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Cincinnati Teachers Rebuff Bonus-Pay Design

By Jeff Archer

Union leaders and administrators in Cincinnati are asking why teachers last week rejected a joint union-district plan to give educators bonuses if their schools could demonstrate overall improvement.

"A Better Way To Pay," Feb. 25, 1998.



Tom Mooney

Members of the Cincinnati Federation of Teachers voted 1,160 to 804 against the "school incentive award" program that staff representatives and district officials designed over the past seven months.

The plan would have placed the 52,400-student Ohio district among a growing number of systems across

the country that are experimenting with incentive-pay programs in a profession where union contracts have traditionally had compensation based solely on teachers' education and experience. Similar programs are at work in districts in North Carolina and Texas, and a statewide incentive program is in place in Kentucky.



Allan R. Odden

"Find Out More About Teacher Compensation," Feb. 25, 1998.

"I don't think we had enough time to sell it, and I think some people didn't understand it," said Greg Smith, the director of organization for the CFT, an affiliate of the American Federation of Teachers. "I really feel that the design team did a good job coming up with something as fair as possible."

A Focus on Quality

Unlike earlier merit-pay programs attempted in some districts, the Cincinnati plan would not have based the salaries of individual teachers on their own students' performance. Instead, it would have given cash bonuses to all teachers in any school that met improvement targets by the end of next school year. Measurements of progress would have taken into account student scores on state tests, student dropout and attendance rates, and staff attendance.

"I'm not necessarily a total believer that this will get the desired result, but I think it's worth a try," CFT President Tom Mooney said. He said he viewed the program as a four- to five-year experiment.

"Bonuses Weren't Prime Reason Schools Worked To Improve, Study in Ky. Says," April 2, 1997.

"A New
Teacher-Pay
System Could
Better Support
Reform," Feb. 21,
1996.

"And it is a far more sound device than one based on the results of a single class, because there are so many factors that are out of a teacher's individual control," he said.

The district has already set five-year improvement goals for all 80 of its schools. Any school that progressed at least one-third of the way toward its goal would have been eligible for the awards. Unlike a few incentive programs that have allowed school personnel to decide how to use the money, the Cincinnati district would have given full-time teachers a straight monetary bonus of \$1,400 a year.

The intent was to concentrate whole schools' staff members on improving quality.

"Researchers Set
Out To Devise
New Pay Structure
for Teachers,"
April 5, 1995.

"It's a way for educators to stay focused on what their schools are trying to achieve," said Kathleen T. Ware, an assistant superintendent in the district.

Trying Again

Even if teachers had approved the incentive program, the plan still faced another hurdle. Union leaders and administrators agreed that the bonuses would not be covered by current district funds. Instead, they hoped to raise the money--a minimum of about \$400,000 for the first year--from outside sources, including local business groups.

"Cincinnati Links
Administrators'
Pay, Performance,"
January 25, 1995.

"To me, it seems well worth a business community's investment because it's an element of the system that will rivet everyone's attention on performance," said Allan R. Odden, a University of Wisconsin-Madison education professor who co-directs the Consortium for Policy Research in Education. He also advised the Cincinnati negotiators.

Union and district leaders said last week it was too early to say why teachers turned down the chance to earn extra money.

"We're going to find out why," Ms. Ware said. "Some may have felt that it wasn't right for a professional to receive a bonus or thought, 'I'm working as hard as I can, and I'm not going to work any harder if I get a bonus,' though that wasn't the intent of it. Or there may be concern of tying pay in any way to student performance," she said.

Both sides agreed not to drop the idea. They plan to survey teachers to find out what about the proposal turned them off. They also agreed to keep soliciting money to pay for such bonuses in the event that teachers approve the plan in another vote in the fall.

"School-based incentive programs are very controversial," Mr. Odden said. "Once the programs are in place, though, you generally find people feeling better about them."

On the Web

"Teacher salary and reward strategies," from the North Central Regional Educational Laboratory provides a list of resources used in research of pay for performance in education.

schools more funding. Georgia, Massachusetts and New York are trying signing bonuses, pay increases or loan forgiveness as rewards. Rep. George Miller, D-Calif., has another good idea: Offer teachers willing to take assignments in struggling schools tax breaks amounting to \$5,000 a year.

Of course, money isn't everything. Last June, New York City Schools Chancellor Rudy Crew offered a 15% pay raise to teachers willing to move to one of the city's 40 worst-performing schools. Unfortunately, not enough teachers thought the offer — which included more teaching hours — was worth it. And with school starting Sept. 9, the city's worst schools still have 400 teacher vacancies.

Forcing successful teachers to take these assignments won't work. Students are plenty sharp about picking up vibes from a teacher who doesn't want to be there.

So the challenge is to change the education culture that treats every school in a given district the same when it comes to funding. Without those constraints, more money can be fo-

pay raise, the prestige of taking on a tough assignment and a class size that maxes out at 15 rather than 29.

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Here's a short list of strategies:

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If this were any other industry, the answer would be clear — we'd take our business elsewhere. But as USA TODAY noted, with America's local phone service still essentially a regulated monopoly, we don't have a choice.

Now the Bells, including SNET, want to be allowed into the lucrative Internet-provider business, while still enriching themselves — with our money — from their local monopolies. That's bad news. Federal lawmakers should give a clear "thumbs down" to this latest maneuver.

Fergus Cullen
West Hartford, Conn.

Take responsibility

Once again, "adults" want somebody to shield them from themselves. What's next — sue the grocery store because the consumer eats too much and gets high blood pressure ("Debtors take credit cards to task for allowing bets," Money, Aug. 17)?

This article mentioned that the state attorney general is stepping up to file criminal charges against the credit card companies for doing what credit card companies do: loan money to creditors at the creditors' request. Cynthia Haines complained that since on-line gambling is illegal in California, credit cards companies should never have authorized her charges.

If criminal charges are to be filed, maybe they should be against the gambler who initiated the process.

This is nothing more than a ruse to get out of paying a debt. If you're not grown up enough to take responsibility for your own actions, go back home to Mommy and Daddy.

Mary Wright
Kingsport, Tenn.

Mob is alive and well

The Cover Story "Death of the Mob" gives readers a false sense of security (News, July 28).

Organized crime is bigger and more diverse than ever — and more complex to deal with. What has died is the era of the flamboyant, media-magnet gangsters. A new era of organized criminals has begun — less visible and less colorful, but more efficient.

Yes, mob "hits" between warring factions have declined. And why not?

Business is booming; the public is more apathetic than ever. Why bring any undue attention to criminal activities that might cut into the bottom line?

Thomas B. Kirkpatrick, president
Chicago Crime Commission
Chicago, Ill.

Accountability is key to reform

OPPOSING VIEW More resources won't rescue flawed system.

By Jeanne Allen

Students across the nation are going back to school. And the same public schools are opening regardless of whether they successfully educated all of their students last year. The missing factor in this equation is accountability. Even the best-intentioned teachers, administrators and students in most places are not required to meet predetermined goals.

In American schooling, one thing has been proved: More is not necessarily better. More pay without a guarantee of performance isn't better. Fewer children in a classroom without a solid, proven program and skilled teacher isn't better. And incentives for teachers to teach poor children are nothing without a guarantee that those teachers be accountable for results.

Many school officials say they could do better with more resources. But that says the way public schools currently operate is sufficient. It is not. The public school system — a necessary and cherished part of our nation's fabric — does not reward excellence.

What is the fix for struggling schools?

► High standards are essential. But while

more than 40 states claim to have standards, only a handful actually require schools and students to meet them.

► Consequences are critical motivators. Students say they're not challenged. Teachers concede the system doesn't reward excellence. Standards matter only when they count.

► A variety of learning opportunities for children are needed. Schools must be free to select programs, approaches and personnel. Parents must have choices so they can find the best environment to challenge their unique child. Variety is important for teachers, too. They want choices, which is why they're flocking to charter schools. Proposals such as raising teacher-certification requirements or reducing class size won't result in excellence. We must enact structural changes that give each school the flexibility and authority to raise the bar for all participants, and require schools to then demonstrate success in exchange for being open.

The methods schools employ to reach academic success — be they altering class size, curriculum or other programs — shouldn't be the concern of politicians or unions. Their focus should be on making laws that invite ingenuity and breed successful schools.

Jeanne Allen is president of the Center for Education Reform.

Opening the Gates

Bill and Melinda Gates are trying hard to validate the 17th-century English philosopher Francis Bacon, and more power to them: Bacon said, "In charity there is no excess." In a handsome attempt to test that axiom, the Gateses have given another \$6 billion to their Seattle-based foundation. That raised their total donations since January to \$16 billion.

Sixteen billion is a lot of money, even for the Gates household and especially for charity. A few others have given more as a percentage of their total wealth, but by giving an estimated 16% of their wealth, the Gateses have reached a rare level of charity. Their gifts this year alone exceed the total given to all foundations in 1997 — by \$1.5 billion.

For all of that, the Gateses aren't really breaking new ground. Others have given more as a percentage of their wealth. And the digital industry has spawned thousands of new millionaires, who in turn have produced, say philanthropy researchers, a wave of large donations by younger donors. Meanwhile, baby boomers are beginning to inherit \$10 trillion in wealth accumulated by their parents.

As these new pools of disposable wealth have been taking shape, political theory has been shifting away from the notion that social ills should be confronted by larger, public-sector programs. Today, presidential candidates talk easily about the need to harness private organizations — charities — to help confront violence, poverty, drug use and so forth.

All of which ought to create a golden age for giving. Yet the nation's charitable mood is uncertain. In Congress, lawmakers want to use the tax code to foster giving. But they also want to lower the inheritance tax. This could deter giving by reducing the desire to shelter estates from high death taxes. Meanwhile, charities are struggling to win public trust, which rarely rises above 50%, due largely to a few notable scandals and the inability of donors to witness directly the impact of their gifts.

Against all that, the Gates donations could be a useful inspiration, if not a realistic example. Their foundation will soon be the largest in the world. But if a billionaire can part with a few billions, surely the rest of us can spare a few dimes

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Smaller Classes, Better Scores

Summer school this year was no picnic. New York City's hottest July ever saw 37,000 children from grades three, six and eight traipsing into schools with no air-conditioning. Teachers told of having to buy their own course materials and of bringing fans from home. Still, for some 60 percent of those students, the extra sweat and effort were apparently worth it. They passed the tests that allow them to go on to the next grade.

The testing data may still be "pretty raw," as one school aide describes the early results, but school officials are already drawing an age-old lesson from their summer experiment. To make progress on the basics of reading, math and English, most students need small classes. This summer, most classes had only 10 students.

The students forced to attend this summer's sessions had failed achievement tests last spring. About 14,000 of them, according to early estimates, failed the tests a second time this summer and will stay back this fall. That is a disturbingly high failure rate, but given that the summer session lasts only five or six weeks, it seems fitting to celebrate the even higher success rate.

Those students who remain behind are expected to study in smaller classes than last year. Those

who move ahead, however, will return to classrooms where teachers manage an average of 25 to 29 students at a time. Many of those who passed the test this summer should be given some additional attention this year so that they will not slip below par again in the examinations next spring.

This summer's mixed success should also sound an alarm about next year's session. Because Mayor Rudolph Giuliani and Chancellor Rudy Crew have decided to end social promotion in all grades as many as 300,000 students are expected to attend summer school in 2000, straining the system to the breaking point. The schools will need air-conditioning and supplies, of course. Even more crucial, however, will be the teachers.

At present, educators are hired for summer sessions at an average hourly pay rate that is lower in most cases, than their winter salaries. A special summer teachers' bonus should not be beyond the reach of city officials. The school system will pay bonuses this regular school year to teachers in the system's worst 40 schools. When summer school becomes the last chance for many students to move up a grade, the Chancellor should be able to offer similar sweetener to teachers to save the system's failing students.

Congressional Myopia on Foreign Aid

Foreign aid is not among Washington's most popular causes. But it happens to be one of the more effective investments in long-term global security that America can make. Yet Congress now proposes to cut some \$2 billion from President Clinton's already modest \$14.6 billion foreign aid request for next year, much of it from crucial crisis prevention programs. When the foreign aid bill goes to a House-Senate conference committee next month, the Republican Congressional leadership should work to reverse these shortsighted cuts. What cannot be restored then should be included in a supplemental foreign aid bill later this fall.

Today's foreign aid dollars can help prevent tomorrow's wars, as President Clinton noted in a speech to the Veterans of Foreign Wars earlier this month. That surely applies to \$1.3 billion promised to Israel and the Palestinian Authority for meeting the security costs of the Wye peace agreement and improving the living standards of the Palestinian people. Yet for the second budget year, Congress has withheld financing for this program.

There are also obvious dividends for American

security in programs designed to help Russia dismantle its cold war nuclear arsenal, safeguard bomb plutonium and employ former weapons scientists in new fields. Yet both the House and Senate want to impose steep cuts in these areas and would also trim money for supporting reform in other former Soviet states. The House would also cut appropriations for World Bank aid to the very poorest countries and continues to hold up paying America's back dues to the United Nations.

Some American foreign aid money has been wasted in the past. But that is no reason to starve the entire program. Congressional opponents argue that approving Mr. Clinton's full request for foreign aid would violate current budget caps. But such arguments never stop legislators eager to add defense funding or vote unwise tax cuts.

Reducing nuclear dangers in Russia, supporting peace agreements in the Middle East and Africa and helping the poor emerge from poverty are sound investments. Congress should heed Mr. Clinton's appeal and providing adequate money for these programs this fall.

Bond Act Mischief

The mass confusion caused by Albany's annual last-minute budget scrambles often provides camouflage for mischievous legislation that nobody notices until well after the deed is done. This year was no exception. The budget passed earlier this month includes subtle changes in the rules governing the disposition of certain money under the 1996 environmental bond act. Environmentalists say the changes are fundamentally at odds with the spirit of the act because they would divert money that was

structure." Again, in plain language, this means that the money could now be used by cities and towns to expand their water supplies to accommodate new business activity by large companies.

Mr. Bruno's main motive is to encourage economic development in upstate New York by linking industry with a secure water supply. A commendable and defensible objective. What is not commendable nor defensible is the fact that he wants to pay for new water supplies with money that was designed to clean up existing water

Today's debate: Education reform

Luring good teachers to poor schools takes money, creativity

OUR VIEW Raises, smaller classes among the incentives being developed.

Years of research into education reforms have led to this conclusion: Teacher quality has the biggest impact on how a child fares in school.

Yet years of teacher hiring-and-transfer policies have led to this result: The best teachers end up staffing the best schools.

That means teachers in low-performing schools are most likely to be inexperienced, uncertified or teaching unfamiliar subjects. With many students now facing high-stakes tests that can cost them promotions, the status quo cheats children who need help the most.

It took years to get stuck in this convoluted dilemma; it will take years to escape. But the solution doesn't lie in blaming teachers.

Beginning teachers earn about \$26,000 a year; beginning computer programmers about \$41,000. So when teachers have the chance to transfer based on seniority, who can blame them for seeking better conditions?

Yet there are ways to make hard-to-staff schools more enticing. Georgia, Massachusetts and New York are trying signing bonuses, pay increases or loan forgiveness as rewards. Rep. George Miller, D-Calif., has another good idea: Offer teachers willing to take assignments in struggling schools tax breaks amounting to \$5,000 a year.

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Rich rewards?

The average teacher salary was \$39,347 during the 1997-98 school year. But teacher pay varied widely by state. Here's a look at where teachers earned the most and the least:

Highest salaries:

Connecticut	\$51,727
New Jersey	\$50,284
New York	\$48,712
Michigan	\$48,361
Alaska	\$48,275

Lowest salaries:

New Mexico	\$30,309
Louisiana	\$30,090
Mississippi	\$28,691
North Dakota	\$28,231
South Dakota	\$27,839

Source: American Federation of Teachers, annual survey

By Gary Viegallie, USA TODAY

cused on the neediest schools.

That money can buy a package of enticements for teachers eager for a challenge: Come to our inner-city school, and you'll get a pay raise, the prestige of taking on a tough assignment and a class size that maxes out at 15 rather than 29.

What would help lure crackerjack teachers from neighborhoods such as the east side to the south Bronx?

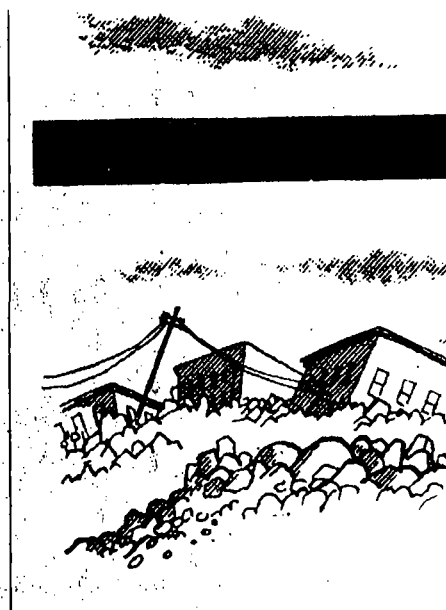
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Government fails

We are the grandparents of the four American children killed in the earthquake that devastated Turkey and its people ("5 members of Ga. family died in quake," News, Friday).

Once our immediate shock and despair passed, we did everything humanly possible, using our collective efforts, political contacts and other means, to beseech our government to step in and use its resources to bring our family members home — both the living and the dead.

Our government's answer was "no" after several days of buck-passing, stonewalling and downright ineptness.

Even now we are seething over our government's demonstrated inability to make a timely decision, to have any awareness of where possible available military-transportation resources might be, or even to show any overt expression of being proactive in attempting to help us cut through the massive Gordian knot of bureaucratic rules and regulations.

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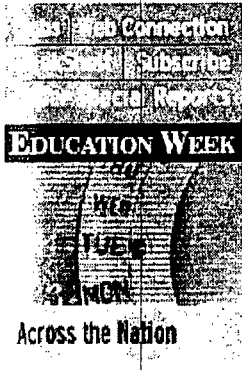
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October 13, 1999

Pay-Performance Link in Salaries Gains Momentum

By Lynn Olson

After decades of resistance, the barriers holding back the idea of paying teachers based on how well they do their jobs may finally be weakening.

The third National Education Summit's endorsement this month of salary structures that would recognize differences in skill and performance gave the latest signal that the tide is turning.

Last month, Denver teachers approved a pay-for-performance experiment that will give bonuses to some teachers if they meet goals for their students' achievement. And Republican Gov. Tom Ridge of Pennsylvania has set aside \$1 million for districts to establish programs that reward teachers for superior individual performance.

Such actions reflect a growing willingness on the part of teachers' unions and school officials to rethink salary structures. Some of the impetus comes from new research that underscores the importance of teacher quality to student achievement. It also reflects a desire to change the compensation system so that good people have an incentive to remain in the classroom, and the logic that if students are to be held accountable for results, so should adults.

"Our members are more and more willing to take a look at some of these issues," said Don Cameron, the executive director of the National Education Association.

At the same time, many union leaders remain adamantly opposed to the notion of a direct link between the pay of individual teachers and the test scores of their students.

While sentiment for broader changes in the compensation structure of teachers has been growing for some time, the pace has quickened:

Last week, the St. Paul, Minn., school board approved a union contract that no longer grants automatic step increases to all teachers. Instead, teachers in need of improvement must show evidence that they are making progress to earn the incremental raises.

In September, teachers in Coventry, R.I., ratified a contract that will allow individual teachers to earn \$1,000 on top of their base pay if they can demonstrate excellent performance by completing

Related stories:

["Denver Teachers To Pilot Pay-for-Performance Plan,"](#)
Sept. 22, 1999.

