co-Chair Tischer informed the committee that the CS for HB 257 was now available for review, and called the sponsor to the witness stand.

Number 0064

Rep. Ward claimed that the CS was written to clear up some alleged problems with HB 257 and expedite the bill's passage out of committee.

Number 0083 Discussion regarding the difference between CSHB 257 and HB 257. Rep. Tischer pointed out that Lines 16, 17 and 18 of original bill were deleted in the committee substitute.

Number 0097 Rep. Ward stated he still was not certain the lines needed to be deleted but would agree to the change in order to ensure the bill's passage.

Number 0104 Martin Tirador, Blue Cross of Washington and Alaska, agreed with the Division of Insurance concerns presented at a previous hearing on HB 257. Mr. Tirador said the CS draft seemed to resolve most of the problems, but whether or not the beneficiary of Native Health Services had a legal obligation to pay was still questionable. Mr. Tirador was also concerned about where the money would go.

Number 0142 Mr. Tirador stated that Indian Health Services had no mechanism to bill 3rd party payers; consequently, the companion resolution HJR 35 would be necessary for HB 257 to have any impact.

Number 0165 Mr. Tirador recommended deleting the wording of Section 2, Line 18 and adding "is effective January 1, 1984 and applies to all policies issued on or upon renewal on or after that date," in order to prevent excess paperwork for insurance companies.

Number 0205 Rep. Goll vocalized his understanding of Mr. Tirador's intent and then clarified the wording of the suggested amendment.

Number 0245 Rep. Tischer said the intent of the bill was to create a mechanism to make hospitals more accountable for their services and encourage consumer responsibility.

Number 0270 Mr. Tirador informed the committee of Blue Cross' policy which requires direct billing from the hospital.

Number 0290 General discussion regarding billing procedures.

Number 0300 Discussion about federal involvement in the implementation of the bills.

- Number 0334 Rep. Tischer contended that the bills will help hospitals create a cost effective balance.
- Number 0350 Mr. Tirador pointed out that while 9,000 hospitals have billing processes, the federal government is not a part of any of them.
- Number 0358 Co-Chair Tischer indicated that she would appreciate a motion to move the bills out of committee. Discussion followed regarding federal involvement and the lack of hospital representation during hearings of the two bills.
- Number 0380 In regards to HJR 35, Martin Tirador recommended encouraging the federal government to contract with 3rd party payers when appropriate.
- Number 0401 Rep. Goll moved the amendment of Section 2 of HB 257 to read "The act takes effect January 1, 1984, and applies to all policies issued or renewed on or after that date." Discussion followed.
- Number 0414 Rep. Goll withdrew his previous motion and moved to accept the corrected version of CSHB 257 in place of HB 257, and to pass CSHB 257 out of committee.
- Number 0436 Rep. Davis pointed out the cumbersome wording of the effective date clause. The committee agreed to let the drafter of the corrected CS for HB 257 word the clause in the appropriate manner.
- Number 0445 Co-Chair Tischer called for the previous question. There being no objections, the motion passed.
- Number 0476 Rep. Fritz moved to pass HJR 35 out of committee with individual recommendations. There being no objection, the motion passed.
- Number 0495 Co-Chair Tischer announced SSHB 191 as the next item on the committee calendar, and introduced the prime sponsor of the bill.
- Number 0513 Rep. Hurlbert, District 24, explained the rationale behind the changes in SSHB 191; stated his conviction that certificated employees should be payed according to

merit. Rep. Hurlbert argued that good teachers presently are not payed enough because the wage scale also includes the incompetent teachers. Rep. Hurlbert contended that SSHB 191 is conceptual because it is an attempt to quit paying teachers as if they are all doing a good job.

- Number 0543 Rep. Miller argued that line 14 of the sponsor substitute changes the intent of the original bill. According to Rep. Miller, HB 191 allowed for the addition of a bonus based on merit to an already established pay scale; whereas, SSHB 191 uses merit as the basis for a teacher's total pay.
- Number 0560 Rep. Tischer read both versions of the bill aloud.
- Number 0575 Rep. Miller stated a possible conflict of interest because his wife is a teacher; and asked to be excused from voting.
- Number 0582 Rep. Davis objected.
- Number 0585 Rep. Hurlbert explained that SSHB 191 mandates that performance and merit be the criteria for raises.
- Number 0595 Rep. Tischer contended that HB 191 encouraged raises above and beyond the regular pay; whereas, SSHB 191 would allow school boards to increase pay for some while keeping it the same for others.
- Number 0620 Rep. Goll suggested implementing a bonus system instead of eliminating a standardized pay structure.
- Number 0632 Rep. Hurlbert supported the bonus system idea and other ways to reward those who excel in teaching. He stated that good teachers should be payed better in order to keep them in education.
- Number 0658 Elizabeth Morris, Fairbanks citizen, agreed with SSHB 191; stated that some teachers should not be in the school system and that good teachers should be rewarded. Ms. Morris said that she sent her children to private schools because of the poor quality education in public schools especially with regards to native children.

Number 0675 Ms. Morris described the problem native students encounter in public schools.

Number 0688 In response to committee members' questions, Ms. Morris stated that the drop out rate for native students is 50% in Fairbanks, and 70% in Anchorage. According to Ms. Morris, a greater number of native teachers would benefit native students.

Number 0723 Bob Greene, Association of Alaska School Boards, testified in favor of SSHB 191 as long as the merit scale was one component in the method of determining teacher pay. Mr. Greene said he would not approve if the merit scale was the only measure used to determine teacher pay. Mr. Greene contended that teachers are not payed fairly presently, and suggested adding a merit component to the experience, additional education, and annual components presently used. Mr. Greene said he was unsure how the system would work or be implemented, but that it was worth a try.

Number 0801 Mr. Greene contended that teachers in Juneau are presently well payed, but anticipated that salaries would decline in the future. Mr. Greene argued that an incentive will be necessary to keep good teachers in education, but stated he was opposed to giving higher salaries to all teachers regardless of performance. Mr. Greene also predicted a nationwide shortage of teachers.

Number 0856 Rep. Goll asked Mr. Greene for his explanation of why 90% of the teachers in Hydaburg quit last year. Mr. Greene answered that it was partly due to salary. Rep. Goll responded that the teachers he knew left not for money but because of poor management.

Number 0870 Rep. Goll suggested that teachers could be manipulated and punished if SSHB 191 were enacted; questioned what would safeguard against teacher manipulation.

Number 0907 Mr. Greene agreed that teachers presently leave the state for reasons other than money, and stated that SSHB 191 was futuristic legislation because 10 years from now teachers might leave for more money.

