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SHARED DECISION MAKING AT THE SCHOOL SITE: MOVING TOWARD A PROFESSIONAL MODEL

An Interview with Patrick O'Rourke

THE COMMON structure of authority in school districts around the country is a hierarchical one. Teachers are typically at the receiving end of policies and directives that issue from the offices of district-level administrators and school principals. The autonomy that teachers have within their classrooms is considerably compromised by their exclusion from decisions on issues that affect life in the classroom, such as school structure and organization, disciplinary procedures, curriculum content, academic standards, staffing needs and hiring decisions, and spending priorities. Teachers sometimes sit on committees that consider these issues, but there usually is a clear distinction between "input" and decision making, with teachers on the input side. Although collective bargaining contracts touch on some issues of educational policy, school boards — backed by courts and state legislatures — have generally tried to narrow the scope of bargaining, insisting that topics other than wages and working conditions are management prerogatives and, as such, "not negotiable."

In Hammond, Indiana, all of this is changing. To the extent that it is legally and practically possible to do so, decisions that were once made by the school district's central office are being turned over to each individual school. Not only has the locus of authority changed, so has the constellation of who holds it. A growing number of decisions are now in the hands of school-site committees composed of teachers, administrators, and community representatives. The boundaries of teacher authority have been dramatically expanded. For the first time, teachers are touching all the areas that touch them and their students.

Hammond's new school-site management system is the result of a program called the School Improvement Process, more commonly referred to as SIP. The principles that underlie SIP find strong support in both the literature describing the characteristics of effective schools — which says that each school is and must be

PHOTOGRAPH BY LISA HILL

allowed to be a separate culture — and in theories of modern management that emphasize the importance of decentralization, employee involvement in the decisions that affect their work, and the development of a feeling of "ownership" of those decisions.

The city of Hammond has a population of about one hundred thousand and is situated in the northern tip of Indiana, between Gary, Indiana, Lake Michigan, and the Chicago metropolitan area. Student enrollment in the school district numbers just over thirteen thousand and

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Patrick O'Rourke (above) Kindergarten teacher Karen Csigas (upper right) was part of the team that restructured the kindergarten curriculum at her school to incorporate a wide range of hands-on activities. These design team chairpersons (lower right) at Lafayette Elementary School are leaders in the effort to involve teachers in all matters that affect them and their students: Back Row: Lois Rogers, Joellyn Schwandt, Susan Vandemerkt, Rosemary Balczo. Front Row: Alma Murphy, Melissa Pecher, Betty Yamada.

there are twenty-five school sites and approximately nine hundred teachers. The economic depression that has hit the city's industrial base — the steel mills — and that has left the school district in a constant struggle against financial constraints seems to stand in sharp contrast to the hope and enthusiasm generated by the SIP program.

In 1985, following a successful pilot project at one high school and two middle schools, language outlining the authority and procedures for the School Improvement Process were negotiated and made part of the contract between the Hammond Teachers Federation and the Board of School Trustees. SIP was then expanded to all schools in the district. The president of the Hammond Teachers Federation — and by everyone's account the source of much of the energy and inspiration behind SIP — is Patrick O'Rourke. Mr. O'Rourke has been president of the teachers union since 1974, during which time he has continued to teach U.S. history part time at Hammond High School. He is a member of the Executive Board of the Indiana Federation of Teachers and part-time instructor in labor relations at Indiana University Northwest.

Mr. O'Rourke was interviewed by Liz McPike, editor of the **American Educator.**

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McPike: *So that we can immediately get some grasp of the dimensions of what is happening in Hammond, tell me this: Is there anything that is "off limits" to these school-site committees? How encompassing is their authority, or their potential authority? Is there any issue, any topic, any area of decision making that is hands off?*

O'Rourke: We're not sure. The only constraints that we know for certain are the same constraints that the old system had, that is, limitations — often of a legal nature — that stem from Supreme Court decisions, state and federal laws, school board policies, city regulations, and to some extent, our union contract. But other than those constraints, it's wide open. As long as a school adheres to the process we've developed, the people at that school and in that community have a great deal of control over what happens in their school.