["Clinton Links K-12 Dollars, Performance,"](#)
Jan. 27, 1999.

["Cincinnati Teachers Rebuff Bonus-Pay Design,"](#) May 27, 1998.

["Business Group Offers Cash Bonuses to N.Y.C. Educators,"](#)
Feb. 4, 1998.

For background, previous stories, and Web links, see our Issues Page on [Teaching as a Profession](#).

portfolios of their work. "I believe that it's very important to recognize the best teaching," said John E. Deasy, the superintendent of the 5,600-student system, "and that recognition becomes substantial when you attach money and salary to it."

In June, the Seattle Education Association approved an agreement with the district to devise an evaluation system that would be based, in part, on student achievement. Classroom evidence, not test scores, will be the primary source for showing student progress. Eventually, said Roger A. Erskine, the NEA affiliate's executive director, those evaluations will be used for compensation decisions.

This fall, the Cincinnati Federation of Teachers, an affiliate of the American Federation of Teachers, is working on a proposal that would tie salary advancement to teachers' ability to show performance against standards of professional practice. The system is being tested in 10 schools. Teachers could also earn extra pay for acquiring specific sets of skills, such as expertise in technology.



Allan Odden

Several states also have broached the idea of paying more to teachers in subject areas with shortages, those willing to teach in hard-to-staff schools, and those who have particular knowledge and skills or who have shown superior performance.

"We're expecting teachers to know more and do more, and in order to be successful at that they need a whole lot of new knowledge and skills," said Allan Odden, a professor of education at the University of Wisconsin-Madison, "and you could reinforce that in your pay structure."

In Kentucky, for example, a state task force is likely to recommend extra compensation for teachers who meet some of those criteria.

And in Florida, Commissioner of Education Tom Gallagher has proposed paying some of the state's best teachers up to \$80,000 a year if they agree to mentor others. In addition, all employees would be eligible for financial incentives tied to student performance.

Small, Steady Steps

Though none of these developments is dramatic, in and of itself, and they affect only a small fraction of the nation's teachers, they indicate that the days of the traditional salary schedule may be numbered.

Much of the recent activity has been spearheaded by members of the Teacher Union Reform Network, or TURN, a group of 21 NEA and AFT locals.

"The question is no longer whether the traditional, lock-step salary schedule will survive," said Adam Urbanski, the president of the Rochester (N.Y.) Teachers Association and the director of TURN. "It will not."



**Adam
Urbanski**

But he and other union leaders caution that the new ideas on compensation are unproven. And most districts are striving for measured, steady progress rather than big headlines.

"We should proceed very carefully in departing from what we have now, because if we rush into something that has not been demonstrated as effective, we could actually make the situation worse," said Mr. Urbanski.

One approach definitely not on the table is the traditional concept of merit pay.

In the past, such programs were often based on supervisors' evaluations, which teachers viewed as subjective.

"They don't work," Mr. Cameron of the NEA said. "But the idea of incentives based on student performance and teacher performance is something that I think we have to take an objective look at."

"We remain opposed to individual pay tied to student results," said Tom Mooney, the president of the Cincinnati Federation of Teachers and a vice president of the AFT. "I think that's unsound, unprofessional, unethical, and no one has shown me a system that's even halfway credible."

He argued that too many factors are beyond the control of teachers, including students' own efforts.

Tying Skills to Pay

Instead, many of the newer plans reward teachers for specific knowledge and skills. The most prominent examples center around the National Board for Professional Teaching Standards, a privately organized group that recognizes outstanding teachers through a rigorous application and review process leading to national certification.

Today, 23 states and about 85 districts offer financial supplements to teachers who are board-certified.

In some cases, the extra heft in a teacher's paycheck can be substantial. North Carolina, for example, gives board-certified teachers a 12 percent raise. Florida's raise amounts to 10 percent of the average teacher salary in the state, with double that amount for those who mentor others.

Many teachers can now earn salary credits for taking almost any education courses. But the discussions at the recent education gathering of governors, business leaders, and educators in Palisades, N.Y., centered around limiting those pay incentives to professional

development that is linked to standards, district priorities, and schoolwide improvement plans.

Mr. Odden noted that, in the past, unions were reluctant to move away from the traditional, single salary schedule because of a lack of reasonable alternatives. "Now," he said, "there are viable, professional alternatives to the old merit pay."

Rewards for Results

Incentives tied to gains in student achievement at the group or school level are also sparking increased enthusiasm. At least 18 states now have laws that include financial rewards for high-performing or improving schools.

Gov. Gray Davis of California, a Democrat, recently approved \$50 million for one-time bonuses of up to \$25,000 each for teachers in underachieving schools where students show substantial gains.

Many districts have similar incentives. In some places, the money can be used only for school improvement. In other sites, teachers can pocket the cash.

The plan that emerged from the education summit for a 10-state experiment to add incentives into salary structures is based on lessons learned from the private sector. ("Teaching Tops Agenda at Summit," Oct. 6, 1999.)

But the language is purposely vague about whether those incentives will be group-based or tied to the performance of individual teachers.

on the Web

An analysis of teacher salary and reward strategies is available from the North Central Regional Educational Laboratory.

Read a brief history of TURN.

The Consortium for Policy Research in Education at the University of Wisconsin-Madison maintains information on teacher salaries as well as current and alternative teacher compensation systems.

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Vol. 19, number 7, page 1, 18

Teacher Accountability and Merit Pay

by Chuck Sambar

Reader response to my recent column which called for realism in teacher accountability, salary negotiations, and pay increases drew a quick and critical response from teacher union representatives as well as expressions of strong support from community members and several individual teachers.

Clearly, the subject of teacher accountability and pay incentives and rewards for an outstanding teaching job tends to provoke strong reactions. I did not intend to arouse either strong hostility or loud approval. My intent was to open a professional and intelligent dialogue on an issue that relates to one of the critical components of education reform. The subject of teacher accountability (and that of administrators) and pay incentives is a subject that has been discussed privately over the years but rarely has there been much intelligent public discussion or consideration.

One of the dangers of writing publicly about accountability and pay increases is the immediate teacher union charge that one is advocating merit pay. Merit pay has become the much-maligned concept and the red flag that is waved against any discussion of teacher/administrator accountability, incentives and rewards. For what it's worth, my column did not mention merit pay.

My extensive experience in education and my observation and knowledge of hundreds of teachers lead me to conclude that the overwhelming majority of teachers are competent, skilled, caring, effective and perform the most challenging, demanding, and inspiring job in the world. They deserve to be paid the highest salaries of any job in the world along with the best fringe benefits and pay incentives to attract and retain them in the classroom.

But reality is that there are teachers who should not be teaching and do not deserve a higher salary or a pay increase. But here we face the reality of the constraints of the tenure law, collective bargaining contracts, teacher shortage, and spineless administrators. Thus the conversation on teacher accountability, pay increases, and genuine school reform is avoided and left drifting in the wind of time and the result is to shut down discussion and dialogue.

Interestingly, a recent national survey by the Association of American Educators found that 60% of teachers surveyed agreed with the suggestion that schools should offer merit pay for teachers while 40% disagreed. Such result should give school administrators and teacher leaders cause for reflection.

Whether it is called merit pay, teacher incentives and rewards or something else, the majority of teachers are in favor of the concept. This issue has nothing to do with factory workers and everything to do with genuine educational dialogue, teacher satisfaction, respect, retention, reward, and, most importantly, school reform.

All of us must face the reality that school reform carries a heavy price both in dollars and compromise. We must have the courage and fortitude to examine this small part of the equation with professional honesty and respect. Intelligent dialogue is far more productive and meaningful than hate mail and unfounded accusations. Such unfortunately isolated response does not belong to the distinguished fraternity of outstanding teachers that I respect and appreciate every day of my life.

Omaha Education Association Position Statement on Merit Pay

(Adopted by the OEA Board of Directors August 2, 1989, revised November 1, 1995)

The OEA is opposed to merit pay schemes, including career ladders, because they are detrimental to collegial relationships, student-teacher, teacher-administrator, teacher-parent, and teacher-community relationships.

Supporting Information

Considerable discussion across the nation has taken place about merit pay. The proponents seem to think the public schools can be compared to a business setting. These proponents ignore the research that shows that merit pay is unsuccessful.

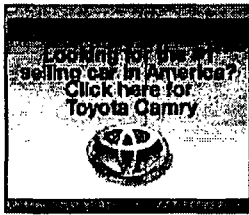
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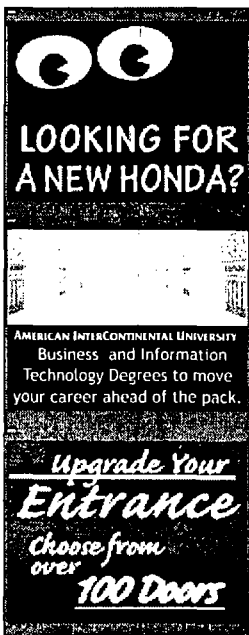
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Md. Wants Teachers, Experience Unnecessary

Campaign Will Ask Newcomers to Apply

By Amy Argetsinger

Washington Post Staff Writer

Wednesday, August 18, 1999; Page B01

Maryland's top education official said yesterday the state must relieve its growing teacher shortage by opening the classroom door to more young college graduates and midlife career-switchers with subject knowledge but no formal background in education.

State Superintendent of Schools Nancy S. Grasmick said public schools can no longer rely on education schools to produce enough teachers. She called for the expansion of alternative licensing programs that substitute on-the-job training for years of education course work.

In her budget proposal to be presented to the Board of Education next week--which also will include \$15 million to hire mentors for struggling new teachers--Grasmick said she outlines an extensive marketing campaign to promote teaching to people currently outside the field. As principals across the state go begging for instructors--especially in such subjects as math and science--she said they are becoming more willing to hire teachers from nontraditional backgrounds.

The move to expand alternate routes to a teaching career may appear counter to Maryland's effort to raise standards in the profession. State officials this year set high cutoff scores on the test given to prospective teachers, and they are trying to reduce the number of teachers working without full state certification. Teachers union officials are skeptical of efforts to expand the number of alternatively licensed colleagues and suggest that they aren't prepared to handle the demands of today's classrooms.

But Grasmick emphasized that Maryland's alternative-licensing programs still ask a lot of their candidates, who will be fully certified if they meet the following requirements: Applicants must have a bachelor's degree and a "B" average in the subject they will teach; they must pass a nationally recognized teaching exam before they set foot in the classroom; and they must take education courses once they're on the job.

"We're requiring a high level of performance expectation," she said. "We're not going to reduce the standards."

Grasmick's proposal is part of a much larger statewide effort to recruit and retain teachers in the midst of a looming shortage triggered by a

growing student population and a wave of baby-boomer teacher retirements.

Principals across the region have scrambled to fill hundreds of vacancies this summer. Although most have closed the gap in the final two weeks before classes start, they expect the hiring crunch to worsen in coming years.

Maryland officials anticipate having to hire 11,000 new teachers by 2001. Maryland teacher colleges produce only about 2,500 new teachers a year.

Last spring, Grasmick won legislative approval of a \$25 million package of signing bonuses, stipends and mentoring programs for new hires. The General Assembly approved a scholarship for students who promise to teach in Maryland. But Grasmick said more is needed to ensure that enough teachers fill the classroom in coming years.

Next year, Grasmick said, she is seeking funding for more bonuses and stipends, as well as \$15 million to provide almost all new teachers with a mentor to help them during the crucial first years when many newcomers quit.

She also said she plans to work with neighboring states to align licensing requirements, so that it's easier to hire teachers from across state lines, and to develop an electronic job bank to publicize openings throughout the mid-Atlantic.

Yet the number of projected teacher vacancies--and the shortfall in the number of teacher college graduates--will force Maryland to look elsewhere, she said.

The idea of alternative teacher certification has recently gained political popularity nationwide. President Clinton touted the development of programs to bring retired military personnel into the classroom, and the nine-year-old Teach for America has won praise for recruiting hundreds of top liberal-arts graduates into jobs at inner-city and rural schools. Virginia officials last week said they are trying to develop an alternative-licensing program.

Many states already have such a licensing system on the books, though few so far have used them extensively. Of nearly 6,000 teachers hired in Maryland every year, only about 70 arrive through the "resident teacher" program.

Many educators believe such programs should be tapped to draft more high-caliber candidates.

"There are many bright, idealistic young students out there who could be attracted to teaching," said Patte Barth of the D.C.-based Education Trust. "These are people who are not going to sit four years in an undergraduate program to become a teacher."

While Grasmick and others tout the subject expertise of these nontraditional teachers, union officials fear they are unprepared to manage a classroom.

"A lot of people from the private sector imagine that these things are easy," said Karl Pence, president of the Maryland State Teachers Association, "and they're not."

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Adding Up the Impact Of Raising Salaries

By STEVEN GREENHOUSE

THE news that two-thirds of New York City's fourth graders failed a state reading test was embarrassing, to say the least. The results, announced in May, followed too many other tests with unhappy results, including one in which American eighth graders ranked below South Korea, the Czech Republic and two dozen other countries in math and science performance.

Ask a teacher what needs to be done to improve such dismal performance, and it's a good bet the first answer will be to raise teachers' salaries, thereby attracting and keeping better teachers. There is scant evidence, though, that higher salaries alone make a difference in student performance. In fact, there is little evidence that tinkering with any single element of the education system does any good at all, when so many variables come into play, like class size, curriculum, early childhood education, discipline, homework and parental involvement, just to mention a few.

But teachers' salaries seems always to top the list of problems, perhaps because teachers' organizations make forceful arguments on the issue. They say, for instance, that one thing is clear: Beginning teachers usually earn less than other college graduates, and that discourages many top-notch people from going into teaching. Average starting pay for public school teachers nationwide is \$25,735, ranging from \$19,146 in North Dakota to \$33,162 in Alaska. While the most experienced teachers in some affluent suburbs earn more than \$90,000 a year, the average salary for teachers nationwide is \$39,347 — just a fraction of the annual bonus received by many thirty-somethings on Wall Street. Just try to raise a family or send a child through college on that amount, many teachers say.

"If we want to improve the quality of our public schools," said Sandra Feldman, president of the American Federation of Teachers, "a major part of that is to make sure we can, to be clichéd, attract the best and the brightest, and you're not going to do that without increasing salaries."

Pointing to the higher status of teachers in Japan, advocates say raising pay is a sine qua non to upgrade the status of American teachers and to show that the nation is paying more than lip service to improving education. What signal does it send about teaching, many educators say, when a 45-year-old teacher with a masters degree earns \$45,000 a year and a 25-year-old out of law school often starts at \$90,000?

Salaries 101

Average annual salaries of selected white-collar occupations in 1998.

ATTORNEY	\$71,530
ENGINEER	64,489
SYSTEMS ANALYST	63,072
ACCOUNTANT	45,919
TEACHER	39,347

Source: American Federation of Teachers

The New York Times

"Teaching should be a profession, not a philanthropic act," said David Haselkorn, president of Recruiting New Teachers, a nonprofit group that encourages college graduates to become teachers.

But many experts question whether raising teacher salaries, by itself, will translate into better educational performance. And some conservatives maintain that this push for higher pay is an attempt by powerful teachers unions to line their members' pockets at taxpayer expense.

"IF you just increase salaries, it's going to buy you very little," said Richard Murnane, a professor at Harvard's School of Education. "Right now schools are not places where well-educated college graduates want to work for very long. There is very little collegiality, very little opportunity to work on projects with other adults. It's a lonely job, and in many communities, it's seen as very low status."

One argument that undermines the push for higher pay is the experience of private and parochial schools, whose teachers are generally paid less than public school teachers, but whose students often outperform public school students. At the nation's Catholic schools, pay averaged \$22,000 last year, 45 percent below the public school average. At other private schools, teachers averaged about \$35,000, 11 percent below public school levels.

Catholic school administrators say their schools perform well notwithstanding their low salaries because their teachers are dedicated, their curriculum is highly structured and discipline is maintained. But

many educators say Catholic schools often outperform public schools largely because they are free to kick out students who misbehave. Private schools often outdo public schools, educators say, because they have smaller class sizes and student bodies often culled from the nation's elite.

"Certainly our salaries are a lot lower, but the general question is, will paying higher salaries produce better learning?" said Leonard DeFiore, president of the National Catholic Education Association. "Everyone in the teaching profession hopes teachers will get paid more, but whether that is correlated with more learning is an open question. For most people who go into teaching, money is not an issue. It's like in other helping professions - it's what you want to do and you know you're not going to make a lot of money doing it."

BUT for many teachers, money is definitely an issue. Take Daniel Perez, a 27-year-old graduate of New York University with a masters from Hunter College. After five years of teaching math at a Queens intermediate school, he earns \$38,600, but this fall he is jumping to a Suffolk County high school where he will earn \$47,900.

"It was O.K. to start at \$28,000 when I was still living with my parents, but it doesn't cut the mustard when you have a family or want to own a home," he said.

New York City teachers often seize on Scarsdale's pay scale — a Scarsdale teacher with five years' experience and a masters degree earns \$60,000 versus \$38,600 for a city teacher — to argue that they should earn far more because their jobs are harder.

"In the high-wealth suburbs, salaries are higher, working conditions are better, facilities are newer, social conditions are less impacted, and class sizes tend to be lower," said Mr. Haselkorn of Recruiting New Teachers. "So urban districts tend to lose out all the time in the bidding war for qualified teachers. That's a scandal. You can't say that we're providing equal education opportunities in this country when there are such imbalances between low-wealth and high-wealth districts."

In arguing for higher pay, many education experts cite studies showing that the nation, which has 2.7 million public school teachers, will need to hire 2 million new teachers over the next decade because of increased enrollment and a wave of retirements. Another factor experts point to is that a generation or two ago many talented women and blacks entered teaching, despite the low pay, because many other careers were closed off to them, but that is no longer the case. Now they can go into engineering, accounting, medicine or law, all of which pay considerably more than teaching.

Many educators say that if school districts raise teacher pay while taking other steps like increasing expectations, cutting class sizes and demanding more teacher training, then those steps, taken together, will improve student performance.

"I don't think salaries in and of themselves are a magic bullet, but they're an important piece in a larger puzzle," said Mr. Haselkorn.

Unabated campaign finance warfare

Campaign finance reform, a cause as durable as its unyielding foes, is coming up again this fall, with advocates still trying to find a path to the perennial Senate Republican filibuster.

Republican leaders agreed to move on bills they oppose, after the sponsors threatened to force the issue, clogging other business on the crowded agenda just before Congress quit for summer vacation.

The House will consider an amendment of four campaign bills next month, among them one that would deal with the chief target of reformers by banning the unlimited contributions that now can flow from political parties — unrestricted political money that has become a sore point around the limits that cover contributions to candidates.

That's the bill that House Speaker Dennis Hastert moved 252 to 179 in 1998, overcoming the opposition of GOP leadership to send it to its regular floor for a vote in the Senate. It never got to a direct vote there, but a majority did side with the reformers in a preliminary step. Their problem, now as then, is that a majority won't do.

They need 60 votes — or three-quarters of the Senate — to stop the talk and force action. Opponents, led by Mitch McConnell, Kentucky Republican, say they've got the votes to block the bill again this

fall. It has become an annual exercise, to the same stalemate, leaving the loopholed, 25-year-old cam-

paign finance law alone. It limits contributions to candidates, but the Supreme Court ruled that their

spending can't be limited because that would infringe on freedom of speech. The contribution limits al-

\$1,000 for individuals, \$5,000 for political action committees and \$25,000 to a national political party.