Mr. Greene concluded that SSHB 191 did not include a mechanism to determine criteria for merit in order to allow individual boards the opportunity to do so. Mr. Greene asserted that the statute for binding arbitration on grievance procedures would automatically protect staff members to some degree.

- Number 0948 Rep. Goll suggested replacing "shall" with "may" on Line 12 of SSHB 191 so that agreements would not be forced.
- Number 0955 Bob Greene opposed Rep. Goll's statement; contended that the bill would be unnecessary.
- Number 0958 Discussion regarding the shortage of physical sciences teachers in the lower '48. Bob Greene contended that the same proportion of teachers exists in Alaska, but that there was only a shortage of teachers in Bush areas.
- Number 0976 General discussion about incentives to teach in the Bush and Bush teachers pay scales.
- Number 0999 Steve Hole, Department of Education, said the department opposes SSHB 191. Mr. Hole stated concern about the lack of criteria and questioned who would determine merit, as well as do process rights under SSHB 191. Mr. Hole also questioned the meaning of "shall include criteria" on Line 12; asked to what extent performance would determine merit and pay.
- Number 1014 Rep. Miller asked if the department opposed both the original bill and the sponsor substitute. Mr. Hole responded that the department was less concerned about HB 191 than SSHB 191 because of the nebulous language in SSHB 191.
- Number 1032 Rep. Tischer said she presumed teachers would have input into determining the criteria on a local level.
- Number 1037 Steve Hole agreed that it would be up to each locality to enact the criteria, but pointed out that under SSHB 191 it would be mandatory to include a merit provision in all negotiated agreements regarding salary.

- Number 1059 Mr. Hole suggested a scenario where teachers come with some criteria suggestions and the board comes with a set of criteria which meets their own needs, and the two parties are unable to negotiate. Mr. Hole testified that as a teacher he had been evaluated in part on the length of his hair, his style of dress, and the way he voted on bond issues. Mr. Hole asked how such impasses would be resolved equitably.
- Number 1090 Rep. Tischer said that she hesitated to believe that negotiations between teachers and boards were actually that low.
- Number 1113 Rep. Fritz commented that people are human, and asked Steve Hole if he had any recommendations for a set of objective criteria by which to judge the quality of teachers.
- Number 1132 Mr. Hole responded that quality is often in the eye of the beholder, and that what is good in the way of teachers in one school is different for another.
- Number 1156 Rep. Goll recognized that conflict exists between school boards and teachers and stated that if SSHB 191 were enacted it would need to provide for instances where people do not follow the law. Rep. Goll stated that the criteria would have to be worded carefully as it could be used negatively to punish those who do not perform according to the school board's wishes.
- Number 1197 Jean Krause, National Education Association, Alaska reminded the committee and previous witnesses that groups other than teachers also negotiate their salaries, such as principals. Mr. Krause contended that SSHB 191 was a poor vehicle for forcing out incompetent teachers, and opposed the hidden intent of SSHB 191 to lower teacher salaries and control local bargaining procedures. Ms. Krause stated that NEA supports written, consistent evaluation procedures, and agrees that the best educators ought to be payed more but did not agree that merit pay was the appropriate means to that end. Ms. Krause also argued that the anticipated teacher shortage was not a good reason for the bill, and stated that many other factors

than money deter people from teaching in the Bush. Ms. Krause pointed out that no state in the USA has a statewide merit pay plan for teachers, and indicated that states which had tried the plan has rescinded them soon after.

Number 1230

In addition, Ms. Krause contended that SSHB 191 would engender problems in education such as increased harassment, favoritism, bureaucracy, more "yes people", and competitiveness among teachers. Ms. Krause said that the merit pay plan would discourage cooperation among teachers, and affect the morale of all certificated staff members.

Number 1264

Ms. Krause stated her support for strong evaluation procedures, changes in teacher preparation programs, and the creation of a talent bank of teachers to teach preparatory classes for prospective teachers.

Number 1273

In response to Rep. Tischer's questions regarding the present use of teacher evaluations, Ms. Krause stated that the philosophy behind evaluations was to improve teacher performance and aid in decisions about future employment for specific teachers.

Number 1300

Discussion regarding teacher evaluations and recent changes in education.

Number 1347

Rep. Tischer asked why merit pay programs were rescinded in other states. Ms. Krause responded that they were rescinded because they did not work.

Number 1358

Rep. Miller commented that evaluations in Fairbanks were conducted by principals, and that what one principal liked, the other disliked because they had different ideas of quality.

Number 1372

Rep. Davis agreed with Ms. Krause's comments regarding the fallacies of the merit pay system, and the need to revise evaluation procedures. Rep. Davis also requested written material on the failure of merit system in other states.

Number 1386

Co-Chair Tischer adjourned the meeting at 3:16 p.m.

Original sponsors: Hurlbert, Lindauer,
Fuller, et al

1 IN THE HOUSE

BY THE HEALTH, EDUCATION AND
SOCIAL SERVICES COMMITTEE

2 CS FOR SPONSOR SUBSTITUTE FOR HOUSE BILL NO. 191 (HESS)

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 THIRTEENTH LEGISLATURE - FIRST SESSION

5 A BILL

6 For an Act entitled: "An Act relating to school board negotiations with
7 certificated employees."

8 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

9 * Section 1. AS 14.20.550 is amended by adding a new subsection to
10 read:

11 (b) Salary schedules or other pay provisions negotiated under
12 this section that take effect on or after July 1, 1984, shall include
13 performance and merit criteria, among others, that shall determine pay
14 increases for individual certificated employees.

16 B. Duene:

17 "Evaluation System" - for tenured & non-tenured teachers requirements
18 is in place.
19
20
21
22
23
24
25
26
27
28
29

HOUSE HESS
COMMITTEE MEETING
AGENDA

DATE: May ³¹ ~~29~~, 1983

TIME: 1:00 p.m.

I. Call Meeting to Order

- A. Note Committee Members Present
- B. Welcome Those Observing
- C. Remind those wishing to testify to sign up, and those giving testimony to speak up and state their names.

II. Announce Legislation Under Consideration:

HB 347 An act relating to the licensing of practitioners of naturopathic medicine; and providing for an effective date.

HB 194 An act relating to the education of exceptional children; and providing for an effective date.

SSHB 191 An act relating to school board negotiations with certificated employees.

Other notes or reminders:

ED FUNDS SET AT \$15 BILLION

Appropriations for the Dept. of Education have been set at \$15 billion for the remainder of fiscal 1983 (to Sept. 30). This is the Senate version of ED funding, about \$700 million higher than the House voted. It also is more than \$5 billion over President Reagan's initial request for ED.