"But those limits are easily evaded by the unlimited contributions of soft money," said Sen. Carl Levin, Michigan Democrat. "We have, in effect, no limits today."

Sen. John McCain of Arizona, chief Republican sponsor of the bill that would ban those unrestricted donations, agreed to the deal that promises the measure will come up by Oct. 12 for at least three days of debate. Mr. McCain, a GOP presidential candidate, had threatened to snarl Senate action this month to get something done on the bill.

To avoid that, Sen. Trent Lott, the majority leader, offered the agreement for action in the fall, but with a price on it. The sponsors get one chance to push the bill past the filibuster to a vote. Mr. Lott, Mississippi Republican, promised them ample time for debate and action on amendments, after which the Senate is to vote on ending the filibuster. Their part of the deal is that unless they win the 60 votes to do it, they won't try to raise the issue again this year.

Sen. Russell Feingold, Wisconsin Democrat, Mr. McCain's cosponsor, said that with "real amendments, real debate and a real discussion," he thinks the reformers can round up 60 votes, maybe 70. They've never come close to

those numbers, not even when the campaign reform issue was dramatized and driven by Democratic fund-raising abuses and Republican investigations of illicit foreign donations in 1996.

Since then, the reformers have narrowed their aims, to the soft money ban, stronger disclosure requirements, and regulation of what are called issue ads. Those are campaign commercials paid for by interest groups that avoid the contribution limits because they do not directly advocate the election or defeat of a candidate. They do so without saying so.

Earlier campaign bills sought to curb political action committees, and to have the government provide incentives to candidates who would agree to limit their campaign spending.

That hasn't placated opponents. "The American people do not need government speech police dictating what, where, when and how they can speak about issues," said Rep. Tom DeLay, the GOP whip.

House Speaker Dennis Hastert said campaign legislation will be considered the week of Sept. 13; his timetable held after a petition drive by the reformers stalled short of the majority it would have taken to force earlier action.

Walter R. Mears is vice president and columnist for the Associated Press.

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[Finding 3](#)**METHODOLOGY****Tipsheet****Expert Critiques**[Dr. James Comer](#)[Sandra Feldman](#)[Robert A. Frahm](#)[Frank Newman](#)[Diane Ravitch](#)[Robert F. Sexton](#)[TheodoreSizer](#)**Common Errors****Red Flags****Education Issue****Denver Program Would Link Teacher Salaries to Student Performance**

The Denver Classroom Teachers Association is expected to approve a two-year pilot program that would link salary increases to improvements in student performance. The pilot plan may lead to a permanent system in which traditional criteria for annual raises, like years of service and cost-of-living allowances, would be replaced by salary increases based solely on classroom results. Each teacher in the pilot schools would receive \$500 for participating and an additional \$1,000 if, by the end of the academic year, a majority of the teacher's students showed an improvement. Three groups of schools (each group will contain four elementary schools and one middle school) will be evaluated for student improvement by a different indicator. One group will measure scores on the Iowa Test of Basic Skills, one will measure tests and classroom work given by the teacher, and the third will measure student improvement in classrooms where teachers have sought to increase their teaching skills by taking a development course. At the end of the trial period, a panel will evaluate the results and recommend achievement criteria for a permanent system. Several teachers told reporters that voting for a permanent plan based on student improvement will be much harder than approving a two-year test program that has no financial downside. **(Updated 9/10/99)**

Public Agenda's [Learning Curve](#) offers context on this issue. Additional information is also available in the [Education](#) issue guide:

Public Opinion:

- [The public supports competency tests for teachers as do professors of education](#)
- [Most people say teachers are helping to improve education, but significant numbers say teachers' unions are part of the problems](#)
- [Teachers are highly resistant to many measures to increase accountability supported by parents, professors and employers.](#)

Fact File:

- [Average annual salaries for teachers](#)
- [Teachers' salaries by state](#)

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EXECUTIVE SUMMARY

THIRD YEAR IMPLEMENTATION ASSESSMENT OF THE PERFORMANCE PAY PLAN FOR TEACHERS

(1996-'97)

Presented to the Board of Education on MAY 5, 1998

Performance Pay Overview

The Board of Education and the Douglas County Federation of Teachers (DCFT) agreed to a Performance Pay Plan for Teachers (PPP) that was put into action in summer, 1994. The teacher plan is one part of a performance umbrella that covers all Douglas County employee groups, including teachers, classified staff (bus drivers, secretaries, food service workers, etc.) and administrative/technical employees.

The teacher pay plan has been called the "most comprehensive performance pay plan in the nation."

Its six major components reward certified employees by providing multiple options for receiving extra pay, including: Outstanding Teacher, which recognizes individual teachers for what they have accomplished in classrooms; Group Incentive, which is tied to cross school collaborative activity to increase student performance-oriented goals; District and Site Responsibility Pay, which pay teachers for assuming extra responsibilities; Skill Blocks, which pay teachers for taking and successfully demonstrating the accomplishment of a skill tied to district priorities; finally, Base Pay is tied to teachers' professional background and experience. If a teacher receives an unsatisfactory evaluation, there is no increase in base pay. It has been called the "most comprehensive performance pay plan in the nation."

As it stands today, there's no question that the PPP better aligns the compensation of Douglas County teachers with important educational goals. "Students are the direct beneficiaries of this plan," said Assistant Superintendent Ellen Bartlett

As with any program of this magnitude, however, ongoing evaluation of the plan is essential to its continued success. "The pay plan is better today than it was yesterday, and will be better tomorrow than it is today," said Douglas County Federation of Teachers President Rob Weil. "It creates meaning and is a better answer for our teachers [than other compensation systems]. We take it seriously, and it shows." To ensure the PPP maintains its effectiveness, the plan requires monitoring and suggestions for its thoughtful evolution.

Initial study shows plan is on the right track

In 1995, after the first year of the PPP, an independent study was commissioned to determine how the plan was going. At that time, independent researchers Gene Hall, Ph.D., and Edward Caffarella, Ph.D. (biography paragraphs), stated: *Clearly, the success of the first year of implementation is based in the intensive and multi-year process that was used to conceive the plan and obtain support from all vested*

parties. Two *key concepts that underlay the success of the first year of implementation are trust and continuing dialogue.*

The initial study found that the following critical factors related to the success of this change had been addressed:

- **Process**-There was a multi-year process, which was "very, very slow," at times, "deliberate," and "sometimes unplanned."
- **Time**- Exploration of the idea began in the late 1980s, and the first year of implementation was not until the fall of 1994.
- **Stability**-The district has stability in membership and leadership by the school board, district administrators and Douglas County Federation of Teachers.
- **Positive Relationships and Trust**-With stability comes the ability for various interests to come to know each other and work together long enough to be able to have confidence in the dialogues and agreements that are reached.
- **Teacher Union Leadership**-It has been characterized as being *collaborative, flexible and risk taking.*
- **Strategic Thinking Administrators**-Executive leaders in this district have continually thought about and kept the big picture in mind.
- **Understanding of Implementation**-The best laid plans will fail without systemic and multi-year attention to getting the plan implemented.
- **Long Hours**-Nothing can be accomplished in a large and loosely coupled system without extraordinary efforts at communication, dialogue, planning and more communication, all of which take enormous amounts of time.
- **Participation**-Another important characteristic is the process of supporting ongoing and multiple ways for representatives of all the constituencies to participate in planning, deciding and implementing all new ventures.

Third-year implementation study results

Now, three years after the approval of the plan, Gene Hall, Ph.D. and Edward Caffarella, Ph.D. (biography paragraphs included) have completed another assessment. This study, released in April, 1998, examines the plan's third-year implementation. This report was compiled by collecting a range of data in fall 1997, including teacher and administrator questionnaires and a series of in-depth interviews. The teacher questionnaire was distributed to all of the district's 1,700 teachers (approximately 50 percent were returned). Only 25 administrator questionnaires were returned, necessitating interviews to assure a more representational voice.

In the interview process, researchers asked a stratified sample of teachers, administrators, Building Resource Teachers and Board of Education members a series of open-ended questions. The in-depth interviews provided a rich, qualitative overlay to the survey data. The findings of this study can be found in an 85-page report on file in the Office of Human Resources or Douglas County Federation of Teachers office. This brief summary provides rationale for possible future adjustments to the plan and reaction from teachers.

Emerging effects of the PPP

The researchers kept notes about effects and potential effects of the PPP. There are a number of direct effects that can be described, as well as hints of several effects that are likely to emerge over time. The bottom line question that has been regularly asked by the Implementation Team and the Board of Education is: "What difference is the plan making for students?"

The overall PPP is having positive effects in a number of ways, including widespread recognition for this innovative effort. But the district needs to strive to keep in place each of the plans' positive and

constructive elements. Only now, after three full years of implementation, is it possible to detect both positive and negative effects.

Positive effects of the plan's components

Group Incentive Plans-There are strong indications of increased teacher awareness of, and involvement in, schoolwide goals and agendas. Many teachers are seeing links between what they do and the School Improvement Plan. Teachers at all levels indicated that the plans had a positive effect on student performance. Also, there is increased collegiality across department levels and teams.

Skill Blocks-Consistent teacher reports and administrator observations of changes in classroom practices. Teachers stated they were able to take their intense and relevant learnings back to the classroom. The *Claris Works Skill Block* has contributed to increased use of computers by teachers and, in some classrooms, the integration of technology into the classroom. There are strong reports on the effects of the *Assessment Skill Block*. The relationship between assessment, instruction and learning has been brought to higher levels after the *Skill Block*. "Assessment takes on new meaning," said one participant.

Site Responsibility Pay-This extra pay is contributing to a positive organizational culture. The pay is appreciated by many teachers as a recognition of the extra time they invest in committees and other tasks outside the classroom.

Outstanding Teacher-This component of the plan has directly affected teacher thinking about their teaching. For most teachers, the first time preparation of a professional portfolio has clearly been a very meaningful experience. For many, it has been the first time in their career that they have taken concentrated time to examine what they do in the classroom and why. "It reminds teachers of the good things they have done," said one participant.

Major themes and conclusions emerged from the study

Throughout the study, many common themes began to emerge about components of the plan, as well as *the overall shift to performance pay. Here follows some of the more powerful statements:*

- Implementation of the PPP continues to go well and has advanced considerably in its first three years. Continued attention on implementation will be needed for the plan's fourth and fifth years.
- Continue to refine and balance key aspects of the plan, and increase efforts to institutionalize the overall PPP.
- The Group Incentive has emerged as the most powerful and widely accepted component.
- Skill Blocks are receiving rave reviews, and direct effects in the classroom are being observed.
- There is widespread understanding and increased acceptance of the PPP; several positive aspects of the plan need to be recognized, supported and celebrated.
- The consensus recommendation of teachers and administrators is to "keep it and refine it."
- The Outstanding Teacher/Educator part of the plan continues to be the most visible.
- Site Responsibility Pay is supported by teachers at each site, and there is widespread variation in what is paid from site to site.
- District Responsibility Pay continues to be less visible and little understood.
- There is a direct correlation between participation in a component of the PPP and positive attitudes toward it.
- Increase participation options and knowledge of the plan for nonparticipants.

OUTSTANDING EDUCATOR (TEACHER)

This component recognizes outstanding teacher performance in three areas: 1) assessment and instruction, knowledge of content and pedagogy, and collaboration and partnerships; 2) implementation of standards in the classroom; 3) application for National Board Certification. The base for the determination is a teacher-developed portfolio, with portfolio review and the designation being made by the principal. The Outstanding Teacher stipend is an annual one-thousand dollar bonus that rewards outstanding teachers who demonstrate and document teaching excellence throughout the year.

Findings:

Outstanding Teacher continues to be the most visible and talked about component of the PPP. It also remains the most problematic of the plan's components. That said, it still enjoys strong union and school board support because it recognizes, in a significant way, strong teachers in the district.

Eighteen percent of all teachers and 28 percent of those eligible received *Outstanding Teacher* designation for the 1996-'97 school year. For the first time in the 1997-'98 school year, all eligible teachers could elect to participate in an alternative preparation of their portfolio, based primarily on their standards implementation efforts. The time it takes (an average of 40.5 hours) to prepare a portfolio continues to be an issue; some teachers view the bonus as "pay for producing a product," instead of a reward that necessarily equates to outstanding teaching.

There seems to be a developing split in perceptions and valuing of *Outstanding Teacher* designation between those who have participated and those who have not. This split is especially strong among high school teachers; those who did not participate or were not designated *Outstanding* feel the entire PPP has little or no contribution to professional growth. Conversely, those who were designated *Outstanding* in 1996-'97 see the whole PPP as contributing to their professional growth. Many teachers requested that there be additional feedback to teachers who prepare portfolios, and perhaps expanded public recognition for those designated *Outstanding*.

Selected Recommendations:

Expanding *Outstanding Teacher* Options-These options might include basing *Outstanding Teacher* on observation of classroom performance, teacher leadership, non-print portfolios or by a direct connection to teacher evaluation.

Establishing a Multi-Year Perspective-Try using a multi-year cycle instead of an annual portfolio for designating *Outstanding Teacher*.

Selected (positive and negative) Teacher Comments:

- It forces you to take time to reflect on what you do, why you do it and how/if it affects student performance.
- It is an opportunity for reflection and feedback from colleagues.
- It focuses me-helps me tune in on what I need to do with my lessons.
- It encourages teachers to work on techniques or practices of benefit.
- Too much time for too little pay.
- I can say anything I want to make myself look good on paper.
- The concept is professionally insulting.
- It does not reflect the teacher's effectiveness in the classroom.

SITE RESPONSIBILITY PAY

Site Responsibility Pay *compensates teachers for activities above and beyond the normal course of classroom instruction. Teachers receive Site Responsibility Pay for a wide variety of activities, ranging from chairing a committee to special work with individual students. The method for allocating Site*

Responsibility Pay is determined by teachers at the building level. Findings:

Approximately 54 percent of Douglas County teachers who responded to the survey indicated they received *Site Responsibility Pay* during the 1996-'97 school year. Substantially more elementary and middle school teachers received this pay than high-school teachers. More experienced teachers received more *Site Responsibility Pay* than those with four years or less with Douglas County School District. Teachers appreciate the symbolism of the recognition of efforts beyond the normal school day. Tracking who receives *Site Responsibility Pay* takes individual teacher time, as well as clerical time at the school. Some schools seemed to have lost sight of the fact that how the money is distributed is decided by the site and can be changed by the site.

Selected Recommendations:

There may be some benefit for schools to share the various methods being used to determine aspects of their *Site Responsibility Pay* program. Continue to allow each site to make allocation decisions. Explore ways to reduce time and paperwork required to determine what each teacher will be paid.

Selected (positive and negative) Teacher Comments:

- The pay is so small it's not worth the time, but it's nice to get paid something for the extra work I did.
 - Hard to decide who should get it.
 - The pay is so little that it does not affect whether I do the work or not.
 - It seems fair to me.
 - It was good to be compensated for some of the extra time I put in.
 - Staff [members like to decide] where funds go.
-

DISTRICT RESPONSIBILITY PAY

Teachers receive extra pay for participation in districtwide professional activities. These activities can be varied, but typically are for serving as members of districtwide committees or task forces. District Responsibility Pay is similar to Site Responsibility Pay, but the activities are done at the district level rather than at the local school level. Not all additional pay is governed by this component of the plan.

Findings:

This aspect of the plan continues to be the least understood. On a questionnaire, more than 20 percent of teachers indicated a desire for more information. Most teachers have a misunderstanding of what it is and what it is not. A new payroll system will identify the sources of all extra moneys in a paycheck. At this time, teachers will see if they are (or are not) receiving *District Responsibility Pay* and may have questions. This could prompt some equity-of-pay issues for service on district committees.

Selected Recommendations:

In order to reduce confusion, and the potential of increasing misunderstanding about this component of the plan, the district needs to review the different sources, types and amounts of extra pay that are available and develop a description or chart of what each is and represents.

Selected (positive and negative) Teacher Comments:

- It gives value for the work I did as a leader...
- May encourage some teachers to be more active at the district level.
- Too little pay for too many hours of work.

- Unclear about what things are in this category.

GROUP INCENTIVE

Group Incentive *creates a school-wide activity with teachers cooperatively working toward a common goal. Teachers select and plan the Group Incentive activity. Group Incentive plans need to be student focused with a measurable outcome. Before implementation the plan is approved by a district-wide Group Incentive Board. Individual teachers have the option to participate in Group Incentive.*

Findings:

Both teachers and administrators feel this is the most popular component of the PPP. School Group Incentive plans encourage teachers to work collectively for the benefit of students, but participation is voluntary. Students gain by being targets of the efforts, and teachers gain by working together on a whole school project that focuses on student achievement. The development and execution of the plan brings together and encourages communication among teachers from various disciplines and grade levels. Teachers who would not typically be working together find themselves talking about Group Incentive. This component of the PPP is working well in elementary and secondary schools.

Teachers indicated that their school's Group Incentive plan has improved student performance. Teachers who participated in Group Incentive indicated a stronger perception of effects on student performance than teachers who did not. Only six percent felt they needed additional information on Group Incentive. These plans are typically organized and led by a small group of teachers, who may carry a disproportionate workload.

Selected Recommendations:

Consideration should be given to providing additional pay for those teachers who lead the development and implementation of the Group Incentive plans. Group Incentive lead teachers could benefit from specialized training in leadership and facilitation skills. Consideration to incorporate multi-year continuity should be given to Group Incentive plans. The district needs to pay continued attention to supporting and sustaining Group Incentive.

Selected (positive and negative) Teacher Comments:

- Gives whole school a focus on one goal.
- Teachers working toward a common, agreed upon, measurable goal, which is usually tied into school's goals.
- Cooperation by all staff.
- Several people must take the leadership to achieve the goal and tend to work many more hours than everyone else-yet get the same pay.
- The pay was insulting and not worth the effort.
- People choosing not to participate [can hinder the effort].

SKILL BLOCKS

These are district-selected, designed and developed skill-building priorities and classes for teachers. The skills selected support district goals and the development and authentic assessment of teacher skill acquisition. A stipend is paid to teachers upon successful completion of the assessment for each Skill Block.

Findings:

Returned surveys and on-site interviews clearly documented strong support for *Skill Blocks*. Most participating teachers found the training intense and relevant to their classrooms. The design has had a constructive effect on their learning. Most teachers appreciated receiving extra pay for learning new skills. Although some felt the amount was not significant, it did symbolize the district's interest in, and support of, teachers learning new skills. Teachers indicated they were able to take the new skills from *Skill Blocks* back to their classrooms. Although most teachers found scheduling *Skill Blocks* relatively easy, some would prefer classes to be offered at more convenient locations. Teachers expressed concern about discontinuing the *Claris Works Skill Block* and saw the benefits of having this course available to classified staff, as well as teachers.

Selected recommendations:

The district should continue to offer current *Skill Blocks* and bring additional *Skill Blocks* on line. Continue to offer the *Claris Works Skill Block*, and give consideration to content specific (e.g. mathematics), specialized (e.g. special education) or level (e.g. high school) *Skill Blocks*.

Selected (positive and negative) Teacher Comments:

- Super incentive to keep up on current topics (skills).
- Classes help clarify how to assess the standards. Great to receive money for education.
- It encourages teachers to stay current. I really enjoyed them.
- Classes are not at convenient locations and times.
- So much work for very little pay; limited locations and topics.

BASE PAY

Base Pay for each teacher is calculated through the use of a formula. The Base Pay formula replaces the typical salary scale used by most school districts. In Douglas County, there is no printed salary scale for teachers in the teacher contract. Since the values for each variable for each teacher will be different, Base Pay must be calculated separately for each teacher.