In the MX missile and jobs program debates that dominated the continuing resolution, little attention was paid to issues in ED funding, with the sentiment in both the House and Senate obviously against the administration's \$9.8 billion request for education funding.

Within the ED figure, there are some ups and downs. Chapter I (compensatory education) will receive \$3.2 billion, up from \$2.74 billion in the 1982 budget (also a continuing resolution). State grants for the handicapped increase from \$931 million for 1982 to \$970 million.

Chapter II, the block grants, didn't do as well, however, confirming fears that block grants become an easy target for cuts. The House would have held the appropriation at the 1982 figure of \$483 million. The Senate amount prevailed, however, which allocates \$475 million for the consolidated programs.

Although the House would have been slightly more generous, the new continuing resolution, nevertheless, gives vocational and adult education a big boost--from \$743 million in 1982 to \$823 million.

Because of protracted budget debates, ED has not had a formal appropriation since 1979, existing instead on a series of continuing resolutions. ED funding is part of the health and human resources appropriation measures, the largest in the federal budget after defense.

BELL KEEPS PUSHING TEACHERS' MERIT PAY

In at least two speeches this month, ED Secy. Terrel Bell has called for a new

version of merit pay--an executive-level salary for "master teachers."

Speaking at Teachers College of Columbia U. (N.Y.) and again at the Southern Assn. of Colleges and Schools in Atlanta, the secretary said "we need to bring about the death of teacher salary schedules that allow no deviation or change."

He proposed that elementary schools establish "endowed chairs," like higher education institutions, for outstanding teachers, supplementing their salaries with donations from businesses and other sources. In New York, Bell mentioned a figure of a salary of \$40,000 and up for the master teachers.

Bell admitted, however, that such a plan would be difficult to get by the teachers' unions, which have opposed merit pay plans because they say they fear favoritism in such a system.

The reaction of Georgia teacher groups to the proposal when it was made there, for example, was unanimously negative. Merit pay, said a Georgia Assn. of Educators spokesperson, could be used "to punish people who are not cooperative with the administration."

BRIEFLY STATED

- The Dept. of Justice says it will support the Boston Firefighters Union suit to overturn a federal court order requiring dismissal of white employees and retention of blacks with less seniority. A similar order forced Boston to lay off more than 1,000 teachers, but a Boston Teachers Union appeal of the order was rejected by the U.S. Supreme Court.

- The acting administrator of the Office of Juvenile Justice and Delinquency Prevention, Alfred Regnery, assured a House subcommittee hearing last week that he supported his agency's programs. Youth advocates fear that the former aide to conservative Sen. Paul Laxalt (R-Nev.) will seek to end the \$70-million program.

- The National Science Foundation will begin a training program for high school math and science teachers next month.

Good teachers deserve a sweeter deal

By David R. Carlin Jr.

A FEW YEARS back, when I was a member of my local school board, I overheard one of our administrators explain that although he had loved being a classroom teacher, his family responsibilities—and his desire for more professional esteem—eventually required that he seek a more lucrative position as a school administrator.

"I was an excellent classroom teacher," he said, "and very much enjoyed my work. Administration, on the other hand, was never my cup of tea. Yet when the chance to become an administrator came along, I had to take it. After all, the pay was so much better than a teacher's pay. As a man with family responsibilities, how could I turn it down?"

It's a classic dilemma many talented and dedicated public school teachers have had to face: Either advance into a managerial position—and cease teaching forever—or remain in the classroom doing the thing you love best and watch others vault over you to positions of higher esteem, influence, and income. This strikes me as a no-win career advancement system. More to the point, I think this promotion system hurts the image of schools, and I suggest we revise it. Here's why:

The image we attempt outwardly to promote about our public school priorities is at odds with the subliminal message we foster. The official line is that the teacher is the key person in the system, the one performing the schools' most important function—helping kids learn from day to day, on a face-to-face basis—with administrators supplying necessary, though perhaps less noble, support.

But our two-tier structure, with administrators above and teachers below, belies this carefully crafted image. When school administrators outrank classroom teachers in prestige, power, and pay, you'd have to be simpleminded, indeed, to believe that teachers belong to the more important group. And I doubt many teachers are fooled when we tell them that we regard them, and not their more privileged administrators, as the most important group in the schools.

David R. Carlin Jr., a member of the Rhode Island state senate, teaches sociology at the University of Rhode Island and is a former member of the school board in Newport, R.I.

More significant than any affront or dilemma our two-tier structure causes for teachers, however, is this bilevel system's implied depreciation of teaching. When any social system ranks one group above another, it sends a message that the characteristic activity of one group is considered more valuable than the characteristic activity of the other group. In other words, the structure of our school system implies—regardless of our earnest protestations to the contrary—that we consider the act of teaching inferior to the act of administering.

What follows is worse yet. If the act of

Here's an article you might find controversial. Let us—and your colleagues on school boards across North America—know what you think. Jot down your thoughts about the article on a piece of paper and mail it to *The American School Board Journal*, 1055 Thomas Jefferson St. N.W., Washington, D.C. 20007. We'll peruse your responses and publish a roundup in a future issue.

teaching is a second-rank activity, then what of teaching's correlate, the act of learning? It, too, our subliminal message says, is an inferior or second-class activity. And don't imagine that students—with those invisible antennae that give them their marvelous capacity for picking up unspoken signals—fail to get this message.

What can be done to remedy the situation? Surely, we can't eliminate administrators (although inevitably there are moments, usually hours into a difficult board meeting, when every school board member has the ephemeral wish that this could be done). And we probably can't cut administrators' pay and prestige radically, to equalize their lot with that of teachers. Nor, I suppose, can most school systems afford to give teachers radical increases in pay, to raise them to the salary level of administrators.

One solution we might try, however, has proven successful in industries involved in manufacturing high technology products. Some research-and-development people employed by these firms, though committed to advancing in their careers, have no desire to become managers; they prefer to stick with their firms, loves, science and engineering. Many firms consequently have created two-

track systems for career advancement: one track for those who want to abandon research-and-development work to become managers, the other track for those who want to continue being scientists and engineers.

I suggest that public schools try a similar two-track system. In addition to the traditional track, in which a teacher is promoted into administration, we could develop a career track in which a regular classroom teacher would advance to become a "master" teacher, with pay, prestige, and perhaps even influence as great as those of administrators. Not only would a two-track system be a boon to teachers who want to stay in the classroom, but—more significantly—it would broadcast the message that we don't regard teaching and learning as second-rank activities in our schools.