Findings:

Many teachers do not understand the *Base Pay* formula, but there is widespread trust that the district is accurate in determining each teachers' pay. The limited understanding is not due to absence of effort to explain the formula. There have been computer disks provided to each school, and the teachers' union continues to make presentations at each school. There is a mistaken perception by many teachers that the evaluation steps in the *Base Pay* formula are annual steps, rather than increments dependent on a successful annual evaluation.

Selected recommendations:

The district may want to reinforce that *Base Pay* increases are dependent upon evaluation and not just time in the classroom. One problem that needs to be addressed is when and how newly hired teachers find out what their pay will be; some way needs to be identified and implemented to inform newly hired teachers what their salary will be in a timely way. If nothing else, it should be possible to estimate their salary within a typical range.

Selected (positive and negative) Teacher Comments:

- I don't understand the formula. I am going to trust the district.
- I couldn't even begin to tell you how it works.

- I understand it. It is simple.
- I know it is affected by evaluations.

CONCLUSIONS AND RECOMMENDATIONS

As the program begins its fourth year of implementation, it is apparent that there has been a widespread increase in the knowledge of and experience with the overall plan and its six components. All parties-teachers, administrators, the School Board and the community-are to be congratulated for having conceived and sustained efforts to implement a multi-part, complex and, in some ways uncomfortable, new and untested approach to recognizing and paying teachers. Although some problem areas and several targets for advanced thinking can be identified, it is clear that initial implementation of the PPP has been successful and that it can work.

As Douglas County looks to the future success of the program, districtwide leadership and attention to the innovation has to be maintained. Now is the time to make the modifications that will lead to the best, refined PPP for the next century. Some modifications are necessary in order for the plan to become more fully institutionalized. Some recommendations follow:

The district needs to provide system-level attention to emerging issues by treating the plan as a whole entity.

Because district and school administrators provided only limited input for this study, there needs to be some sort of open-ended process to gather perspectives, suggestions, issues, successes and concerns of administrators.

An examination of the similarities and differences in the cultures of the School Board and teachers should be undertaken to bridge a perception gap and continue moving the PPP forward.

Final Thoughts:

- 1) Take time to celebrate all that has been accomplished thus far.
- 2) Do not become lax and assume that institutionalization of the PPP is complete.
- 3) Remember that communication never ends.

BRIEF BIOGRAPHIES OF THE RESEARCHERS

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Gene E. Hall, Ph.D., currently is a professor of educational leadership at the University of Northern Colorado. He is an internationally known scholar in the area of organization and individual change. He has been the primary developer of the Concerns Based Adoption Model which addresses the personal side of the change process. In the past, he has been a professor at the University of Florida and the University of Texas at Austin.

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Edward Caffarella, Ph.D., currently is a professor and program coordinator of educational technology at the University of Northern Colorado. His scholarship has addressed diffusion of technology innovations and studies of school facilities. He is a national leader in the design of graduate programs in educational technology. He is also a former professor at Virginia Commonwealth University and the University of

"A Working Annotated Bibliography of Selected Articles on Accountability and Incentives"

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This working bibliography was prepared by Leah Altemeier, Lisa Carlos, Don Klein, and Joan McRobbie of the Policy Support & Studies Program at WestEd. Its purpose is to introduce readers to selected articles that raise some of the complex issues involved in designing accountability and incentive structures. We will continue to add to this document as new literature is uncovered. It was funded in part by the U.S. Department of Education, Office of Educational Research and Improvement.

For more information, citations, or our most recent copy, contact Lisa Carlos at WestEd at lcarlos@wested.org or 415.565.3085

A Working Annotated Bibliography of Selected Articles on Accountability and Incentives

Abelmann, C.H., & Kenyon, S.B. (1996, April 12). *Distractions from teaching and learning: Lessons from Kentucky's use of rewards*. Paper presented at the meeting of the American Educational Research Association Annual Conference, New York, NY.

Anderson, A.B., & Lewis, A.C. (1997, March). *Academic bankruptcy*. Policy Brief from Education Commission of the States (ECS), Denver, CO.

Bryk, Anthony, Shipp, Dorothy, Hill, Paul, & Lake, Robin, et. al. (1997). *Decentralization in practice: Towards a system of schools* (draft). Paper presented at the meeting of the American Educational Research Association Annual Conference, Chicago, IL.

Clotfelter, Charles, T., & Ladd, Helen F. (1996). *Recognizing and rewarding success in public schools*. Holding Schools Accountable. Washington, D.C.: The Brookings Institute

Cohen, David K. (1996). *Rewarding teachers for student performance*. Rewards and Reform: Creating Educational Incentives That Work. San Francisco: Jossey-Bass

Elmore, Richard F., Abelmann, Charles H., & Fuhrman, Susan H. (1996). *The new accountability in state education reform: From process to performance*. Holding Schools Accountable. Washington, D.C.: The Brookings Institute

Heneman, Herbert. (1997, March 24-28). *Assessment of the motivational reactions of teachers to a school-based performance awards program*. Paper presented at the American Educational Research Association Annual Conference, Chicago, IL.

Kelley, Carolyn (1997, Spring). Teacher compensation organization. *Educational Evaluation and Policy Analysis*, 19(1), 15-28.

Kelly, C. (1997, March). *The Kentucky school-based performance award program: School-level effects*. Paper presented at the meeting of the American Educational Research Association Annual Conference, Chicago, IL.

Ladd, Helen F. (1996). *Introduction*. Holding Schools Accountable. Washington, D.C.: The Brookings Institute

Newmann, F.M., King, M.B., & Rigdon, M. (1997, Spring). Accountability and school performance: Implications from restructuring schools. *Harvard Educational Review* 67(1), 41-74.

Odden, A., Heneman, H., Wakelyn, D.J., & Protsik, J. (1996, October). *School-based performance award designs: A case study*. Paper presented at the meeting of the American Educational Research Association Annual Conference, Chicago, IL.

SouthEastern Regional Vision for Education (SERVE). (1994, September). *A new framework for state accountability systems*. Special Report. Greensboro, NC .

Suarez, Tanya M. et. al. (1991, June). *The use of sanctions with low performing school districts*. Chapel Hill, NC .

Work Summaries

Abelmann, C.H., & Kenyon, S.B. (1996, April 12). **"Distractions from teaching and learning: Lessons from Kentucky's use of rewards."** Paper presented at the meeting of the American Educational Research Association Annual Conference, New York, NY.

Abelmann and Kenyon begin with an historical overview, explaining that states have shifted from school improvement policies that emphasize inputs or process regulations to those policies that provide monetary incentives. According to the authors, states and districts developing such plans have typically asked: 1) what cognitive and non-cognitive indicators should be used to index performance; 2) should such an index correct for racial and SES bias; and 3) should collective or individual incentives be used? The authors go on to discuss differences among state rewards schemes, such as judging a school's performance against a relative standard or its own benchmark and basing teacher merit pay on subjective supervisor evaluations of teacher performance or on objective criteria - typically standardized student test scores. The remainder of the article analyzes data derived from four school-level case studies, news articles, and state education department surveys. This analysis is organized around five assumptions:

The first assumption-that teachers understand and are motivated by the concept that they will be rewarded for good performance-was proven untrue. In these four cases, teachers did not view themselves as participating in "an even exchange." Moreover, "there is little indication that rewards acted as an incentive at all" and "fear of sanctions" or fear of becoming a "school in crisis" was a stronger motivator than incentives.

A second assumption-that intrinsic rewards (e.g. quality of working environment) are more important than extrinsic rewards (e.g. financial incentives) in motivating people, was found to be true. In these cases, extrinsic awards were less important or conflicted with the intrinsic value teachers felt about their professions.

Third, the authors question the strategy of spending resources on rewards as opposed to building teacher capacity (e.g. knowledge and skills about best practice). In lieu of such capacity, "each school takes its best guess at practices that might assure success..."

Fourth, the authors ask whether incentives should solely be aimed at teachers, since teachers are not the only determinant of student performance. The authors point out, for example, that students are not recipients of cash incentives, yet they too need to be motivated.

Finally, many teachers were skeptical that cash awards would ever materialize. Although the authors concede that performance in some schools has increased, this article raises issues about whether or not

such an increase is directly related to cash incentives.

The authors list six lessons learned from these case studies of four schools: 1) teachers should be involved in the development of an incentive system, so that they can signal to policy makers whether they are motivated, for example, by intrinsic over extrinsic rewards; 2) rewards should be linked to individual student progress, not cohort comparisons; 3) inequities among schools regarding their capacity and access to the knowledge necessary to enact reforms that improve performance must be addressed; 4) the reward process should not be left up to school level staff and use of such funds should be clearly tied to school improvement, not individual salaries; 5) incentives should be tied to clear goals within a reasonable time frame; and 6) to take the reform seriously, teachers need assurance in the promises made and the long-term stability of the effort.

Anderson, A.B., and Lewis, A.C. (1997, March). **"Academic Bankruptcy."** Policy Brief from Education Commission of the States (ECS). 707 17th Street, Suite 2700. Denver, CO 80202. (303) 299-3600.

Twenty-two states currently have state takeover laws for schools experiencing "academic bankruptcy", or a consistent failure to meet state education performance standards. This policy brief provides a summary of the provisions for the different states and discusses academic bankruptcy in practice from three states' experiences. For almost all states, interventions usually occur in stages, with districts first being identified by the state as having a number of low-performing schools, with a period of time (usually up to one year) for the school's district to develop an improvement plan. If the district is still underperforming, it receives state intervention, which can often involve hiring a consultant to conduct a comprehensive audit and make recommendations for improvement to the state board of education. If after another period of time (usually one year), the district has not improved, some form of takeover may occur. Contained in this brief is an outline of the levels of authority at which each state is permitted to intervene; for example, some states have the power to send technical assistance teams for audit purposes, appoint interim administrators, remove the superintendent, staff and/or school board, dissolve districts/schools, withhold funding from underperforming districts, and/or notify the public. Following is a section listing arguments used both for and against aspects of the academic bankruptcy issue, such as the efficacy of state governance, the impact on teaching and learning, the use of rewards and sanctions, and the effects on school staff and community members attitudes.

Three case studies elucidate some practical experiences. Baltimore City Public Schools failed to improve even after the mayor appointed school board members and the superintendent, and after the City Council directed the school district budget. It was the added element of accountability for the school board members, chief executive, academic, and financial officers to improve academic performance that began to produce results. The second lesson for Baltimore was that partnerships are more effective than top-down strategies. Ohio legislation has recently stated clear state expectations, used a formal calculation to determine "satisfactory progress", and provided for sensitivity to the uniqueness of each district. New Jersey is operating three urban school districts, assigning an urban specialist, providing special coordinators and services for programs, holding monthly meetings between the state department of education and district leadership, providing an Urban Coordinating Council that handles the administrative red tape, and giving funding for districts to develop improvement plans. Since the state has seen satisfactory improvement in all districts over the seven-year period, it is developing guidelines for continued progress and safeguards for the near future when districts re-assume local control.

Bryk, Anthony, Dorothy Shipps, Paul Hill, and Robin Lake et al. 1997.
"Decentralization in Practice: Toward a System of Schools" (Draft). Paper presented at the meeting of the American Educational Research Association Annual Conference, Chicago, IL.

This paper presents an overview and findings of a 2 ½-year study of school reform efforts in several cities that have tried to decentralize school operations. The study focused on six large cities that have, in different ways, sought to increase local schools' freedom of action and emphasize greater accountability

for results. The cities were Charlotte-Mecklenburg, Chicago, Cincinnati, Denver, Los Angeles and Seattle. In sum, the authors found that the pace of reform in these cities remained slower than expected. They found that loosening controls on schools is not in itself a sufficient condition for improvement. Left to their own devices, some individual schools have moved forward, but many more continue to struggle and experience much less success. Primarily, none of the decentralization efforts studied sufficiently attended to the external assistance that teachers, principals, and parents need to meaningfully redress the quality of instruction and other services to children. None of the districts fully considered how its extant system of incentives and sanctions may need to be reframed to aggressively stimulate improvements.

As one component of the larger study, the authors did examine the efforts to implement new systems of school-based accountability. The authors found that only Charlotte-Mecklenburg included accountability designs in their original reform plans, while Chicago and Cincinnati added them only after reforms had begun, and in Denver, Los Angeles and Seattle such plans were either unclear or not present. The authors conclude by noting that decentralization opens up the possibility of four different types of accountability: hierarchical district accountability (schools and students must meet learning requirements), customer accountability (schools must attract students), professional accountability (schools must win accreditation and maintain respect of professionals), and political accountability (school leaders must answer local site councils). According to the authors, no locality has yet committed the necessary resources nor established the governance arrangements to implement a decentralization program fully integrated with a comprehensive accountability system.

Clotfelter, Charles T., and Helen F. Ladd. 1996. **"Recognizing and Rewarding Success in Public Schools."** Holding Schools Accountable. Washington, D.C.: The Brookings Institution.

This article examines in detail two initiatives that combine a focus on student outcomes with financial incentives for schools, commonly referred to as recognition and reward programs. In particular, they compare the experiences of the state of South Carolina since it adopted its incentive award program in 1984, and those of the Dallas Independent School District, which adopted a similar program in 1990, regarded by the authors as the most complete and sophisticated accountability and incentive program in the country. The main questions the authors address are: how to pick winning schools; whether or not to adjust for socioeconomic differences among schools; what sorts of incentives are generated; and whether such programs are likely to increase student learning. Their main findings are: such programs will not meet the fairness test unless test scores are adjusted for the students' socioeconomic status; while attempts to make these adjustments in SC and Dallas have increased fairness they have also resulted in incredibly complex methodologies that render the process confusing to participants and the public; and rewards that have been large enough to change behavior have also engendered less than desirable results, such as cheating and data manipulation

Cohen, David K. 1996. **"Rewarding Teachers for Student Performance."** Rewards and Reform: Creating Educational Incentives That Work. San Francisco: Jossey-Bass

Cohen outlines a complex analytical framework that includes three key themes. The first is the lack of reliable professional or social science knowledge about the effects of such schemes. Cohen argues that "we know enough to rule out simplistic and punitive schemes-though that may not be sufficient to keep them from being adopted-but not enough to inform choices among more complex and sophisticated alternatives." Another tension is that rewards alone do not fix the complex problems facing the worst schools. Despite arguments to the contrary, resources are needed to improve the capacity of schools. Finally, Cohen argues that educators and the public will need clarity about the measures of performance, criteria of success, and fairness associated with a rewards scheme. However, striving for such clarity can often exacerbate fundamental disagreements, which-in turn-raise other complex issues.

Several other questions are explored. One involves how best to measure student performance. Which standardized or performance-based tests are more likely to drive student learning and school

performance in the right direction? tests? Each has its merits and drawbacks. A second question concerns the criteria used to determine school success. Should single or multiple criteria be used? What compensatory adjustments, if any, should be made for non-school influences on student performance, such as parental education and income level? Another issue is how to improve "professionalism" or the professional capability of a school to respond constructively to a rewards scheme. The chapter continues exploring these and other issues and concludes by reiterating that additional research is needed before some of these important questions can be answered.

Elmore, Richard F., Charles H. Abelman, Susan H. Fuhrman. 1996. **"The New Accountability in State Education Reform: From Process to Performance."** Holding Schools Accountable. Washington, D.C.: The Brookings Institution:

In this article, Elmore, Abelman and Fuhrman describe an emerging model of state and local governance and accountability: a "model of steering by results"-using rewards, sanctions and assistance to compel higher levels of school performance. Few states have a performance-based system fully operating, but at least 80 percent of 50 states surveyed in 1993 indicated they were engaged in developing, piloting or implementing some form of this new approach to accountability. Several states, for example, have experimented with financial incentives, including Indiana, Kentucky, North Carolina, South Carolina, and Texas. Meanwhile, other states developed interventions for severely troubled districts and schools that lost accreditation. Interventions include the appointment of on-site monitors, followed by state takeover or removal of local governance. In Maryland, sanctions include privatization and reconstitution of schools' staff. Other states focus on program improvement through intensive on-site inspection, which includes classroom observations and lengthy feedback, such as the Program Quality Review process found in California.

Based on follow-up interviews in 1994, the authors selected Kentucky and Mississippi as the two states farthest along in the development of performance-based systems and the focus of more in-depth analysis. They represent opposite ends of the continuum: KY is viewed as a higher cost, more complex version of performance-based accountability, and MS as a lower cost, basic version. Kentucky, unlike Mississippi, is a higher stakes model, in that the financial incentives and sanctions are far more significant. The Mississippi system provides technical assistance for low level districts and limited incentives, in the form of deregulation, such as exemption from staff development day requirements, for high performance districts. In this state, the unit of accountability is the district, as determined by a district accreditation process. The KY system, meanwhile, is more comprehensive and holds schools and districts accountable as the unit of analysis.

Schools in Kentucky are accountable for meeting performance standards, as measured by a newly created performance-based assessment system, in eight domain areas: reading, writing, mathematics, science, social studies, arts and humanities, practical living and vocational studies. In 1995-96, MS state switched to a new performance-based assessment system which tests all students in grades 4-9 (but most of CPRE's analysis is based on their prior standardized testing system). In MS, performance is based on the notion that performance is relative. In KY the message conveyed is that performance is an absolute phenomenon, meaning all schools could potentially have a significant number of students performing below the expected standard in all domains.

The two states have faced a common set of implementation issues. One is the extent to which these systems focus on schools that fall at either end of the performance scale, thereby paying virtually no attention to schools in the middle. Issues of the fairness for holding districts and schools that serve differing numbers of poor and transient students have also been raised. But the data in KY indicate that the distribution of awards sponsored the entire SES spectrum. Another important set of issues has to do with state department capacity to assist low performing schools. Despite MS efforts to hire special consultants to provide support, such support has been considered "short-lived." In KY, the department went through an exhaustive search process for "distinguished educators" to assist poor performing schools, but the General Assembly cut funds for this program by 40% while simultaneously cutting back the department's staff. The article details the political pressures imposed by different constituents, fiscal constraints, lack of public understanding and the ongoing ambivalence towards shifting to a deregulated

system.

The article ends with five main challenges for states as they move toward new accountability: 1) making accountability systems understandable and defensible to policymakers, educators, parents, and students; 2) resolving issues of fairness in the design and implementation of accountability systems; 3) focusing incentives for improvement; 4) developing state capacity to implement and maintain accountability systems; and 5) creating a stable political environment.

Heneman, Herbert (1997, March 24-28). **"Assessment of the Motivational Reactions of Teachers to a School-Based Performance Award Program."** Paper presented at the American Educational Research Association Annual Conference, Chicago, Illinois.

This case study describes the design and operation of a school-based performance award program used by the Charlotte-Mecklenburg schools and its impact on teachers' motivation. The author, Herbert Heneman, based the study on "expectancy theory"-- a theory explaining employee motivation to perform. That theory posits that employees operate according to several expectations: the probability that high effort will lead to high performance; high performance will lead to various outcomes (bonuses, etc.); and that these outcomes are highly desirable.

As part of this study, twelve bonus recipient and non-recipient schools were chosen for inclusion, selected by districts with several criteria preset by the researchers. Interview protocols were followed with individual principals and with groups of between 3 and 8 teachers. Major themes and issues were identified according to the researchers' theoretical model.

Qualitative data on teacher motivation found that, in accordance with findings from the Kentucky program, teachers viewed student achievement goals as understandable, appropriate, specific, focused, and attainable; moreover, they agreed that it was appropriate to be held accountable for these goals. Discussion about teaching "enablers", or facilitative factors such as resources, the principal, professional development, and school culture, were lengthy. Although they felt the school had adequate resources, teachers wanted more professional development and information about "best practices". Bonus amounts were criticized as taxes typically deducted more than \$400 from a \$1000 award; nevertheless, teachers interpreted receipt of the bonuses as a source of pride and recognition. This source of professional pride was an important motivating factor for teachers. They also recognized the importance of enablers in helping them accomplish their goals.

These results were similar to those found with the Kentucky program (Kelley, 1997), with several differences. Measures of student achievement were more performance-based (e.g., results based on student writing) and complex in Kentucky than in Charlotte-Mecklenburg schools. Teachers in Kentucky felt their bonuses were large enough, and the authors report that for bonuses to have maximum motivational value, they should be at least 5% of base salary. In contrast with Charlotte-Mecklenburg teachers, Kentucky teachers voted on how to divide the bonus award for their school among teachers and staff, creating some internal conflict. Finally, Kentucky teachers were very aware of negative sanctions their schools could experience, and many were more motivated to perform better as a way to avoid the negative sanctions than as a way to achieve positive rewards. Charlotte-Mecklenburg teachers did not feel this pressure.

Kelley, Carolyn (1997, Spring). **"Teacher Compensation and Organization."** Educational Evaluation and Policy Analysis, 19 (1), 15-28.

The author, Carolyn Kelley, provides an historical overview of the evolving models for teacher compensation. Her basic point is that teacher compensation is one aspect of educational organization that has not changed in accordance with recent systemic reform efforts. Outlining 20th Century school organization changes that have resulted in new roles, skills, and knowledge requirements for teachers, as well as performance expectations, Kelley highlights how teacher compensation should be changed to

better complement these changes. Different compensation schemes are discussed, such as pay raises based on seniority, skills or competencies, and performance outcomes. Though viewed as equitable, she argues that the single salary schedule rewards teachers on the basis of longevity and education alone, resulting in a teacher compensation method that no longer supports current reforms in organizational structures and human resource needs. From a systems perspective, this lack of change in teacher compensation in turn impedes organizational change, explains Kelley.

The article describes the history of education reform using four conceptual models of school organization, each with its own implications for teacher compensation. From the 1900s through the 1950s, the *Scientific Model* of organization prevailed in schools, in which hierarchy and formal authority were valued. Teachers' roles were limited to structured curriculum implementation and rule-following. Under this model teachers received compensation for membership and seniority.

In the 1970s, the *Effective Schools* model valued equity for student populations over results-driven goals. Teachers' roles under this model were to teach basic skills, develop generic teaching skills, and assist in school improvement planning. Implications for compensation increases include seniority, plus rewarding professional development in teaching skills.

The 1980s brought a shift of focus from basic skills and at-risk populations to an enhanced curriculum. The *Content-Driven* model sought high levels of competency and encouraged teacher training in specialized content areas. Teacher compensation that fits this model would include pay raises for increased skills or competencies, and incentives for school-level behaviors, with the skills component as most important.

The fourth model of organizational change is the *High Standards/High Involvement* model, which increases the demand for improved student achievement outcomes rather than just changes to the curriculum. Teacher leadership becomes important, further broadening teachers' roles. Compensation implications include pay raises for the skill component, and, for the first time, bonuses for student outcomes.

In conclusion, Kelley briefly mentions the Kentucky and Charlotte-Mecklenburg programs as examples of schools that link performance awards to broader educational goals. Kentucky's program rewards schools for improving student performance along multidimensional state criteria. In the Charlotte-Mecklenburg school district, teachers are rewarded for several types of improvements, including increased student enrollment in higher-level classes and standardized test scores.

In line with private sector findings, these two programs have found that bonuses for improved performance do not necessarily risk large amounts of teacher salary. Citing private sector research, Kelley states that small rewards can serve as effective incentives, as long as the programs are designed with the input of affected employees. This is a key point, she explains, since teachers are in the best position to understand obstacles to performance improvement. Although the impetus for compensation reform may be initiated from management, Kelley states that successful districts have used participatory processes from teacher unions and community members.

Kelley, C. (1997, March). "The Kentucky School-Based Performance Award Program: School-Level Effects." Paper presented at the meeting of the American Educational Research Association Annual Conference, Chicago, IL.

Kelley's study builds upon previous research on the effects of school-based performance award programs in Kentucky, and examines the differences between high-and low-performing schools.

The program consists of using the state's authentic assessment instrument (KIRIS) every two years, administered in grades 4-5, 7-8, 11-12, and includes portfolios, performance events, open-response and multiple choice questions in seven subjects. Non-cognitive components are also included: student attendance, dropout and retention rates, and transition to adult life. Student scores fall in one of four

categories: novice, apprentice, proficient, and distinguished. Performance targets are a 10% increase in performance from each school's initial score. Following initial assessment, schools can fall in one of five categories: "in crisis" (schools that drop more than five points below baseline assessment), "in decline" (five or less points drop from baseline), "improving" (achieve over baseline but fail to reach target), "successful" (meet their target), and "reward" (exceed target, and receive the award). Awards go to the entire school, with the teachers deciding how to distribute the money.

Results show that in the first biennium, 40% of schools exceeded their performance target and received performance awards. Schools that were deemed "improving" needed to submit a transformation plan to the state, outlining how they would meet goals in the future. Schools "in decline" were appointed a "distinguished educator" for one year and given funding, and also submitted a transformation plan. A distinguished educator is hired and trained by the state to help these schools meet accountability goals. Schools "in crisis" are similar to schools "in decline", but in these cases the distinguished educators have broad latitude to terminate staff and override school site council decisions.

Following the assessment results of Fall, 1996, the author selected a sample of 16 elementary, middle, and high schools, and researchers conducted interviews with principals and selected teachers. Kelley found different "enabling conditions", or organizational capacity and alignment of resources with accountability program goals, in higher success schools. Specifically, these schools shaped their curriculum to the assessment instrument and/or the state curriculum guides, and they incorporated test-taking strategies in the curriculum. Schools that received rewards both assessment periods had teachers that were professionally "in the loop" with the accountability program, and because of this, these schools could take advantage of information provided by the state as a guide to improve performance. These reward/reward schools did not necessarily have traditionally strong principals; more likely, these principals' roles were more like facilitators with their skilled and professional teaching staff.

Low-performing schools, on the other hand, did not attempt to incorporate assessment goals into their curriculum. The principal was less an authoritative figure than a nurturing one, and did not tend to exercise leadership in encouraging teachers to shape their traditional instruction to ones with proven performance. Teachers tended to view assessment results more as a reflection upon their students than upon their teaching. Principals indicated lower personal goals of achieving slight improvement of KIRIS scores rather than achievement of reward status.

After the first assessment, 53 schools were considered in decline. Of these, 31 received awards in the second cycle, and the remaining 22 were either improving or successful. Turn-around schools, or schools that did not receive rewards the first cycle, but received them in the second cycle, shared many characteristics: teachers attributed their success to the extra funding and to working with distinguished educators, reporting this type of intervention as incredibly difficult, even painful, but also as one of their most professionally rewarding experiences. In addition, both decline/reward schools hired a new principal after the first award cycle, with strong leadership and track records of success in the accountability program.

As in Kelley's initial study of reward schools (see page 11), schools in the second reward cycle did not attribute their motivation to expectations of financial reward. They indicated a fear of sanctions, positive publicity, and an interest in helping their students as their primary motivating factors. Some teachers were also motivated by a desire to maintain professional autonomy. A few teachers and more principals were fearful of losing their jobs. Rural Kentucky schools mentioned that the KERA resources and the focus on relative improvement over absolute performance, enabled them to compete with even the best Kentucky schools. Still, the reward served as a "thank you" for teachers' hard work. However, there were many conflicts over the distribution of reward money, and the author notes that because of this the Kentucky Education Association opposed the funding of bonus awards in 1997.

Other findings showed that elementary schools were found to be more successful in achieving reward status than middle and high schools. Teacher explanations for this were the organizational structure, and the flexibility of the program and staff of elementary schools. Middle schools had difficulty motivating adolescents who were preoccupied by their own developmental changes. High schools were described as

large and departmentalized, which impeded collaboration. Also teachers in some high school subjects were uncomfortable with the large emphasis on writing and thus not as cooperative.

Ladd, Helen F. 1996. **"Introduction."** Holding Schools Accountable. Washington, D.C.: The Brookings Institution.

As an introduction to the larger book, this article provides an overview of the two sides of performance-based reform movement: accountability initiatives designed to work within existing administrative structures of schools, and accountability initiatives designed to work through parents' ability to choose. From this overview, a series of questions emerge: Who should be held accountable - teachers, schools or districts? Are administrative accountability systems desirable and sustainable? What are the crucial components of a well-designed accountability system? (For example, how do you account for schools whose kids have larger needs? How do you incorporate the call for more authentic assessments into the program? How do you avoid "teaching to the test?") Which is better, an administrative program or a choice program? Should vouchers be based on need? Does money matter in helping kids in high-poverty areas reach high standards?

The author draws a number of conclusions. First, schools are the most effective units of accountability. Second, attempts to adjust for socioeconomic status have been publicly controversial. For example, in MI, the state's Black Caucus opposed any adjustments to the district-level outcome measures that would set lower expectations for African American children. Moreover, if all the multiple goals of a school can't be measured and rewarded equally, then an outcome-based system has the danger of warping the "complex fabric" of a school by prioritizing one goal over another. Consequently, the authors conclude that not much is understood about these systems and states should move slowly in implementing them. When comparing administrative and choice programs, the author points to arguments that conclude that the decision depends on the degree to which the type of school impacts a student's learning. If the effect on student learning of attending a particular school is fairly uniform across students, then centralized systems are better because there are fewer costs borne by those students who remain behind when others leave. If the effect tends to vary, then choice programs will be more effective.

Newmann, F.M., King, M.B., and Rigdon, M. (1997, Spring). **"Accountability and school performance: Implications from restructuring schools."** Harvard Educational Review, 67 (1), 41-74.

Newmann and King address several issues in accountability, which they consider a key strategy of school-based restructuring efforts. In theory, increased school accountability will enhance student performance, as it pressures teachers to improve their instructional strategies and curricula. Since the schools in the study did not share a common metric for student achievement, no causal relationships could be made between approaches to accountability and performance results; instead, the study relies largely on qualitative data to explore the accountability structures within twenty-four restructuring elementary, middle, and high schools, from sixteen states and twenty-two districts. This sample of schools was drawn from a recent, larger comprehensive study on school restructuring by the Center on Organization and Restructuring of Schools at the University of Wisconsin at Madison.

According to Newmann and King, a complete accountability system should minimally include: 1) explicit standards for student performance, with consequences for success or failure; 2) information, standards, and or consequences required by an external agent and/or the school itself; and 3) an external agent that required assessment beyond mandatory standardized testing as part of the school's accountability system, or required the school to develop its own accountability system.

Each of the twenty-four schools were examined according to these criteria for accountability; if a school had all components of information, standards, and consequences (either externally required, internally generated, or both) it was ranked as "strong". If a school had none of the four criteria, it was "weak". In addition, schools were ranked according to their school organizational capacity, as defined above.

Evidence from twenty schools shows that: one third of schools had strong external accountability systems; organizational capacity varied considerably, and was not related to accountability; schools with a strong external accountability system tended to have low organizational capacity; and schools with strong internal accountability also had stronger organizational capacity.

Newmann and King conclude that schools which try to operate within a context of strong external accountability sometimes face challenges in organizational capacity, such as in those cases where mandatory requirements conflicted with a school's program philosophy or with individual teachers' orientations. In contrast, the authors found a positive relationship between schools that exhibited strong internal accountability and organizational capacity. Meanwhile, the three schools with low external and high internal accountability had developed their own requirements for accountability, and thus had become very collaborative toward a shared purpose. One school that showed improved student outcomes, Humboldt Elementary (also based on the Accelerated Schools model), had as its goal that all children would score at grade level according to national norms by fifth grade. The entire faculty agreed with this goal, and there was considerable "peer pressure" among teachers to adhere to or work towards this performance standard.

Although unable to empirically relate a school's level of accountability and organizational capacity to student learning, the authors' research does provide a rich qualitative set of data from which to draw inferences. Based on such information, the authors offer guidelines for external agents (e.g., district and state agencies) to set accountability while simultaneously improving organizational capacity. Opportunities include setting expectations that individual schools establish their own standards for performance and a responsible reporting system and another is to support staff development in formulating performance goals and ways to meet them. By offering concrete examples of high standards in specific curriculum areas, approaches to assessment, and reliable ways of evaluating student performance, external agents can offer leadership in the definition of high standards without imposing uniform tests in all schools. Such strategies lend themselves to enhancing organizational capacity. Strong internal systems of accountability, as well as sponsorship and support from external agencies, may help schools build their organizational capacities.

Odden, A., Heneman, H., Wakelyn, D.J., & Protsik, J. (1996, October). **"School-based performance award designs: A case study."** Paper presented at the meeting of the American Educational Research Association Annual Conference, Chicago, IL.

This paper represents the collaboration of the Consortium For Policy Research in Education (CPRE) Teacher Compensation Project and both district and union leaders from various school districts and one state. A series of meetings was held to discuss and develop designs for school-based performance awards. CPRE framed the meetings with their own performance award template that posed design questions in six categories: performance targets, awards, funding, best practices, implementation, monitoring, and evaluation. Participants were also briefed on the comprehensive and well-known Kentucky and Charlotte-Mecklenburg award systems.

Kentucky's program, implemented in 1990, uses an assessment that tests students in grades 4,5,7, and 8 in seven core subject areas. Student scores are rated as "novice", "apprentice", "proficient", or "distinguished". The goal is for every student in the state to reach the "proficient level" within a twenty year timeframe; thus, awards are determined by each school's progress toward meeting that goal. Using an index score to rate performance, a school must make a ten percent improvement plus one more point in the difference between its current index score and the 100-point proficient level every two years. For example, if a school's index score is 40, then it must improve its score by 7 points (6 points is 10% of 100 minus 40, plus one additional point). Awards are paid for by the state, and teachers vote on how to spend the award money. Results indicate that 95 percent of Kentucky's schools have made progress in their index scores, the number of students performing at the proficient or distinguished level has doubled, and overall academic achievement has improved 19 percent.

Charlotte-Mecklenburg's program initiated its Benchmark Goals program in 1991 as part of a larger reform effort towards accountability. Each school has its own set of targets, most of which focus on improving test scores on state assessments, but also include attendance, advanced course enrollment, and dropout rates. Targets can be fully or partially met, for a full or partial award. The authors note that the Charlotte-Mecklenburg plan sets different annual targets for African-American students and for all other students, agreed upon after a dialogue with the African-American community. Results for this program indicate that student achievement has improved, the Black/White achievement gap has shortened, SAT test scores have improved, and enrollment in higher level courses by African-American students has tripled, from 9% to 26%.

Reviewing CPRE's performance award template, participants voiced their concerns and shared ideas. Although concerned with finding continual sources of funding, using valid and reliable assessment instruments, and obtaining teacher buy-in, nearly everyone agreed that performance awards would benefit students and enhance public support for schools, thus benefiting teachers as well. Components of the designs proposed by the participants included the following: concentrating on improving student achievement in five core academic subjects areas (every district also added indicators such as attendance and dropout rates as a small percentage of the performance measure); focusing on the school as a unit, not on individual teachers; use of current state or district testing programs to measure results, awaiting development of more standards-oriented, criterion-referenced achievement measures as soon as possible; calculating performance improvements in terms of value-added to the past performance, i.e., on improvement or changes produced; including scores for all students except the severely disabled; awarding bonuses to all staff in a school, with awards in the \$1000-\$2000 range; funding awards through a protected escrow account. The authors mention that only two plans specifically included methods of disseminating best practices, and that only recently have the model programs, Kentucky and Charlotte-Mecklenburg, realized the necessity of spreading knowledge of this nature in order to achieve long-term results. All of the participants agreed that a performance award system should be only one component of a larger reform effort that focuses on results.

A New Framework for State Accountability Systems. Special Report of the SouthEastern Regional Vision for Education (SERVE). (Revised, September, 1994).

The SouthEastern Regional Vision for Education (SERVE) was commissioned to study barriers to school reform in the southeast, and found state accountability systems (state-level processes designed to inform the public about student performance) to be central in the issue of school reform. Studying six state accountability systems, the report supports the idea of accountability but stresses the necessity for the educational community to be "ready" to use it. Goals, standards, and assessments need to be firmly established before accountability is implemented.

Some of the problems SERVE found with the state's accountability system are: as centralized mandates, there is little local sense of commitment or ownership to externally-derived goals and standards; state agencies are undergoing overhauls from a regulatory to a supportive role, and cannot provide the support and leadership necessary for adequate assistance; generic professional development practices have been inconsistent with the efforts needed for individual schools; consequences are perceived as meaningless in historically low-performing schools. Although all six states are transitioning from old (regulatory) to new (supportive) frameworks and assessment processes, and many are networking with low-performing schools, the authors caution that it is easier to begin an effective accountability system than it is to make mid-course corrections.

The authors believe that state-wide accountability systems should not be implemented until: (1) there is a consensus around goals, standards, and assessment, as well as enough time and funding for training, staff development, and local planning; (2) new standards and assessment practices have the support of practitioners who will implement them; (3) states perform needs assessments to determine the types of resources necessary for each school system; (4) schools build higher capacity by establishing links between education and business leaders, economic development efforts, social service providers, and other organizations in the community; (5) states provide for necessary resources, particularly in regards

to teachers' time, and call on local school systems to design their own staff development plans that are congruent with new accountability standards, adhere to "best practices", and are themselves accountable; (6) accessible and responsive support organizations are located that provide tangible services; (7) site-based accountability systems are developed that review effectiveness on a more comprehensive scale than test scores alone; (8) systems of higher education are reminded of their responsibility to contribute to the public good by assisting school districts to build their capacity.

Suarez, Tanya M. et al. (1991, June). "The Use of Sanctions with Low Performing School Districts." North Carolina Educational Policy Research Center, Chapel Hill.

This article provides an overview of state takeovers and summarizes the experiences of New Jersey and Kentucky. Recommendations are put forth for the North Carolina State Board of Education as it develops its own policies regarding sanctions for low-performing districts. State takeovers are considered the most severe form of sanction imposed on a low-performing school or school district, and are rarely done in practice. Analogous to financial bankruptcy, persistently low student performance to established standards is considered "academic bankruptcy" if it does not improve within a given amount of time. Versions of school district takeovers have occurred in the 1960s in order to achieve desegregation, and specific components (usually financial) of operation have received takeovers, sometimes when districts themselves request it. As a penalty-based sanction, however, use of state takeovers has only occurred in New Jersey and Kentucky, though legislation for it exists in eleven states. Three states extend takeover policies to individual schools within districts.

Following an analysis of problems, strategies for improvement such as developing and implementing a plan by the district, or providing technical or other assistance to the district, are implemented with more or less local involvement depending on the state. In most state statutes, however, the state accepts these responsibilities. When all attempts have failed, the ultimate sanction is the removal of the district's leadership. States vary as to the fiscal responsibility of the actions to be taken during sanction.