Let me assure you that I'm under no illusion that putting this rather simple idea into practice will be easy. Some tradition-bound taxpayers will resist paying higher salaries to a new class of master teachers, saying, "They didn't have them in my day, and look at me—I turned out just fine."

Teacher unions are likely to be more skeptical of my proposal. They have tended to oppose using any criterion other than seniority to grant advancement, privileges, or extra pay to teachers, and they probably would object to a two-track system on the ground that favoritism, not merit, might determine who moves ahead and who doesn't. To short-circuit this fear, any plan along the lines I've suggested naturally would have to be worked out together with teachers and their unions; it could not be imposed from above. An innovation of this magnitude has no chance of working unless it's supported by teachers, administrators, and board members.

The difficulties inherent in implementing a two-track promotion system are not insurmountable. Considering the probable outcome—retaining creative, motivated, and dedicated classroom teachers and encouraging only the best of the management-oriented teachers to administer schools—we would be remiss not to try to narrow the gap between the official doctrine and employment practices. Teachers must be allowed to become first-class citizens in their own school systems. □

BELL SUPPORTS EXTRA PAY FOR "MASTER TEACHERS"

Education Secretary Terrel Bell this week called on states and local schools to upgrade the teaching profession by rewarding outstanding teachers, whom he dubbed "master teachers," with higher pay.

At a news briefing Tuesday afternoon, Bell acknowledged that the prospect of a low salary discourages many would-be teachers, who turn instead to more lucrative professions or trades.

(more)

13-YEAR-OLD COMPUTER WHIZ TURNS TABLES ON TEACHERS

That creeping suspicion that students know more about computers than their teachers do is true in Havre, Mont., at least for eighth-grade computer whiz Mike Hamaoka.

The school district has hired Hamaoka, 13, to teach three in-service sessions on computer literacy. He is the only student on the four-member teaching team.

Assistant Superintendent Jim Longin said that in planning the courses he found he had three teachers who were knowledgeable enough about computers to train their peers, but that he needed one more. So he turned to Hamaoka. "I was afraid Mike might be threatened by working with adults or that adults might not like to have stuff laid on them by a kid. We really went through that."

But everything turned out fine in the one session held so far, with "very positive" reactions coming from the teachers, he said. "Mike has the kind of personality that's not at all arrogant. He's a very disciplined kind of guy. The teachers thought it was neat that he was willing to participate."

Everybody Learns Hamaoka is being paid about minimum wage for each of the six-hour sessions, said Longin. He added that, although the salary is less than regular in-service teachers get, the experience is a learning one for Hamaoka.

In an interview between classes at Havre Junior High this week, Hamaoka said he began to study computers in the sixth grade and that he "just kept reading more and more" about them. He also practices on friends' home computers, and finally, he said, "it got to the point where I knew more than most of my teachers."

Longin agreed with that assessment, saying, "He's taken a lot of work with his instructor at the junior high, but he's beyond that." Hamaoka, who has a straight A average and wants to make a career out of computers, also has been researching the subject at the nearby Northern Montana College library and is seeking access to the college's computer system--so far, without luck.

Hamaoka seemed unfazed by the idea of teaching a group of adults, some of whom are his former teachers. He merely said of the ones who had taught him: "We knew each other better." In general, he said, teaching adults is "pretty good, because adults learn faster than kids." --RW

BELL SUPPORTS EXTRA PAY FOR "MASTER TEACHERS" (Cont.)

"We're not attracting the desired numbers of bright and talented people into the teaching profession," he said. Unlike the ranking of college faculty, "we don't have anything in our system beyond the single salary schedule, and we don't have a method of rewarding our truly outstanding teachers."

Master teachers, as Bell conceives them, would be chosen by their peers and would serve as mentors for other teachers and for student teachers. Their rank would enable them to earn "significantly more" than other teachers, perhaps as much as \$40,000 a year, Bell said.

Teacher salaries now range from about \$11,000 for beginning teachers to top pay of between \$20,000 and \$25,000, according to Education Department staff. The graduated salary schedule is based on academic credentials and time in the field.

Bell said he had "floated" the idea to two education groups at recent meetings in Atlanta and New York and had got mixed reactions. His plan drew similarly mixed responses from the education community yesterday.

Unions Opposed Teachers unions, which have staunchly defended the existing salary system, were predictably opposed to Bell's notion. "To take a whole occupation that's severely depressed and offer a bonus to a mere handful is just silly," said Albert Shanker, president of the American Federation of Teachers.

Shanker said various schemes for merit pay have been tested in school districts, but all have been abandoned "because they just didn't work. We haven't seen any scheme that would not create more problems than it would solve."

Sharon Robinson, director of instruction and professional development for the National Education Association, called the master teacher idea "a grandstand ploy" and took issue with the ED secretary's model of college ranking and promotion.

In academe, "the tradition of peer review goes hand in hand with faculty participation in governance," Robinson said. "That opportunity has been denied at the elementary and secondary level. If teachers are qualified to decide who is most able, why shouldn't they be part of other policy decisions?"

Some Distinction Needed But a representative of another teachers' group saw things differently. "There needs to be some distinction for teachers who distinguish themselves; I'm all for it," said Jane Christensen, associate executive director of the National Council of Teachers of English and a former Denver schoolteacher. The question, said Christensen and others, is who decides, and on what basis?

The National School Boards Association is generally supportive of the idea "as a way of attracting the most qualified academicians and teachers," although it opposes a national mandate, according to Michael Resnick, NSBA assistant executive director of congressional/government relations. "If well-designed incentives could be instituted equitably, I would support them," agreed William Aldridge, executive director of the National Science Teachers Association.

Nevertheless, education representatives were not as sanguine as Bell that already-strapped states would rush to allocate additional funds for master teachers. Bell Tuesday urged states to make changes in school finance formulas to do so.

Said one disgruntled education association official, who asked not to be identified, "It's just another instance where they [federal officials] want to give advice and not provide any money. They're squeezing the hell out of state and local governments. And now they want them to fork out more?" --HHH

Newsfronts

NORTH CAROLINA, FLORIDA MOVE TOWARD REFORMS

The North Carolina and Kentucky state boards of education have voted to increase high school graduation requirements to 20 credits, an addition of two.

Beginning next year, North Carolina seniors must complete the extra courses. The board also voted to endorse "in principle" a scholars program to recognize students who earn at least 22 credits and maintain a "B" average.

In Kentucky, the board decided the extra credits should be in English and math. It also will ask the legislature to require beginning teachers to pass a competency test and serve a one-year internship before being certified.

Meanwhile, the Florida Dept. of Education reported it might need a 2% hike in the state sales tax to implement changes proposed by a blue-ribbon panel. The money raised--\$1 billion--would be needed to upgrade equipment, update curriculum, recruit and train new math and science teachers and pay them better salaries, it said. But the panel's chairperson said the department was using the report to "pry loose more money.... Ninety percent of our report requires courage, not money," said B. Frank Brown of the Kettering Foundation.

MASTER TEACHER PLAN PROPOSED IN TENNESSEE

Tennessee Gov. Lamar Alexander has been traveling the state urging support for a \$210-million, 10-point plan to improve public education, including a master teacher plan with incentive pay.

The plan would set up four career stages--apprentice, professional, senior and master teacher. The first two steps would remain the same as currently. For the third, the state would pay 30% more, and for a master teacher, 60% more. A master teacher would have at least 13 years of experience and additional duties, such as evaluating teachers.

The State Dept. of Education said about 60% of current teachers would be

eligible for the master teachers category. They would have to renew their licenses every five years and be recommended by a new Master Teacher Certification Commission. Alexander announced a similar plan for principals which would focus on instructional skills.

STUDENT STRESS SAID NEARLY INTOLERABLE

High school students are under nearly intolerable levels of stress, research presented to the National Assn. of Secondary School Principals annual meeting last week shows.

Beth Jackson, principal of Kentrige Senior High School in Kent, Wash., said a survey of 1,200 10th-to-12th graders turned up as many as 350 "stresspoints," while 140-150 are about normal. The stresses, she said, come from worries about nuclear war, pressure from parents for good grades, peer pressures about drugs and sex and family problems, such as illness or divorce.

As many as one-half of the students reported frequent cases of depression or "blue days" and health problems such as back pain, colds, hives and stomach irritations, Jackson said. She urged educators to help students deal with abnormal amounts of stress through changing diets, increasing exercise and rest, learning relaxation techniques, developing more positive attitudes toward life and learning problem-solving skills.

BEST STUDENTS LOST, WHILE OTHERS GAINED, NAEP SAYS

The better students lost ground academically in the 1970s, while the less-able students made the biggest gains, the National Assessment of Educational Progress reported last week.

In a comparison of assessment scores five years apart, NAEP found the gap between high-achieving and low-achieving students is narrowing. Blacks were more likely to gain although they still remain behind whites.

For example, 9-year-olds in the

Tenn. Governor Presses Master-Teacher Proposal

N.E.A. Affiliate Opposes Concept, Offers Alternative

By Thomas Toch

Correspondent Jim O'Hara contributed to this report.

Gov. Lamar Alexander of Tennessee is mounting a carefully crafted, eclectic lobbying effort to win state legislative approval for his bold plan to introduce a statewide merit-pay system for teachers.

His initiative has attracted the close attention of the two leading national teachers' unions, whose leaders say the passage of the Tennessee plan may kindle similar moves in other states.

After announcing the so-called "master teacher" plan in January, the Governor began touring the state to promote it among civic clubs, parent-teacher associations, and school administrators; he even made the plan the topic of an address to the state manufacturers' association—which has since endorsed it.

12-Person Task Force

A 12-person task force of officials "on loan" from the Governor's office and other state agencies—six of whom have worked on Mr. Alexander's two successful gubernatorial

campaigns—has been set up to push the plan. It has established a speakers' bureau and toll-free telephone hotlines, and has spent \$17,000 printing and mailing a four-page flier on the 45 most-asked questions about the plan. Some Tennessee state legislators have dubbed the task-force members "Alexander's political operatives."

The Governor also made an unprecedented appearance before a joint meeting of the state's House and Senate education committees in a hearing room packed with supporters of the master-teacher plan, many of whom sported buttons reading "Master Teacher Now."

And Governor Alexander, seeking support beyond the education community, wooed a dozen of Tennessee's top lobbyists with a reception at his executive residence. Representatives of the state's beer, liquor, insurance, grocery, and real-estate industries were among those who heard the Governor's pitch on master teachers.

Local political observers said lobbyists have not been personally courted like that since the days of the administrations of Gov. Frank Clement in the 1950's and 1960's. The reception occasioned quips in the hallways of the state capitol about "master lobbyists."

The Governor's efforts have apparently already paid off. The master-teacher plan, which would replace the state's current two-tier teacher-certification system with a four-level plan designed to identify and reward top-level experienced teachers, has been endorsed by the Tennessee School Boards Association, the Tennessee Principals Study Council, the Tennessee Superintendents Study Council, the Memphis Board of Education, and the Tennessee Children's Services Commission, as well as by the manufacturers' group.

In addition, Mr. Alexander, a Republican, has won support for the master-teacher plan from the leadership of both chambers of the Democratically controlled Tennessee Legislature, and from other influential

Continued on Page 16

Tenn. Governor Presses for Master-Teacher Idea

Continued from Page 1

Democratic legislators.

One prominent Democratic representative, Stephen Cobb, who supported Governor Alexander's unsuccessful Democratic opponent in last November's gubernatorial election, said, "If the Governor is willing to go out on the limb for this one, I'll sit there with him."

Legislation containing Mr. Alexander's master-teacher proposal, as well as nine other less-controversial school-improvement provisions that he is urging, has been submitted by both Democratic and Republican sponsors in both houses of the Tennessee legislature, where they will be referred to the education committees.

Recertification Based on Ability

The Governor's master-teacher plan is based on the principles that better teachers should be paid higher salaries and that teacher certification—in particular, re-certification—should be based on proven ability rather than on academic credentials.

The plan would allow teachers to assume, over a period of years, progressively more responsibility, increased prestige, and considerably higher pay if they meet its standards.

About 15,000 (35 percent) of the state's 46,000 teachers would receive higher salaries under the plan by time it is fully implemented in 1986-87. The estimated cost for the pay supplements is \$116.4 million annually.

Governor Alexander has proposed a 1-percent increase in the state's 4.5-percent sales tax to fund the program. And he has promised to veto any general tax increase that is not used to fund the master-teacher plan.

Incentive-Pay Plan

The master-teacher plan, according to Commissioner of Education Robert L. McElrath, began to evolve in January, 1981, when Governor

Alexander told the newly appointed commissioner to develop some kind of incentive-pay plan.

The formulation of the plan began last spring, Mr. McElrath said, and was done by Donald England, the state's director of teacher certification; Carol Furtwengler, director of research in the state education department; John Folger and Chester E. Finn Jr. of Vanderbilt University's Institute for Public Policy Studies; and Keel Hunt, an aide to Mr. Alexander.