A summary of Kentucky's experience reveals that in 1984 Kentucky implemented an educational deficiency program, requiring the submission of performance reports to the State Department of Education and the local public, and requiring the creation of a Master Educational Improvement Plan. The program outlined nine areas of possible deficiency, including failure to comply with required reports and timelines, and failure to meet performance standards on standardized tests, attendance and drop out rate. Four phases of compliance included: Phase I for districts with no deficiencies; Phase II for districts out of compliance with timelines established in their own improvement plans, with these districts eligible for, but not required to receive state technical assistance and recommendations for improving deficiencies; Phase III was reserved for persistent noncompliance from districts; Phase IV districts were subject to removal of superintendents, local board members, and other district personnel. In January 1989, two Phase II districts were moved to Phase III, because of insufficient improvement in attendance rates. One county was also non-compliant in over 90 criteria. Intervention for these Phase III schools included a curriculum audit, interviews with the local school board school personnel, parents and other related persons, site visits, management assistance, technical assistance, and direct supervision by Department of Education staff on a daily basis. Local school board decisions were subject to approval by the state superintendent. The state provided substantial technical assistance; however, teachers complained that the intervention took place exclusively at the district level and was not felt at the school level. Some changes were appreciated, however, such as a new district policy manual and audit recommendations concerning budgeting.

The second county given Phase III status failed to improve sufficiently in both the attendance and drop-out standards. Serious management and financial problems were also found. The county filed and won a suit against the state, the courting finding that the state modified standards for deficiency that singled out these two counties from other districts with equal deficiencies; that the state did not provide the technical assistance to the districts as specified by its laws; and the legislature had not funded the Educational Improvement Act sufficiently to permit the realization of program goals.

Another court case ended the educational deficiencies program altogether, when 66 districts won a suit against the state educational system, for violating the "state's constitutional mandate for the provision of

an 'effective system of common schools'." The result was sweeping reforms of public education in Kentucky, including: new state curriculum, new assessment procedures, prohibition of nepotism, expanded teacher involvement, newer and more equitable funding distribution for districts, and a system of rewards and sanctions.

The authors conclude that considering the hostility, resentment, and ultimate failure of Kentucky's takeover process, there are several lessons to be learned: The criteria for decisions to apply sanctions must be unambiguous and administered equitably across districts, and the criteria used to justify a takeover be decided upon for that purpose alone. They must involve critical indicators that emphasize outcomes rather than process, with the extent of shortfall meeting the test of "reasonableness".

COMMENTS

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Merit-Based Pay Won't Motivate Faculty

By Cynthia M. J. Hammond and J. Cynthia McDermott

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In recent years, systems of compensation based on the amount and quality of the work a faculty member does have become the favored faculty rewards structures of those calling for more productivity and accountability on our nation's campuses.

These systems have many names-incentive plans, merit pay systems, pay-for-performance. Their goal, we are told, is to improve performance and increase productivity.

Such ideas are not new either to academia or to the workplace in general; they derive from a fundamental American ethic that workers should be paid on the basis of their skills and performance.

And while conservative lawmakers and business-minded boards of trustees and university presidents-and indeed, even some faculty-might truly believe that such merit pay systems are the best way to motivate faculty, there is ample reason to question the underpinnings of these pay systems and to doubt that they accomplish what they set out to achieve.

In our case, here in California, there is a growing suspicion among faculty that those who propose such pay systems have motives that are far-removed from improving the performance of faculty.

We have seen the program here create divisiveness because there is no fair method of implementation, divert attention from the overall lagging salaries of our faculty, and become a tool to increase the autocratic power of each institution's president at the expense of the faculty and its union.

In 1995, a conservative California legislature and a university chancellor who came from the business world were able to introduce a merit pay system into the California State University system over the objections of the faculty and its union, the California Faculty

Association.

The Performance Salary Step Increase was intended to motivate faculty and professional staff to be more productive by providing monetary rewards to those who performed outstanding and meritorious service to the California State Universities.

Each California State University campus was charged with establishing the criteria for the performance salary increase. On some campuses, Small faculty committees were charged with establishing the criteria for the awards; on others, academic senates created the guidelines.

Once the criteria were established, each member of the CSU faculty (including counselors, librarians, coaches, and part time faculty) had the option of applying for a salary step increase. The Performance Salary Step Increase committee on each campus evaluated the applications and submitted recommendations to the campus president, who made the final decision on the awards. The president must support 50 percent of the faculty recommendations but can ignore the other 50 percent.

Ironically, while a large percentage of the California State University faculty qualified for the merit increases in the first round, the evaluations that resulted in the awards were based on work these faculty had completed over the previous two years when no merit incentives were in place. Obviously, many faculty already were performing "outstanding and meritorious service to the California State University system" without monetary incentives to spur them on.

Perhaps this faculty success resulted from the freedom to be creative, to collaborate, and to trust that what they felt was important about their work was enough.

It will be interesting to see what influence the merit system has on productivity as faculty respond with anger and frustration when they don't receive a salary step increase, knowing that the value of their work is devalued.

But surely it makes sense to encourage workers with rewards. Won't they do better? We all recognize the model from our childhood and school. If you bring home an A, you get \$10. If you turn in your homework, you can have extra time at recess.

Not so fast. There is a growing body of evidence to suggest that this sort of approach is manipulative and eventually creates an attitude of mistrust in those it intends to motivate.

Pay based on performance has been used since the early 1900s in the manufacturing world. The earliest form was a piece rate system based on the number of sleeves or collars attached or widgets created in a set amount of time. Even here, where it is relatively easy to identify the number of collars attached or widgets produced, there are disagreements over rates, or the difficulty of one task in relation to another. And the plans aren't usually applicable to everyone because the planners often can't figure out how to measure the performance on a particular job.

According to Lawler:

Merit salary increase systems are the most common pay for-performance systems. There are, however, a number of problems with them. Fundamental to an effective merit pay system are creditable, comprehensive measures of performance. Without these, it is impossible to relate pay to performance in a way that is motivating. There is a great deal of evidence that in most organizations performance appraisals are not done well and that, as a result, no good measures of individual performance exist. The actual policies and procedures that make up a merit pay system often lead to actions that do little to relate pay to performance. ... At best, the policy of merit pay fails to achieve its intended objectives; at worst it becomes an embarrassment that undermines management's credibility."1

Despite questionable success, piece rate pay has been tweaked and coddled to fit other kinds of work systems.

The concept received renewed attention in the early 1980s when many reports, such as "A Nation at Risk" and "The Twentieth Century Fund Task Force Report" concluded that public education could be improved through incentive measures. These recommendations placed the debate at the national level, and many colleges and universities, as well as school districts, responded by establishing differential salary programs. The ethic of rewarding the best was the centerpiece of the argument.

Recently, more and more colleges have looked to the business world where a variety of models for motivating workers exist. In many companies, workers are encouraged to be more productive by the promise or rewards. These can take many forms, including increased pay, stock options, time off, discount coupons, bonuses, and dinner with the boss.

The assumption behind the use of external rewards as motivators derives from a behavioristic theory which asserts that an external motivator (like merit pay) will encourage an individual to act in order to receive the pay. Put simply, the theory posits that people will work better if there is a reward.

Does it work? No, says Kohn, "according to numerous studies in laboratories, work places, classrooms and other settings, rewards typically undermine the very process they are intended to enhance."2

Individuals pursue their work because it is satisfying, joyful, and important. To the extent that a job is not fulfilling, additional incentives will not help. In fact, if a systemic merit plan is put in place, it tells workers that the job has so little worth that prodding and manipulation are necessary to encourage anyone to do it.

The merit pay approach isn't going to work on the California's college campuses, or, we doubt, on any other campuses either.

First, it is highly unlikely that anyone can devise a system that accurately measures the quality of the work of faculty, counselors, librarians, coaches, and other higher education staff.

Second, again, according to Kohn:

As for productivity, at least two dozen studies over the last three decades have conclusively shown that people who expect to receive a reward for completing a task or for doing that task successfully simply do not perform as well as those who expect no reward at all. These studies examined rewards for children and adults, males and females, and included tasks ranging from memorizing facts to creative problem solving to designing collages. In general, the more cognitive sophistication and open ended thinking that was required, the worse people performed when working for a reward. Interestingly enough, the researchers themselves were often taken by surprise. They assumed that rewards would produce better work but discovered otherwise. 3

Progressive and effective managers know that a trusting, cooperative, and noncompetitive work environment creates a productive work place.

Finally, despite rhetoric to the contrary, higher education is not a business. Nor is it at all certain that we know how to measure our "products." What exactly comprises student learning and achievement and "good" teaching assessment continues to be debated. Other faculty production, such as scholarship, professional activities, and service are not easily measured either. Is a poem more or less important than a logarithm? Other Unit members, such as counselors, librarians, and coaches "perform in ways difficult to measure. And certainly measuring these diverse groups against each other is speculative at best.

So if there is so little evidence for what rewards achieve, what then is the useful result?

They produce behavior that is conforming, relatively free of risk taking, distrusting, and sometimes unethical, as workers cheat and lie in order to receive them. Yes, rewards get results. But are they the kind of results that will create thoughtful, creative, and collaborative educational institutions?

This question is of great importance to faculty in the California State University System.

The Performance Salary Step Increase program may appear innocuous to the general public, but to CSU faculty, it is fraught with danger. Across CSU campuses, faculty are being forced to be competitors for frugal monetary awards. One finding is that colleagues who concentrate their efforts on research and produce large grant funding are priority candidates for approval.

External funding does provide additional resources for Campuses, but one of the primary missions of CSUs is the effective teaching of students who enter the system. The ringing sounds of "cling clang" into the state's coffers reflects the belief of the chancellor of the California State Universities that the CSU system should view education as a business. Terms such as market share, profit, and dividends have begun to appear in budget reports and faculty memorandums.

The bottom line approach to education has manifested itself as faculty are expected to add more students to already overcrowded classes. Hiring lecturers is seen as more cost effective than hiring tenure track faculty, severe decreases in university budget allocations

have become the norm, and, most, detrimental of all, regular and timely salary increases keeping pace with comparable salaries at other institutions have been replaced by performance based salary competitions for lower increments that have failed to keep pace with the salaries at other institutions.

According to the 1995 California Post secondary Education Commission, CSUs lag seriously behind in faculty salaries as compared to 20 other universities of comparable sizes across the United States. Instead of addressing this disparity, the CSU chancellor and trustees propose that, in addition to exceptional teaching, committee responsibilities, service to community, publication production, and grant soliciting, faculty must now compete for less than a 1.5 percent salary increase (annually), if they expect to come close to equalizing the salary gap.

The California Faculty Association (CFA), the largest bargaining unit for faculty of the California State system last year surveyed faculties on the 22 campuses to determine their degree of satisfaction with the idea of performance-based salary increases. Overwhelmingly, the results indicated that faculty thought that the performance based salary plan was seriously flawed. The California Faculty Association has petitioned the CSU system for immediate modifications of the Performance Salary Step Increase, and an increase in salary in order to bring the CSU faculties in line with comparable universities.

Terry Jones, president of the California Faculty Association notes that the merit salary "... the Performance Salary Step Increase plan is ill conceived and mean spirited because it takes resources from the greater number of hard working faculty who are already underpaid and diverts it to a few."

Faculties across the country should take note of the upcoming negotiations between the CFA and the California State University, as we attempt to bargain for quality education and fair treatment with leaders who take their tenets of leadership from corporate America.

The notion that competition is the catalyst for productivity is contradictory to long-standing principles and practices of academe.

The professoriate should be about the "business" of teaching and adding to the intellectual wealth. As the late Al Shanker argued, merit is "politics and patronage rather than pedagogy." 4 Merit salary incentives divide and take away the dignity and energy that is inherent in the professoriate. When the integrity of the professoriate is jeopardized so is the greater society.

Endnotes

1. Lawler in Balkin, 1987.
2. Kohn, 1993.
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4. ERS, 1983.

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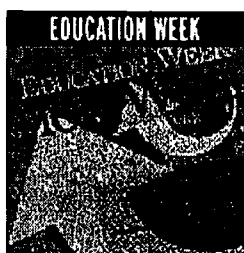
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January 25, 1995

EDUCATION WEEK on the WEB



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THE DAILY NEWS

SPECIAL REPORT

Cincinnati Links Administrators' Pay, Performance

By

Ann Bradley

Cincinnati administrators' pay raises will be based on how well they do their jobs, under a new policy announced last week by the school district.

The pay-for-performance program, under development for two years, is believed to be the first of its kind in the nation for school administrators. It abolishes automatic cost-of-living adjustments and the traditional salary schedule, which paid administrators according to their years of service and academic credentials.

Instead, annual raises for the district's 250 central-office administrators, principals, and assistant principals will be determined, in part, by whether they meet specific goals for student performance at the school and district level.

Under the new plan, administrators' annual raises will be based on:
Their performance of tasks required for their jobs, including financial management, staff development and management, and school and community involvement;
Students' scores on national and district standardized tests and on the Ohio proficiency test required for graduation; and
Graduation, promotion and passing, and dropout rates.

The new system forms part of the 51,000-student district's ongoing effort to revamp its business and management practices. The restructuring was sparked by a business commission's 1991 report that has served as a blueprint for change in the Cincinnati schools.

"All employees need to be accountable for results," Superintendent J. Michael Brandt said in announcing the pay program. "By rewarding and recognizing administrators for their efforts and results, I believe that students will reap the ultimate benefits."

Equity Measures

To make the system fair, schools will be judged against their own past performance, not against other schools. The district also plans to make adjustments for student mobility when calculating improvements in test scores.

When looking at California Achievement Test scores, for example, the district will only count scores for students who have been present since the beginning of the school year.

The program, devised with the help of a consulting firm, establishes a new pay structure based on the work performed in the job and the marketplace pay rate for similar work.

Central-office administrators' pay was set at average levels for the marketplace, while the pay for principals and assistant principals was set slightly above the market to reflect the district's emphasis on school-based improvement.

Under the new system, about 15 employees will have their salaries frozen because they earn more than the new classification system recommends, according to Monica Curtis, the district's public-affairs director. Another 10 to 20 employees, mostly elementary assistant principals, will receive raises.

Over all, the pay plan is not expected to cost more money. Each year, the school board will approve a pot of money to be used for merit pay. The district's human-resources department will develop guidelines for distributing that amount based on the district's budget, administrators' scores on their appraisals, and the raises the market is paying workers in similar jobs.

Emphasis on Training

Cincinnati officials stressed that the new system will focus on helping administrators improve their performance.

During the year, administrators will meet with their supervisors to discuss progress, develop plans for action, and evaluate their own performance. That process will be repeated each year. Administrators who are having problems with particular aspects of their jobs are expected to receive help at the district's training academy.

"The idea is that if someone is deficient in an area, then they can be given training and development to raise their skills," Ms. Curtis said.

W. Steven Ottemann, the vice president of the district, said the emphasis on "performance management" would allow administrators to develop in their jobs.

Under the old system, administrators received brief evaluations each January. About 90 percent of them received good reviews.

Henri Frazier, the president of the Cincinnati Association of Administrators and Supervisors, called the pay plan an "exciting concept and very different."

"We are extremely supportive of an accountability system for all employees," she said.

The district took steps toward greater accountability for teachers last spring, when it reached a contract with the Cincinnati Federation of Teachers that more closely links teachers' pay to performance and includes more frequent evaluations. (See Education Week, 06/22/94.)

Paul Houston, the executive director of the American Association of School Administrators, said Cincinnati's pay plan sounded unique.

The decision to expect schools to improve over their own past performance, rather than measure up to a set standard, "makes a great deal of sense," Mr. Houston said. "That's clearly the way to go with something like that."

He cautioned, however, that administrators must be given adequate resources to make the improvements expected of them.

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October 7, 1999, Thursday

SECTION: EDITORIAL & COMMENT, Pg. 12A

LENGTH: 514 words

HEADLINE: WITHOUT MERIT TEACHERS UNIONS STILL DRAGGING THEIR FEET

BODY:

Several weeks ago, schoolteachers in Denver agreed to a merit-pay system under a pilot program. That single event made ripples in educational waters across the country.

Last week, there was hope that a national education conference held in Palisades, N.Y., would become the forum where teachers in at least 10 states would agree to emulate Denver's program. Considering that teachers unions for decades generally have opposed such plans, that would have been a considerable leap.

Unfortunately there was less a leap than a baby step. About the most that can be said is that the idea is on the table after the conference, which drew a large number of business leaders, 24 governors, union officials and President Clinton. Several business executives said they would work with any interested states to redraft **teacher** salary plans to incorporate **pay for performance**.

The heads of the two largest **teachers** unions, the National Education Association and the American Federation of Teachers, while not opposing this, said any such initiative should proceed slowly. Since the speed of this effort to date has been somewhere between slow and standing still, the meeting seems not to have made much progress.

The Dispatch has recommended such a program as one way to improve the dismal performance of public schools, particularly those in urban areas. Though merit pay would be no panacea, a system that fails to reward excellence in teaching acts as a brake on teachers trying to do their best.

The most-able teachers should earn decent salaries; highly motivated, highly skilled teachers should be compensated in a manner that attracts the best talent. High-performing educators should be able to see that the marketplace values their expertise.

Good compensation for good performers will attract more highly skilled teachers.

Teaching is one of the few professions that does so little to recognize excellence. Unions that seek to protect bad teachers, rather than reward good ones, fail to understand where the emphasis should be: on children and learning.

There are valid questions about **merit pay**. If a **teacher** has a class that resists his best efforts to impart knowledge, is that teacher rated low and not a candidate for a merit raise? Pilot programs could provide information on how to fairly calibrate performance, acknowledging some students would just rather be somewhere else.

There is evidence of progress in moving toward alternatives to teacher-certification programs that would allow technology workers, and some others, to more easily become teachers. At the conference, Govs. Christine Todd Whitman of New Jersey, Gray Davis Jr. of California and James B. Hunt Jr. of North Carolina were among those who joined business executives in pledging to work toward such changes.

That would be welcome.

If this nation's public schools are to improve measurably and soon, a sense of urgency and a willingness to explore new methods are needed. Unfortunately, at least at last week's conference, teachers union leaders did not seem to sense that urgency.

LOAD-DATE: October 8, 1999



Search: General News;teacher w/5 "merit pay" or "pay for performance"

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Example: **House of Representatives**

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THE KANSAS CITY STAR

October 10, 1999 Sunday METROPOLITAN EDITION

SECTION: METROPOLITAN; Pg. B4; STEVE KRASKE

LENGTH: 705 words

HEADLINE: Graves sits out this one

BYLINE: STEVE KRASKE, The Kansas City Star

BODY:

Something was missing last month when Senate President Dick Bond stood in the Kansas Capitol and did something all too rare in government.

By unveiling a 10-point plan for public schools, Bond, of Overland Park, was taking the long view on a critical public issue.

He proposed all-day kindergarten, school uniforms, **merit pay** for **teachers**, longer school years, competency tests for education and mandatory Spanish instruction, among others things.

Some ideas were instantly controversial. Some too expensive for the suddenly strapped state budget. Some could pass right away.

At a news conference to announce the plan, Bond said it was time to set aside the status-quo approach to education.

"Change is not easy," Bond said. "It requires risk, courage and, most of all, an investment in children."

But as I said, something was missing. And that something was the governor.

This is the same governor who declared education to be the "first priority" of Kansas in his State of the State message in January. This is the same Bill Graves who declared that the adoption of his daughter, Katie, had made him a different governor, one who emphasized issues, such as education, that were important to children.

"For the next four years, there will be no greater emphasis, no greater focus than the one we place on our children," Graves declared that night.

Yet Graves is AWOL on Bond's education plan. Nor has he established legislative benchmarks that would measure Kansas' progress for children.