The group presented the Governor with a general outline of the plan in October.

The committee's support for the potentially controversial certification structure and pay scale was reinforced, according to Mr. McElrath, when members learned that the Carnegie Foundation for the Advancement of Teaching, which will publish a two-year study on public schooling this fall, was considering a recommendation calling for the adoption of similar merit-pay scales in every state.

Mr. McElrath said the four-tier system is similar to the ranking of university faculty.

Outright Rejection

The National Education Association's (N.E.A.) Tennessee affiliate, which represents over 80 percent of the state's 46,000 teachers, is vehemently opposed to the master-teacher section of Mr. Alexander's 10-point school-improvement plan. But, though politically powerful, the union has been almost alone in its outright rejection of the Governor's proposal.

The leaders of the Tennessee Education Association (T.E.A.) have been in daily telephone contact with N.E.A. officials in Washington, according to Sharon Robinson, director of professional development for the N.E.A. Caught off guard by the Governor's initiative, the T.E.A. in less than two weeks drafted an alternative bill, which will be considered by legislative committees this week.

The proposal calls for an across-the-board pay raise of 10 percent for every teacher in the state with a minimum of three years' experience and five years of college education. It would retain the current two-tier teacher-licensing procedure, except that a teacher would be granted the second, more permanent license by a proposed professional certification board controlled by teacher members of N.E.A.

N.E.A. Spent \$200,000

The N.E.A. has spent close to \$200,000 in the past several months to promote the establishment of similar N.E.A.-dominated certification boards in nine other states—Virginia, Indiana, Michigan, Texas, Arizona, Montana, Kansas, Alabama, and Iowa.

The T.E.A. bill, which also calls for more rigorous admission and graduation standards for teacher-training programs, does not mention incentive pay.

Ms. Robinson said that the N.E.A. is providing technical assistance, but not direct political support, to the T.E.A.'s efforts to defeat the Alexander bill.

Both the N.E.A. and the American Federation of Teachers (A.F.T.) are paying close attention to the fate of Governor Alexander's plan.

"Whatever happens in Tennessee will have implications for the rest of the country, so we are watching the situation very carefully," said Marilyn Rauth, director of educational issues for the A.F.T.

The Tennessee Federation of Teachers, which represents a small number of Tennessee teachers, and the Tennessee Federation of Labor have adopted resolutions rejecting Governor Alexander's master-teacher plan.

The A.F.T., Ms. Rauth said, is not opposed to "exploring" the idea of paying superior, experienced teachers higher salaries. Both unions say their fundamental objection to past incentive-pay plans and to Governor Alexander's plan is what they describe as the plans' lack of sufficient-

ly defined, objective criteria for deciding why one teacher should be paid more than another.

The Tennessee plan seeks to address this concern.

It calls for the evaluation of teachers who want to be considered for a higher-grade certificate by master teachers from outside their school system using an "observation instrument" based on research on effective schools now being developed by the state's education department. These master teachers will be appointed by one of three regional certification commissions, which will each have nine members: four master teachers, two master principals, one master supervisor, one person from a higher-education institution in the region, and one lay person.

The regional commissions will in turn report to a 13-member state certification system appointed by the Governor and confirmed by the state Senate and House. Three members of this body will be "distinguished lay persons" and four will be master teachers.

In addition, there will be two master administrators, one master supervisor, two "distinguished" representatives of higher education, and the commissioner of education.

State Commission

Decisions on an applicant for a master-teacher certificate will be made by the state commission. The regional commissions will make the initial recommendations for certification in the cases of apprentice, professional, and senior teachers.

Other procedures for certifying teachers under the master-teacher law would also include a review of evaluations by supervisors and others in authority, a personal interview, consideration of pupil performance, an examination of inservice and other professional-development activities undertaken by applicants, proficiency tests of the teachers' knowledge where applicable, and an assessment of additional criteria for the senior and master candidates.

\$1-Billion Scheme for 'Efficient' Schools Accepted by W. Va. Judge

Continued from Page 1

among counties, and orders extensive renovations and new construction of school buildings.

sociated with education in this state should not be interpreted as an abdication of judicial responsibility, but instead as a good-faith attempt to allow these branches the opportunity

partment in developing legislative support.

The judge "hasn't threatened us with dates, but he has called upon us to make an honest effort to provide

mit the state board of education—which was a defendant in the case but declined to appeal after it lost to draw up the master plan.

Linda Martin, director of the citizens' group, has charged that the



Maine School Management Association

NEWSLETTER



EXECUTIVE DIRECTOR
Paul E. Brunelle

ASSOCIATE EXECUTIVE DIRECTOR
H. Sawin Millett, Jr.

ASSISTANT EXECUTIVE DIRECTOR
LABOR RELATIONS/INSURANCE
Paul S. Harlburt

LR823-7

LABOR RELATIONS

February 1983

PAY TEACHERS ACCORDING TO PERFORMANCE

A public school teacher's pay should be tied to classroom performance and not just college credits and seniority, recommends a commission set up by the Maryland State Board of Education to study ways to attract, train and keep high-quality teachers in the Maryland schools.

The panel, which included leaders of the state legislature and county school superintendents as well as parents and teachers, also called for rigorous licensing exams and a two-year internship for new teachers, higher pay for fields where there is a shortage of teachers, and tougher standards in college teacher training programs.

"Teachers in Maryland are under-prepared, under-managed, and under-rewarded," said Stephen W. McNierney, a Baltimore business executive who headed the commission. "No one believes at every teacher does an equally good job. Stop paying them as though you believe that. Above all, clearly and visibly reward superior effort and [teacher] performance."

Its recommendations, which come after 18 months of study, hearings and debate, drew warm praise from the state school Superintendent David Hornbeck but stiff criticism from the state's largest teachers union, the 36,000 member Maryland State Teachers Association.

Hornbeck said the recommendations will lead to better teaching and better learning, and said he would make specific proposals to the state board in December for carrying them out. "In almost any other profession that exists, evaluation is done and those who are superior are paid more," Hornbeck said. "Why should the schools be different? I don't understand that. They do it in colleges every day."

But Janice A. Piccinini, president of MSTA, declared that the proposals were unfair and discriminatory.

"There should be equal pay for equal work," Piccinini said. "There's no objective criteria for determining who is better than whom. We think only good teachers should be in the classroom."

The MSTA is an affiliate of the National Education Association, which has strongly opposed merit pay and licensing exams throughout the country.