One can only conclude that Graves made a deliberate decision to stay on the sidelines on this one. He and Bond have been allies ever since the Overland Park senator stood up in 1994 and endorsed Graves over a slew of Republican primary challengers, a move that gave Graves a giant boost toward the nomination.

Bond, who will retire after the next legislative session, has been saying for years that he wants education to be his legacy.

Graves had every reason to expect a major proposal from Bond.

In some ways, Graves remains a confounding figure. He is terrific in his role as a buttoned-down, no-nonsense manager who keeps a stern handle on the state budget.

But at times he seems maddingly disengaged, refusing to look beyond the next budget cycle even on issues such as education that purportedly matter to him. Yet he remains popular enough to turn a far-reaching goal or two into reality.

That's a wonderful opportunity, but one that Graves appears unwilling to seize.

On Friday, Graves' spokesman, Mike Matson, complimented Bond for "bold initiatives" and suggested that the governor would consider the plan in his next budget.

But, "everything the administration is looking at is tempered by the state's tight finances, and that is the first responsibility for this governor," he said. "He will take care of that responsibility, then everything else comes next."

That's hardly a rallying cry.

Jesse "The Tanking" Ventura: Back in April, a Mason-Dixon poll in Minnesota showed that 54 percent of respondents thought the governor was a "needed breath of fresh air," and 5 percent thought he was an "embarrassment."

New numbers out last week had the "fresh air" figure down to 30 percent and "embarrassment" soaring to 43 percent.

And this quote comes from Dick Morris, once a strategist in President Clinton's 1996 campaign, about a certain other politician trying to get elbow room from his party:

"Triangulation is not bifurcation; it doesn't mean splitting the difference. It means rising above the positions of the left and the right to articulate something more lofty and more significant, which is what Bush is doing in compassionate conservatism."

- To reach Steve Kraske, political correspondent for The Star, call (816) 234-4312 or send e-mail to skraske@kcstar.com

LOAD-DATE: October 11, 1999



Search: General News;teacher w/5 "merit pay" or "pay for performance"

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Example: House of Representatives

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CNNFN

SHOW: BUSINESS UNUSUAL 20:30:00 pm ET

October 4, 1999; Monday 8:56 pm Eastern Time

Transcript # 99100406FN-112

TYPE: PACKAGE

SECTION: Business

LENGTH: 431 words

HEADLINE: Teacher's Pay Linked To Student's Performance, CNNfn

BYLINE: Greg LaMotte

BODY:

THIS IS A RUSH TRANSCRIPT. THIS COPY MAY NOT BE IN ITS FINAL FORM AND MAY BE UPDATED.

(BEGIN VIDEOTAPE)

GREG LAMOTTE, CNN CORRESPONDENT (voice-over): The public school system in Colorado is experimenting with what many consider revolutionary.

LAURA LEFKOWITS, DENVER BOARD OF EDUCATION: We're looking to really respond to the cry for accountability from our community and our taxpayers by directly linking a **teacher's** pay to student performance.

LAMOTTE: Under a recently **teacher**-approved pilot program, participating **teachers** will meet with their principles to establish goals for their students. Using a national standardized test and tests given by the **teachers**, student performance will be monitored.

If a **teacher's** students meet the academic goals, the **teacher** would stand to make as much as \$3,750 in bonus money during the length of the two-year experimental program.

Will more money mean better grades?

UNIDENTIFIED FEMALE: A kids grade depends on the student and not so much on the **teacher**.

UNIDENTIFIED FEMALE: They'll probably be motivated more.

LAMOTTE: Five hundred of the district's 4,200 public school **teachers** plan to participate.

ANDREA GIUNTA, DENVER **TEACHERS** ASSOCIATION: It needs to be tested in a very fair and critical way, and we will find out what the results are. But I don't blame any **teacher** for being skeptical about it, not one bit.

LAMOTTE: The trial program is drawing national interest.

GAYLE PERKY, ILL. FEDERATION OF **TEACHERS**: There has to be a well- thought-out program that avoids pitfalls that are rampant in **merit-pay** proposals that we have seen.

BOB CHASE, NATL. EDUCATION ASSOCIATION: We think that what we need to have is an opportunity to see whether **pay-for-performance** programs such as this really do impact on student learning.

LAMOTTE: If the program remains in effect, **teachers** may face some risk.

LEFKOWITS: You don't make a raise in our system, in our proposed system, unless you're doing your job well. And what you're job is, what everyone's job in the system's is, is to improve student achievement. If you're not doing it, you either need some remedial assistance or you need to look for another career.

LAMOTTE: In two years, the **teachers** union will vote again on whether the **pay-for-performance** program will be implemented permanently.

Greg LaMotte, CNN, Colorado.

(END VIDEOTAPE)

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LANGUAGE: ENGLISH

LOAD-DATE: October 5, 1999

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CNN

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SHOW: CNN SATURDAY MORNING NEWS 07:00 am ET

October 2, 1999; Saturday 9:33 am Eastern Time

Transcript # 99100212V28

TYPE: PACKAGE**SECTION:** News; Domestic**LENGTH:** 468 words**HEADLINE:** Experimental Plan Links Student Performance to **Teacher** Compensation**BYLINE:** Miles O'Brien, Greg LaMotte**HIGHLIGHT:**

The **teacher** shortage is being felt nationwide, and as always the issue boils down to low pay. Some public school systems are experimenting with plans to link **teacher** salaries with student performances.

BODY:

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MILES O'BRIEN, CNN ANCHOR: The **teacher** shortage is being felt nationwide, and as always the issue boils down to low pay. Some public school systems are experimenting with plans to link **teacher** salaries with student performances.

CNN's Greg LaMotte has more from Denver, Colorado.

(BEGIN VIDEOTAPE)

GREG LAMOTTE, CNN CORRESPONDENT (voice-over): The public school system in Colorado is experimenting with what many consider revolutionary.

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Greg LaMotte, CNN, Colorado.

(END VIDEOTAPE)

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LANGUAGE: ENGLISH

LOAD-DATE: October 2, 1999

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October 2, 1999, Saturday THIRD EDITION

SECTION: NEWS; Pg. 5A

LENGTH: 874 words

HEADLINE: Leaders at education summit focus on the needs of **teachers**;
Governors, others urge states to boost pay and training

SOURCE: Staff Writer of The Dallas Morning News

BYLINE: Linda K. Wertheimer

DATELINE: PALISADES, N.Y.

BODY:

PALISADES, N.Y. - Pay **teachers** more. Train them better. And to attract science and math majors to the teaching profession, give them the same salaries they would get from high-tech companies.

That's what states must do to improve the quality of American education, governors, business and education leaders agreed Friday at the third National Education Summit.

The meeting drew about half the nation's governors. At the first two summits, in 1989 and 1996, governors and other leaders pledged to set loftier academic standards and to measure progress of students and schools progress toward meeting the standards.

Participants concluded this year's meeting by calling on states to emphasize "improving **teacher** quality, providing all students a fair opportunity to meet higher standards and holding schools accountable for results."

They also pledged to create, within the next six months, plans for how and when they will accomplish the goals.

Stiff competition

Houston school Superintendent Rod Paige said he'll take the message back to school leaders across the state and to the Texas Business Education Council, a coalition of business and education leaders.

"I can't find math **teachers**. You know why?" Dr. Paige said. "Compaq hires them. Texas Instruments hires them."

The idea, he and others said, will be to substantially raise pay for **teachers** who are in the highest demand. In Texas, that includes bilingual **teachers**. The \$ 1,500 to \$ 3,000 bonuses many school districts give is not enough, Dr. Paige said.

"Folks, we've got to raise pay for **teachers**. Let's not quibble about it," said Gov. James Hunt of North Carolina, one of the summit's organizers. "Governors have to lead it."

Those at the summit also pledged to propose ways to pay **teachers** more if their students are doing better and if the **teachers** take on more responsibilities.

Many school districts already pay **teachers** extra if they act as mentors to beginning **teachers**. A few school systems also reward **teachers** with more pay for good student performance and for taking extra training.

Teachers will support such **pay-for-performance** plans that are fair, said Sandra Feldman, president of the American Federation of **Teachers**.

Merit pay is fine "if it's not the old-fashioned, subjective system based on who is somebody's favorite **teacher**," she said.

But Ms. Feldman said she sees **merit pay** as the secondary issue: "The primary issue is **teacher** salaries are too low."

For decades, raising **teacher** pay has been discussed in education circles, particularly when enrollments have grown and **teacher** shortages have worsened.

"A lot of us who are here, we're not hearing new ideas," said Rhode Island Education Commissioner Peter McWalters.

Administrative costs

But Oklahoma's Gov. Frank Keating said he didn't necessarily think states had to contribute more money for **teacher** pay.

"America spends on public education far more dollars than any other industrialized country," Mr.

Keating said. "It's a question of how you spend it."

But too much education money goes to administrative expenses, he said. School districts ought to be able to "squeeze dollars away from administration and put it in the classroom," Mr. Keating said.

School districts won't be able to find that much money in their budgets for **teacher** pay, said Anne Bryant, executive director of the National School Boards Association.

Florida Gov. Jeb Bush said his state is beginning to grade its **teacher** preparation programs. He also said he is asking the Florida Legislature to to pay higher salaries to **teachers** who mentor their less experienced colleagues.

"The intent is to reward **teachers** for student achievement," he said.

His brother, Texas Gov. George W. Bush, campaigning for president, did not attend.

Florida hopes to begin with a pilot program in 400 schools, said state education commissioner Tom Gallagher. Mentor **teachers** will be able to earn nearly twice as much as an average **teacher** for supervising a cluster of **teachers** in a school. They and **teachers** under them can earn bonuses if students improve their test scores.

Governors agreed to work harder to find ways to give incentives to successful schools and consequences to those that fail.

"The state has a solemn obligation to ensure that no child is trapped in a failing school," they wrote in the final version of the summit's action statement.

Hoping for more

But Ben Canada, superintendent of Portland, Ore., schools, said the summit didn't accomplish all it should have.

Governors did nothing about setting new time lines for the national education goals, which were supposed to be fulfilled by 2000 and won't be, he said. Nationally, students are far away from reaching most of the goals, he said.

Mr. Hunt said the governors have not abandoned those goals.

"We haven't met them. We're saying: "Let's keep working to meet them. Do this stuff, and you'll get to the goals," " Mr. Hunt said.

Chuck Lee, president of GTE in Irving, meanwhile, got his wish: Summit participants added to their list of goals the need to increase students' skills with technology.

"It's clear America has a chance to play a leadership role in how we apply technology," he said.

GRAPHIC: CHART(S): (DMN) CHALLENGES FOR THE STATES

LANGUAGE: ENGLISH

LOAD-DATE: October 3, 1999

October 2, 1999, Saturday Final

SECTION: News Pg. 1

LENGTH: 825 words

HEADLINE: Thompson likes idea of **teacher merit pay**
Tying salaries to student achievement is supported at education summit

BYLINE: JOE WILLIAMS

SOURCE: Journal Sentinel staff

DATELINE: Palisades, N.Y.

BODY:

Teachers in Wisconsin public schools could soon participate in growing experiments to link their salaries to standards-based performance, Gov. Tommy G. Thompson said Friday.

Capping off a two-day education summit in which governors, business and education leaders met to evaluate their decade-long push for higher standards, Thompson said he was interested in discussing one of the key recommendations coming out of the summit to attract and reward excellent **teachers**.

"I intend to sit down with my advisers and those people who are involved in education in Wisconsin and talk about the possibilities (of a **pay-for-performance** plan)," Thompson said in an interview.

The summit, which included leaders of the nation's two largest **teachers** unions for the first time, placed a significant emphasis on better preparing and rewarding **teachers** for successful work with students in the classroom.

Recognizing the need to link rewards for **teachers** to high-stakes graduation tests and other standards, the summit participants approved a call to action that said: "We will develop competitive salary structures to attract and retain the best qualified **teachers** and school leaders, with differentiated responsibilities and pay for school leaders, and pay for both skills and performance."

While the vote on the summit's agenda has no official bearing on what happens around the country, the previous two education summits have held considerable sway over the path that states have taken with regard to education policy.

For example, after the summit in 1996 on higher standards for states, 36 governors went to their legislatures the following January and included proposals for improving education through rigorous assessments, said Thompson, who co-hosted the event at the IBM Conference Center.

Three years later, 49 states have passed or are about to pass such accountability measures, with Iowa alone in opting to set standards at the local level.

State schools superintendent John Benson, who also participated in the summit, said he supports discussing the **merit pay** idea.

"I'm most interested in linking **teacher** pay with the skills they acquire," Benson said.

Benson said he was optimistic that small experiments in districts such as Menomonee Falls and Manitowoc will provide information for policy-makers on how such plans could work.

"These places are talking about linking how much **teachers** make with how much they know and can do, based on **teacher** development opportunities," Benson said.

Thompson and Benson individually said they were looking forward to working together in the short term to address pending issues, such as **teacher** licensing, in Madison.

"This goes as far as John Benson and I can push it," Thompson said. "We're together in trying to find ways to improve the standards movement."

National Education Association President Bob Chase and American Federation of **Teachers** President Sandra Feldman offered their cautious support for **merit pay** experiments. Both emphasized their commitment to higher standards as long as there is support, such as **teacher** training, to help students meet those standards.

"**Teachers** in our poorest areas are most supportive," Feldman said, referring to an AFT poll of **teachers** to be released next week. "They say the children themselves are being more motivated."

The NEA, Chase said, has supported experimental **teacher** pay programs in Denver and several other cities.

Typically, the most significant hurdle for such plans is answering the question of who decides which **teachers** are successful and what measures are used.

IBM Chairman and CEO Louis Gerstner Jr. said business leaders, who have spent years working on performance-based pay structures, stand ready to aid at least 10 states that request their assistance in drafting plans.

Among the recommendations that the governors will take back to their states from the summit:

Further develop extended-day and -year programs for students who are at risk of not meeting academic standards.

"We will provide students who are at risk of not meeting academic standards opportunities for extra help and additional learning time before we hold them back or deny them diplomas," the summit participants' plan says.

Recognize and reward successful schools and intervene in low-performing schools with extra help and resources. If those interventions fail, parents and students should be provided other options.

"The state has a solemn obligation to ensure that no child is trapped in a failing school," the plan says.

Push to have colleges and universities work with K-12 education leaders to link higher-education admission standards with new high school graduation standards. The plan also suggests reducing or phasing out remediation at four-year institutions.

Governors agreed to work with state leaders to develop, within six months, a detailed response to the plan.

LOAD-DATE: October 3, 1999

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October 1, 1999, FRIDAY; ALL EDITIONS

SECTION: NEWS; Pg. A3

LENGTH: 724 words

HEADLINE: WHITMAN: TIE **TEACHER** PAY TO PERFORMANCE

BYLINE: DAVID GLOVIN, Staff Writer

BODY:

Governor Whitman on Thursday said New Jersey could become one of the first states to tie **teacher** pay to student achievement, if the state's **teachers** union agrees.

In remarks made at a nationwide gathering of governors and business leaders in Palisades, N.Y., just north of the Bergen County border, Whitman said she would call on New Jersey **teachers** to agree to an as-yet undeveloped plan that would reward **teachers** for high student performance.

Whitman cautioned that she would not push ahead with the concept unless **teachers** agreed. But she said she did not expect them to categorically reject the idea.

"It's something that I'm willing to bring back to the **teachers** union," Whitman told reporters shortly before President Clinton addressed the National Education Summit here. "I think it's an appropriate measurement tool. But we need to set some standards" for **teachers**.

Although the president of the National Education Association didn't reject the **pay-for-performance** idea out of hand, a spokeswoman for the New Jersey Education Association, the state's largest **teachers** union, was critical of the concept. Lynn Maher said any plan that rewards only **teachers** whose students do well on tests would be flawed.

"**Teachers** who spend a good deal of time helping their students grow in ways that are difficult to qualify and measure, but are very important, would be shortchanged in almost any scheme," said Maher.

"Let's say a **teacher** spent a good deal of time on shared American values, the importance of taking responsibility for one's work, respecting authority, and working hard," said Maher. "How does one measure that? And yet this is a very real dimension in education, how to live successfully as a human being."

The summit brought together dozens of governors, corporate leaders, and prominent educators to address what is essentially phase two of a nationwide school reform movement: Now that 49 states have set school academic standards defining what children must learn, what must states do to ensure that students reach the goals?

The answer may well have an impact in New Jersey. Just 3 1/2 years ago, when the governors last convened here, only 16 states had set statewide standards. Now, despite criticism that schools are becoming test mills, every state but Iowa has moved in the direction urged in 1996.

Clinton praised the standards movement but stressed that schools would now have to hold students and **teachers** accountable for failures.

"We can't pretend there won't be moments of pain," Clinton said.

"Governors will have to look dead-in-the-eye some kid who got held back and say it's OK, you can do it."

A primary focus of this year's summit is **teacher** quality. Among the proposals expected to come out of the conference is a call for states to provide financial incentives to **teachers** whose students excel. One idea is for 10 states to launch test programs.

They will likely run into longstanding concerns from **teachers**, who say it's unfair for pay to fluctuate on the basis of student test scores. Maher expressed concern that **teachers** competing for a slice of the extra money would be less likely to cooperate with each other.

"You want to have as much cooperation and collegiality among **teachers** as possible for the interest of the child," she said. "A **merit pay** scheme takes away from that because there's always a limited pool of money and it basically pits one **teacher** against another."

But some educators are beginning to reconsider. In Denver, 10 percent of the **teachers** are involved in a **pay-for-performance** program, and North Carolina is paying up to \$ 1,500 to **teachers** whose school scores exceptionally well on state tests.

Whitman said she did not expect **teachers** to immediately reject the idea. She noted that **teachers** are enrolling by the thousands in the state's training institutes. "I'm seeing a lot of movement on the part of the union" towards acceptance of New Jersey's new academic standards, she said. "They are not neanderthals."

Education Commissioner David Hespe, who joined Whitman at the conference, also thought **teachers** would be sympathetic. "This will begin the dialogue," he said.

Staff Writer Jean Rimbach contributed to this article.

GRAPHIC: ASSOCIATED PRESS PHOTO - President Clinton addressing the National Education Summit on Thursday in Palisades, N.Y.

LANGUAGE: English

LOAD-DATE: October 1, 1999

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Facts on File World News Digest

September 23, 1999

SECTION: UNITED STATES ; Labor

PAGE: Pg. 686 C3

LENGTH: 314 words

HEADLINE: Denver **Teachers** Accept **Merit Pay**.

BODY:

The Denver Classroom **Teachers** Association, a union representing 4,300 **teachers** in Denver, Colorado, September 10 overwhelmingly accepted a two-year **merit pay** plan that would, for the first time in the U.S., link some **teachers'** pay to the performance of their students.

Teachers had traditionally opposed similar plans, maintaining that performance measures were unscientific and subjective. However, the experimental Denver model was praised by national union and educational leaders because it would involve **teachers** in the design of achievement goals and measures. In addition, instead of basing **merit pay** on an entire school's performance, the focus would be on the achievements of a **teacher's** own students within a particular class. (See p. 651B3)

The so-called **pay-for-performance** plan would award bonuses, rather than raises. First-year **teachers** in Denver earned \$ 24,000 a year, while educators with more than 40 years' experience earned \$ 56,200.

Approximately 450 **teachers** in 12 Denver elementary and three middle schools were expected to volunteer for the pilot program. Each **teacher** would immediately receive a \$ 500 stipend and, later, up to \$ 1,000 if a majority of students met achievement goals during the first year of the program. In the second year, **teachers** from two district high schools would be invited to participate, and all participating **teachers** would receive up to \$ 1,500 if goals were met. **Teachers'** pay would not be cut if student performance did not improve.