One version of such a pay plan was endorsed by the District of Columbia Board of Education a decade ago as part of a school improvement proposal by Psychologist Kenneth B. Clark. Another plan was tried briefly by Montgomery County schools. Both plans were eventually scrapped after being strongly opposed by teacher groups.

Teacher licensing exams, however, have been adopted during the past five years in about 18 states, including Virginia. In Maryland briefer tests in basic reading and mathemtic skills are now required in Montgomery and Prince George's counties.

Last winter the Virginia State Board of Education, under prodding from the state legislature, adopted a plan requiring all new teachers to get satisfactory ratings after a two-year provisional period, which is similar to the internship proposal in the Maryland panel's plan.

Only three members of the panel filed a dissenting report - Daniel Collins, Carol Miller and Beverly Stonestreet, all leaders of MSTA.

"It's just mildly outrageous," McNierney, senior vice president of Black and Decker said, "for people in a profession that specializes day after day in grading and evaluating people to say that teachers themselves can't be graded and evaluated."

- Educators Negotiating Service, 11/82

TEACHER QUALITY, DIFFERENTIAL PAY

A five-year program to upgrade standards for all employees in Houston includes pay differentials for teachers in critical shortage subject areas like math and science, "compressed" salary schedules, tests for new teachers and new evaluation procedures to grade teachers in such areas as use of instructional time, ability to motivate students, discipline, classroom management and student test scores.

The district is also developing specified competencies for every job category from custodian to superintendent and testing procedures for existing employees. Those who fail to meet the criteria will be offered extensive training to upgrade their skills.

Under the salary system, teachers who meet proficiency requirements will be placed on an "enhanced" salary schedule, while others will have their salaries frozen. Moreover, the district hopes to "grow its own teachers" by opening two magnet high schools for the teaching profession by the fall of 1983.

- School Administrator, 1/83



NEA - ALASKA

AFFILIATED WITH THE NATIONAL EDUCATION ASSOCIATION

For my HESS File

Jean Krause, President

JUNEAU OFFICE
147 S. FRANKLIN, #207
JUNEAU, ALASKA 99801
PHONE: (907) 586-3090

ANCHORAGE REGIONAL OFFICE
1411 WEST 33rd
ANCHORAGE, ALASKA 99503
PHONE: (907) 274-0536

FAIRBANKS REGIONAL OFFICE
825 COLLEGE ROAD
FAIRBANKS, ALASKA 99701
PHONE (907) 456-4435

Don Oberg
Past President
Box 1084
Kenai, Alaska 99611

Gayle Pierce
President: Elect
SR Box 51377
Fairbanks, Alaska 99701

Bill Potter
NEA State Director
177 Behrends Avenue
Juneau, Alaska 99801

Bob McGregor
Region I Director
Box 1043
Sitka, Alaska 99835

Noreen Cooke
Region I Director
9459 Berners
Juneau, Alaska 99801

Graham Ward
Region II Director
Box 23
Glennallen, Alaska 99588

Frank Parker
Region III Director
Box 2533
Kodiak, Alaska 99615

Jean Robb
Region IV Director
Box 193
Kotzebue, Alaska 99752

Ray Virgin
Region IV Director
Russian Mission, Alaska 99657

Gayle Harbo
Region V Director
Box 80522
Fairbanks, Alaska 99701

Pat Abney
Region VI Director
Box 401 SRA
Anchorage, Alaska 99507

Lee Wilson
Region VI Director
4410 Pioneer Drive
Anchorage, Alaska 99504

Lori Sears
Region VI Director
SRA Box 381B
Anchorage, Alaska 99511

Peg Stout
Region VI Director
6208 E. 34th Avenue
Anchorage, Alaska 99504

Frank Holmes
Director at Large
Box 103
Halnes, Alaska 99827

To: Representatives Mae Tischer, Milo Fritz,
Co-Chairmen, members of the House HESS
Committee

April 14, 1983

Re: **SSHBI91** "An Act Relating to School
Board Negotiations with Certificated
Employees."

I. NEA-Alaska has several concerns and questions regarding SSHBI91.

A. Questions:

1. Is it the intent of the bill to cover all educators or just teachers?

a). If to cover all educators then a means must be found to include administrative groups and individuals who do not bargain collectively.

b). If intent to cover only teachers it is inequitable.

2. Is it the intent to find a means to force out incompetent educators? If so it is unnecessary because:

a). There is in the Department of Education Regulations (Chapter 19) specific statements regarding purpose, scope, method, use and development of evaluation procedures as well as training in the use of those evaluation procedures. The stated purpose of evaluation is to improve the quality of instruction, to facilitate the learning process and "serve as a method for gathering data relevant to subsequent employment status decisions pertaining to the person evaluated (4AAC 19.010)."

b). Local Boards of Education currently have statutory authority to hire and fire and tenure does not protect incompetent ed-

educators (AS 14.20.030) (AS 14.20.175).

- c). There currently exists in statute clearly defined language for non-retention and dismissal proceedings. (AS 14.20.170; 14.20.175; 14.20.180; 14.20.205; 14.20.207).
 - d). There currently exists in statute provision for a Professional Teaching Practices Act (Section 14 Article 5 and AS 14.20.030) that allows the revocation of certificates held by incompetent educators.
3. Is it the intent to lower education salaries by paying only a few? If so I would point out:
- a). AS 14.17.081 requires a minimum expenditure of 55% of its school operating expenditures in each fiscal year on the instructional component of the district budget. The 55% rule includes classroom teachers' salaries in its computation and excludes administrative and classified salaries.
 - b). 16 school districts were granted waivers in February by the State Board of Education (30.769% of the districts in the state spend less than 55% of their budget on teacher salaries benefits, text books and teaching supplies).
 - c). Based on the FY 82 audit the most any school district spent on its instructional component was Juneau at 69.8%.
 - d). Teacher salaries are not a disproportionate share of the districts' budgets; they are not comprising even 1/2 of most of the school district' costs.
4. Is it the intent to direct local bargaining? If so I find it ironic that those who cry out for local control in all other matters are so supportive of this bill since it does interfere with local control.
5. What is meant by a general pay scale for all employees?
6. Have the sponsors considered that school districts currently have the right to introduce this concept and relevant language to the bargaining table? It may be significant that the only district to

have bargained the concept and language (Anchorage) has since abandoned it.

B. Concerns:

1. This concept has been tried and rejected in other parts of the country as well as Anchorage:
 - a). There is not a single state in the country that has a statewide merit pay plan for teachers in existence today. It was mandated for all school districts in Florida; however, it was later rescinded by the state legislature. The legislature enacted a merit pay plan in the State of New York and later rescinded it. Similar experiences occurred in Delaware, and South Dakota. Studies were conducted in North Carolina in pilot school systems; however, it was concluded that merit pay for teachers should not be implemented statewide.
 - b). Experience with merit pay shows that morale is lower; team spirit is lost; competition becomes vicious; joint efforts, team efforts and mutual support disappear; suspicions run rampant; distrust increases; paper work increases; and politics are evident or at least believed to be evident.
2. We believe this concept will distort and diminish the positive uses of evaluation procedures in that it will provide more opportunity for subjectivity, favoritism, harrassment, punishment for personality differences and sycophantic behavior.
3. Opinions vary widely about what constitutes a "good" teacher and what constitutes a "bad" teacher. No one personality is going to please or be effective with all other personalities in any setting and that includes schools.
4. Teachers do not control most of the factors in education generally or in their classrooms. For example we do not control:
 - which students and how many of them are put into our classrooms;
 - access to all of the teaching materials we need (particularly media);
 - who is administrating the schools and districts in which we teach;

- the quality of reliable administrative supports for our efforts;
- support services (secretarial/clerical);
- community support/parental support;
- funds available to the school district;
- and frequently we do not control what classes or grades we will teach.

5. Finally, one might think that "good" teachers would be demanding a merit pay proposal; they are not. Teachers do not support the concept because they recognize the inherent divisiveness, subjectivity, and political ramifications of merit pay. They also recognize that their salaries become dependent on the whims of powerfully placed individuals.

C. Recommendations:

1. NEA-Alaska has long advocated:

a. Evaluation procedures implemented in every district that are:

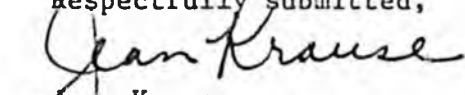
- (1). clearly written;
- (2). developed jointly with the teaching staff;
- (3). applied equitably;
- (4). provide training in their use;
- (5). available to the public; and
- (6). recorded with the Department of Education.

b. Strengthening teacher training programs:

- (1). Earlier and more extensive exposure to classroom experiences for persons aspiring to become teachers;
- (2). More rigorous criteria for admission and graduation; and
- (3). application of standards to teacher preparation programs and the initial certification of teachers should be governed by the teaching profession.

We believe there are many ways to improve and enhance education and the teaching profession, but we do not believe merit pay is one of those ways. Indeed, we believe and experience has shown, merit pay to impact negatively the educational process and professional relationships. We urge you not to support this concept or this bill.

Respectfully submitted,


Jean Krause
President

JK/mj

Proposed HESS committee substitute for HB 191

Change Section 1 new subsection s

Add the following paragraphs

- (c) The parties may agree to waive the requirement that pay scales for certificated employees include criteria based upon performance and merit.
- (d) In the event a negotiations dispute between the parties is not resolved through mediation either party may submit the issues in dispute to last best offer arbitration, item by item, according to the interest arbitration procedures of the American Arbitration Association. The decision of the arbitrator will be final and binding on the parties.
- (e) ~~The objective criteria used to evaluate performance and award merit pay increases and class size and pupil/teacher ratios shall be established by the parties through the collective bargaining process.~~

Alaska State Legislature



House of Representatives

REPRESENTATIVE
RAMONA L. BARNES

ANCHORAGE

2230 PAXSON
ANCHORAGE, ALASKA 99504
(907) 337-7904

POUCH V

JUNEAU, ALASKA 99811
(907) 465-3718

HOUSE MAJORITY LEADER

MEMBER

RULES COMMITTEE

JUDICIARY COMMITTEE

LEGISLATIVE COUNCIL

POLICY COMMITTEE

ALASKA REPRESENTATIVE

STATES RIGHTS COORDINATING COUNCIL

WESTERN LANDS TASK FORCE

CITIZENS ADVISORY COMMISSION

ON ALASKA LANDS

April 13, 1983

To: Representatives Tischer, Fritz, Co-Chairs
Health and Social Services Committee

From: Representative Barnes
Majority Leader *Ramona L. Barnes*

Subj: Priority Bill
SSHB 191

The above referenced bill is a personal priority of Representative Vern Hurlburt. I would appreciate your moving it out of committee.



ANCHORAGE
SCHOOL DISTRICT

4600 DeBarr Avenue
Pouch 6-614
Anchorage, Alaska 99502
[907] 333-9561

SCHOOL BOARD
PRESIDENT
Lyle Gorsuch
VICE-PRESIDENT
Ken Buchanen
CLERK
Alyce Hanley
CLERK PRO TEM
Mark Wadsworth
TREASURER
A Schelenberg
ASST. TREASURER
PAST PRESIDENT
Jim Robinson
PARLIAMENTARIAN
Betty Davis
DEPARTMENT
(Gene) Davis, Ed. D.

April 15, 1983

Ms. Jean Krause
President, NEA-AK
174 South Franklin, #201
Juneau, AK 99801

Dear Jean:

I am aware that you testified before the Legislature last week on merit pay for administrators. What you are probably not aware of is the fact that I was involved in merit pay for principals for two years when I previously served as supervisor for elementary principals in the Anchorage School District. For your information, this provision was included in the negotiated agreement between the principals and the District.

It is interesting to note that while the concept seems to be worthwhile and would probably provide equity in compensation for our administrators, you should also note that the administration of a merit pay plan is cumbersome, inequitable and subjective. I would not recommend merit pay for teachers or administrators now or in the near future.

Should you need further information on the provisions of our merit pay plan, please call me.

Sincerely,

Rita R. Strachan

Rita R. Strachan
Director of Personnel Services

ms



Anchorage Principals' Association

ANCHORAGE, ALASKA 99501

April 15, 1983

APR 15 9 1983

Ms. Jean Krause, President
NEA-Alaska
147 S. Franklin #201
Juneau, Alaska 99801

Dear Ms. Krause:

The Anchorage Principals' Association strongly opposes merit pay. We experienced three years of merit pay during the tenure of our previous negotiated agreement with the Anchorage School District. As a result of this experience, the principals had as their number one priority, during negotiations for our present agreement, the elimination of all merit pay items.

Merit pay drove a wedge between supervisors and staff at all levels. It interfered with effective employee evaluation, making it extremely difficult to maintain a trusting, working relationship between supervisor and subordinates.

In theory, merit pay sounds like a great way to provide incentive and reward for top performance. In practice, it is a means to favor those who follow, without question, and it divides the ranks, causing an atmosphere of mistrust and non-sharing of good, innovative, successful educational and managerial practices.

Respectfully yours,

William Frick
President

jm