Participating **teachers** would use one of three measures to determine achievement: scores on the standardized Iowa Test of Basic Skills, scores on **teacher**-designed skills tests, or scores comparing students' skills before and after **teachers** had undergone additional training. School officials had acknowledged that the latter two measures would be more subjective than the former.

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LOAD-DATE: October 5, 1999

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September 16, 1999, Thursday

SECTION: USA; EDUCATION; Pg. 2

LENGTH: 969 words

HEADLINE: Denver **teacher**-pay plan marks shift in education

BYLINE: James N. Thurman and Kris Axtman, Staff writers of The Christian Science Monitor

DATELINE: DENVER AND BOSTON**HIGHLIGHT:**

The move to tie pay to pupil achievement marks a 'sea change' in

BODY:

It's a practice deeply ingrained in America's business culture, everywhere from the factory floor to the glass-walled executive suite: Pay should be linked, at least in part, to job performance.

Everywhere, that is, except the classroom. There, the idea has long been resisted, by everyone from school administrators to **teachers**.

But a pioneering experiment in Denver's public schools could begin to change that. Starting this year, some **teachers** in elementary and middle schools can earn bonuses if their students perform well on standardized tests.

Just as striking, it was the **teachers** themselves - not disgruntled parents or the city school board - who initially voted in favor of the pilot program. The Denver Board of Education is expected to approve the plan tonight as a component of the overall **teacher** contract.

National policymakers will be watching the two-year experiment to see if the **pay-for-performance** policy can serve as a model for incentive programs across the US.

"There is a sea change in the public mood and [among] **teachers** and the official unions," says Christopher Cross, president of the Washington-based Council for Basic Education. "There is an opportunity for Denver to be a place to build on."

If the program proves to be successful, seniority would no longer be a factor in determining a **teacher's** pay. Criteria for moving up the salary ladder would be the **teacher's** level of education and student achievement. Under the plan, that would mean "a majority" of a class must show a pre-determined level of improvement.

"You should be rewarding them not on years of service alone but on ability to teach," Mr. Cross says. "One thing that needs to be done is reward [**teachers**] for content knowledge."

Starting pay here begins at \$ 24,867. The average salary is \$ 37,240. Educators with more than four decades of service earn just over \$ 56,000 annually.

The idea of linking pay to student performance has been vigorously opposed in the past by most **teachers** unions, which argue that **teachers** can't control the many variables, such as class size and teaching resources, that affect the classroom. In the recent Detroit **teachers'** strike, which involved a number of complex issues, **teachers** refused to even consider a **merit-pay** program.

Nevertheless, the idea of linking pay to performance is slowly catching on. Cincinnati, Dallas, Houston, Columbus, Ohio, Douglas County, Colo., Minneapolis, and Rochester, N.Y. are currently experimenting with performance-based programs.

The National Education Association, the largest **teachers** union in the US, has traditionally opposed **merit-pay** programs that are based on peer review, but is withholding judgment on the Denver pilot.

"This [Denver] program doesn't have those same flaws," says NEA President Bob Chase. "It is very different from those traditional **merit-pay** programs, which have a long and disastrous history."

About 450 **teachers** in 15 district schools will be selected to participate in the pilot program. **Teachers** initially get \$ 500 to participate and, if they make their goals, can make up to \$ 1,000 the first year.

"The money is not so large as to bankrupt the district, but it's large enough to compensate **teachers** for the extra time they'll be putting in," says Jewell Gould, director of research at the America Federation of **Teachers** in Washington, the other major **teachers** union.

At the end of two years, a panel will examine the program's efficacy, and experts will determine whether the plan can substantively improve the education of all Denver students.

Still, educators see some drawbacks. Mr. Gould calls the plan better than most, but is concerned about basing **teacher** performance on how well students do on the Iowa Test of Basic Skills.

Schools participating in the pilot will be divided into three groups. In the first, **teachers** will use the Iowa exam as the basis for developing course curricula for students. In the second, each **teacher** will modify the curricula as he or she sees fit. The last group of **teachers** will identify and receive training they need to better serve their students.

Gould and others support the idea of additional training for **teachers**, which they say benefits educators as well as students.

While educators praise the Denver **teachers** for trying to find solutions to low student performance, they are divided on whether this particular plan will work.

"No one knows whether or not performance-based pay of any kind will have the positive effect of improving student achievement," says the NEA's Mr. Chase. But "the beauty of this program is that it's seen as a pilot program."

Key to determining if the pilot will become a full-blown program is controlling the extra personnel it takes to run such a program.

"One of **teachers'** greatest fears is the bureaucracy," says Kathy Christie at the Education Commission of the States based in Denver. Other concerns include subjectivity in the evaluation process and **teacher** inability to influence variables such as class schedules, parental involvement, the composition of classes, and education spending.

Chase, meanwhile, cautions other schools from adopting the program without seeing results.

"One of the problems we have in education is that new ideas come along all the time and are automatically jumped on, whether there's a proven positive effect or not," he says. "I think that's a mistake."

While pay incentives are an important way to motivate and keep **teachers**, Chase says, so is giving them more responsibility, lowering class sizes, and offering professional development.

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GRAPHIC: PHOTO: AN ANSWER? Laurie Bourg, who favors linking pay to student performance, calls on fourth-graders in her class at Gilpin Elementary in Denver. BY ED ANDRIESKI/AP

LANGUAGE: ENGLISH

LOAD-DATE: September 15, 1999

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View Related Topics

September 3, 1999, Friday, Final Edition
Correction Appended

SECTION: A SECTION; Pg. A01

LENGTH: 820 words

HEADLINE: Alexandria Principals Reject Offer Of **Merit Pay**

BYLINE: Jay Mathews, Washington Post Staff Writer

BODY:

The Alexandria School Board has backed away from a plan to offer cash bonuses to principals who significantly raise student achievement, after being unable to convince the city's principals that it is fair to reward them for spearheading academic improvement.

The controversy over Alexandria's proposal illustrates once again how resistant educators are to the concept of **merit pay**. Alexandria would have been the only Washington area school district to provide such incentives to principals, and none of the districts has performance bonuses for **teachers**, although several superintendents have discussed the idea.

Supporters of **pay-for-performance** plans such as Alexandria's say they help both in motivating current principals and in attracting good candidates when vacancies occur. Research has shown that creative and energetic principals are essential in improving schools, and school boards are under increasing pressure to boost student performance as more states are using achievement tests to rank schools and to determine which students graduate.

But many principals and **teachers** say it is wrong to link their compensation to their students' grades or test scores because student achievement is influenced by social and economic factors over which educators have no control.

In Alexandria, principals also said it would be unfair to reward them and not their **teachers**, and they warned that the bonuses would hurt **teacher** morale.

"When I think of **pay for performance**, I think of paying the school for performance," said Lois Berlin, principal of George Mason Elementary School in Alexandria and one of the leading critics of the bonus plan. She said educators would be much happier with bonuses that could be used only for school improvements, such as more computers or more training for **teachers**.

Alexandria board members had allocated \$ 34,000 in this year's budget for the bonuses and had asked the city's principals and school superintendent to determine the size of the awards and the targets that the principals would need to reach to qualify.

But in the face of the principals' opposition, board members said there is no point in going forward with the plan this year. School Board Chairman Stephen J. Kenealy said yesterday that the \$ 34,000 probably will be used instead for \$ 2,000 in annual raises for nearly all principals while a consultant tries to create a bonus plan that will draw fewer objections.

Kenealy, who is deputy director of recruiting for the U.S. General Accounting Office, and several other board members said they remain determined to find a way to reward principals and **teachers** who do the best work.

Leaders of the principals and **teachers** associations in Alexandria said similar disputes are certain to arise in other Washington area school systems where bonus plans have been discussed.

Fairfax County Superintendent Daniel A. Domenech has said he is interested in cash incentives for principals. The idea has been discussed by Montgomery County school board members and staff, and D.C. School Superintendent Arlene Ackerman has suggested more incentives for **teachers** to raise achievement.

Despite educators' resistance, bonus plans are becoming more widespread. A survey of 1,323 principals conducted last year for the National Association of Elementary School Principals reported that 15.3 percent of them had merit or incentive pay in their contracts.

Three years ago, the Hartford, Conn., school board decided to give principals a reward of about \$ 1,500 each if their students' scores on a state test improved by 3 percent in a year. The principals association, saying the plan would hurt relations with **teachers**, gave the money back to the school system in the first year. The superintendent refused to take it back the second year, and the principals spent the money on their schools and families, said Baxter Anderson, president of the Hartford Principals and Supervisors Association.

Buzz Wilms, professor of education and policy studies at UCLA, said he expects more struggles between school boards and educators as "we move away from the notion of paying everyone the same."

But measuring educators' performance remains a difficult problem, Wilms said. He said he has found accounts dating back to 19th-century England of unsuccessful attempts to pay **teachers** based on how well their students are doing. "The inspectors would arrive at the school [in England] and find children reading perfectly, then see that the students were holding the book upside down" because they had memorized the text, he said.

Alexandria School Board member Dan D. Goldhaber said the board and staff must come up with credible ways to measure school performance so that any bonuses awarded do reflect the principal's contribution.

"It must be attached to accountability and the very high expectations we have for principals," he said.

CORRECTION-DATE: September 9, 1999

CORRECTION:

An article Friday about **merit pay** for **teachers** and principals stated incorrectly that no Washington area school district gives performance bonuses to **teachers**. Starting this school year, D.C. **teachers** will receive extra raises if they meet a set of performance goals, a plan that was approved in July by the D.C. financial control board.

LANGUAGE: ENGLISH

LOAD-DATE: September 03, 1999

The Associated Press State & Local Wire

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July 11, 1999, Sunday, AM cycle

SECTION: State and Regional

LENGTH: 722 words

HEADLINE: Schools with high test scores reward **teachers** with cash

BYLINE: By ANDREW WELSH-HUGGINS, Associated Press Writer

DATELINE: COLUMBUS, Ohio

BODY:

The stellar academic reputation of Orange City Schools means a lot to the faculty there. At least \$ 250 per **teacher**.

That's the average amount of extra money that the 225 **teachers** at that suburban Cleveland district will earn if the district's pupils continue nailing the state proficiency tests.

"We view ourselves as one of Ohio's best public K-12 institutions," said Daniel Lukich, superintendent of the district that also met 17 of 18 academic standards measured by the new state report card last year. "We don't want to drop from that."

Under a new state law, the Department of Education has begun issuing academic report cards to every school district in the state. Those reports, along with pressure from proficiency test results, have led some districts to appeal directly to employees' wallets when measuring academic achievement.

This summer, Solon City Schools approved a three-year contract for **teachers** providing up to \$ 500 bonuses if high proficiency-test scores are achieved. The Orange City Schools' bonuses emerged from a two-year contract signed this month.

In September, Columbus City Schools will award **teachers** in individual schools up to \$ 500 apiece if those schools meet certain academic goals.

The Akron school board has called for a study of administrative salaries with a possible goal of moving to merit-based pay measured by student achievement.

Columbus **teachers** approved the district's program, called gains-sharing, as long as schools could set their own goals and not compete against other schools in the district, said John Grossman, president of the Columbus Education Association, which represents 2,025 **teachers**.

"We've had the old **merit-pay** battles, and those have produced a negative atmosphere," he said. "But there, people making the determination often had a vested interest and it became a degree of unfairness. In this kind of circumstance that doesn't happen."

Pay for performance plans have their critics, and their failures.

The Ohio Education Association, which represents 120,500 school and university employees, generally encourages local **teachers** unions "to resist **merit-pay** type concepts, which we feel are unproven and unfair," OEA spokeswoman Karen Michael said.

Instead, raises should be based on training and experience, Michael said.

Neil Quirk, vice president of the Akron Education Association, said he would fight any bonus plan for

Akron's 2,000 teachers.

Such plans have "the inherent potential of **teachers** looking at students as to whether they're going to get them a pay raise," Quirk said.

Last year, the Cincinnati City School District scrapped a 3-year-old **pay for performance** program that provided bonuses to administrators if students met certain goals.

Administrators thought the decisions to award the \$ 750 to \$ 1,000 annual bonuses were too subjective, said Doris Stokes, a human resources administrator who managed the program.

Ultimately, the board agreed that it was too hard to control the factors - such as test scores, discipline and attendance - that administrators were being measured against.

"You can do everything within your power to help a child understand a subject and attempt to pass a test, but what the child does with the test you cannot control," Stokes said. "It's not like making soap."

Kentucky started a statewide program earlier this decade, awarding \$ 25 million every two years to schools across the state whose students met certain test and attendance requirements.

But problems developed as **teachers** feuded over what to do with the money, said Jim Parks, a spokesman for Kentucky's Department of Education.

While some schools set up scholarship funds for students or distributed the money to employees, including nonteachers, most **teachers** voted to take the money as a personal bonus, he said.

At least three **teachers** sued for money distributed after they retired. And the exclusion of nonteachers such as janitors or cafeteria workers caused hard feelings.

Last year, the Legislature banned **teachers** from taking the money themselves. Now, schools that meet the performance standards must use the money for school improvement projects, such as buying books or computers.

"Once there was some money there, it's like when somebody dies," Parks said. "Everybody thinks they ought to be in the will."

LANGUAGE: ENGLISH

LOAD-DATE: July 11, 1999

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June 5, 1999 Saturday ALL EDITIONS

SECTION: NEWS; Pg. 005

LENGTH: 539 words

HEADLINE: Ed czar backs plan to reward **teachers** for merit

BYLINE: By DARRELL S. PRESSLEY

BODY:

Education Commissioner David P. Driscoll yesterday endorsed a **teacher** contract from New York that ties salaries to improved student achievement.

"I think it has a great chance of being effective and definitely could be replicated here very easily. And it's something that I support," Driscoll said.

Local superintendents and union leaders met with George A. Kiley, superintendent of the Geneva School District in New York, who is negotiating a **pay-for-performance** contract.

The proposed five-year contract would reward **teachers** based on improved student achievement from state test scores and other measurements, Kiley said.

While unions may consider the program as **merit pay** - which they oppose - "I'm talking about pay for pupil growth," he said.

For example, if a **teacher's** student performance increases, the **teacher** would have \$ 1,000 added to their income. They would also get \$ 1,000 for every year they worked.

The incentive for **teachers** to accept the contract - which still has to be ratified - is that they could also earn more money if the school and district improve, said Lenny Lavalette, director of affiliate relations for the National Education Association in New York.

"If you do well and your colleagues don't, it's important to share what you achieved," Lavalette said.

But local and state union leaders said the proposal is a **merit pay** program, and that idea has failed nationally and probably will in Massachusetts.

"In every place it has been tried, it has failed," said Kathy Kelley, president of the Massachusetts Federation of **Teachers**.

But James Peyser, chairman of the Board of Education, said the state should consider the concept.

"I'm all in favor of exploring at the local level **pay for performance** approaches," Peyser said. "It's the wave of the future."

The Board of Education is working on an accountability system for schools and districts, which focuses on MCAS scores. "And it's inevitable that (this concept) become a central part of how **teachers** are evaluated," he said.

While there are concerns about the MCAS being used as the sole measurement, and how the increase would be funded, it's an interesting idea, said Irene Kaplan, superintendent of Whitman-Hanson Regional School District.

"It really highlights the importance of pupil growth and that's why we're here," Kaplan said.

But for some, **merit pay** programs are divisive and insulting, said Ed Doherty, president of the Boston **Teachers** Union.

"Floating the idea of **merit pay** is like trying to bring back the Edsel," Doherty said.

Merit pay is open to abuse by schools where friends reward friends or those loyal to the administration, he said.

But Kiley said the system is based on student achievement and not **teacher** performance. "It's not a system to punish anyone," he said.

When it comes to using the MCAS as a measure for student achievement, Jack McLeod, president of the Barnstable **Teachers** Association, said that's a bad idea.

"It's one more thing that puts more and more focus on teaching to the test," McLeod said.

Teachers and schools could be pitted against one another, instead of working together to help students, said Stephen Gorrie, president of the Massachusetts **Teachers** Association.

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May 9, 1999, Sunday, Ventura County Edition

SECTION: Metro; Part B; Page 4; Zones Desk

LENGTH: 590 words

HEADLINE: COUNTY REPORT: DEALING WITH BAD **TEACHERS**;
SALARY BASED ON PERFORMANCE TESTED

BYLINE: KATE FOLMAR, TIMES STAFF WRITER

BODY:

Take a ride to Pacoima to find an experiment in alternative pay plans for **teachers**. It is one of but a few offered nationally, and it is concluding its first year.

Convinced that student performance would improve if **teachers** were given monetary rewards for exceptional skills and knowledge, Principal Yvonne Chan has sunk hundreds of thousands of dollars and three years of planning into a performance-based pay schedule at her Vaughn Next Century Learning Center, a charter school in Pacoima.

Many education reformers and Republican lawmakers have long advocated some kind of **pay-for-performance** plan for **teachers**, hoping to halt California's long slide into educational peril.

At Vaughn, **teachers** who are the most successful at teaching kids to read or helping Spanish-speakers learn English can get an extra \$ 1,300 a year. All full-time school employees receive a bonus of \$ 1,000 or more if student test scores meet improvement goals. There are bonuses for improving student attendance, involving parents in education and helping with extracurricular programs.

Depending on their dedication and pedagogical prowess, beginning **teachers** at Vaughn can boost their pay to \$ 38,000 if all goals are met. For other Los Angeles Unified **teachers**, the starting salary is \$ 32,000, under a traditional pay schedule, which increases **teacher** salary based on years of service and degrees obtained.

"This way, you can increase the retention of **teachers** and pay **teachers** more. This drives a more persistent and focused staff, and that will increase quality," Chan said. "This whole single salary for any educator is so much in the Dark Ages. . . . You don't get incentives. You don't compensate people for a job well done. It's not a professional scale; it's like an auto worker."

Right now, veteran Vaughn **teachers** have a choice between the performance-based and traditional salary schedules while new **teachers** start on the alternative plan. About one-third of the school's 66 **teachers** have chosen the nontraditional salary schedule.

"In the first semester, 60% of the **teachers** got the full amount," Chan said. "A new, emergency credentialed **teacher** got the full amount while a fully credentialed **teacher** with experience at Vaughn and another school did not get any. Those who did not get the bonuses have quickly improved since then, so we believe it's working."

The true test will not come until summer, when Vaughn gets its standardized test results back.

Education experts, in a quest to improve **teacher** quality, are closely watching the Vaughn experiment, made possible by the fact that charter schools are free of most rules that govern public schools, including collective bargaining agreements.

"We are doing an ongoing study of how things are playing out at Vaughn Street," said the co-director of the Consortium for Policy Research in Education, Allan Odden, who helped Chan formulate the pay plan.

Some union officials look askance at the Vaughn plan, saying it too closely resembles **merit pay**. They object to the idea of **teachers** competing for a limited pot of bonus money.

But Chan said she is happy to give **merit pay** to everyone who earns it, whereas traditional **merit pay** plans limit the number of people who can get bonuses.

Union officials are backing a bill now in the state Legislature that would make local union contracts apply to charter school employees as well. However, the bill would allow employees at those schools to amend contracts to meet the particular needs of their campus.

GRAPHIC: PHOTO: Principal Yvonne Chan believes a performance-based pay plan at her school will heighten quality of **teachers**. **PHOTOGRAPHER:** JOEL P. LUGAVERE / Los Angeles Times

LANGUAGE: English

LOAD-DATE: May 9, 1999