In those instances in which a school-based decision conflicts with an existing school board policy, a special systemwide review council, composed of teachers, administrators, parents and community representatives, meets to see how the SIP proposal could be accommodated. And even in those situations in which a SIP proposal clearly violates state policy, if the SIP committee is very interested in pursuing an idea and convinced that it will improve learning at their school, and if they're able to muster a good argument to support their case, then the school district has said it will attempt to secure a waiver from the state.

A few of us tried in the beginning, when we were brainstorming this whole thing, to assign all possible decisions to their appropriate level. Which decisions could be made at the building level, which had to be citywide, and so forth. Here's what we did. This sounds hilarious in retrospect, but we were feeling our way through many of these questions, and it was a helpful exercise. We actually built a structure, a box, and

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Rather than the old model of a few people, a handful of administrators primarily, sitting around trying to develop policy, we open it up.

divided it into different sections. Then we took some small plastic balls, and we colored them various colors; we coded them. For example, the color red would signify a school board decision, blue would be a building-based decision, and so on. We sat and brainstormed all the types of decisions that might arise in a school district: "Well, that's obviously a red ball, that goes in this slot. That's the kind of issue that you could characterize as a building-based decision, we'll color that blue, and all the blue balls go in this slot," and so on with Supreme Court decisions, state directives, etc. We sat there and tossed spheres into the box for several hours.

McPike: *You literally had a lot of balls in the air.*

O'Rourke: Yes, too many, as it turned out. As we tried to visualize how we were going to delineate the proper boundaries of authority — where does this fit, where does that belong, what were the various impediments, the potential conflicts — it occurred to us that the number of decisions was unlimited; we were going to run out of balls.

So we learned through this process that it is not possible — or necessary — to divide up the turf ahead of time. In other words, the program does not say, "These decisions are proper for building-based committees, these are not"; it does not say, "These programs may be altered, but these may not." These divisions will have to emerge as the program moves along. There are no preconceived limits.

There is only one exception to this: We have said that no decision made by one school could have a negative impact on programs or teachers in other buildings.

McPike: *School A couldn't decide to send all its disruptive students to School B?*

O'Rourke: Exactly, although that very constraint might serve as a spark to bring SIP committees from various schools together to try to work something out. There have already been instances in which a recommendation made by one school has forced the district to re-examine its overall policy. We have a SIP team right now at Clark High School working on the problem of student attendance. They have developed a very sophisticated attendance policy that goes beyond the current citywide policy. But we have been advised that this new proposal may be in violation of court decisions because it would mean that students at one high school would be treated differently from the rest of the city's students on a matter that might affect their grades and even their continuation in the program in the building. However,

what first appeared to be a dead end for the Clark team's proposal is now becoming the genesis for a fresh look at the existing districtwide policy. Their ideas are being viewed as perhaps the resolution of a citywide problem.

So, there will be instances in which a SIP team will brainstorm the resolution of a problem at one school that may eventually wind up having very positive effects on citywide policy. That's part of the spin-off that intrigues me. As SIP teams hit roadblocks, they have to start looking at other problems in other buildings or perhaps look citywide. They start thinking in broader terms than their own classrooms or their own schools. So, rather than the old model of a few people, a handful of administrators primarily, sitting around trying to develop policy, we open it up. We now have more people, let's say more brains, more ideas, floating around out there, and out of these ideas, we are developing some very sophisticated approaches to citywide problems, which was really not, quite frankly, the original intent of the school-based decision-making process. But that is happening, and it's very exciting.

McPike: *We haven't said anything about money. How much say-so over spending comes under the SIP committees?*

O'Rourke: Each school receives a certain amount of money over which it has control. Should a SIP committee want to get involved in how that money is spent — rather than leaving it as a unilateral decision by a building administrator, which is the way things previously worked — it can.

As a matter of fact, last year — and I view this as a mistake — last year in an attempt to convince building administrators that the school system was serious about this process, the responsibility for the allocation of funds normally given to the building administrator was turned over by directive from the assistant superintendent of schools to the SIP team in each building. The reason I say that was a mistake is that it violated the spirit and the intent of the process in the sense that the administration is not supposed to set the agenda for SIP committees. The directive was issued with the very best of motives — to show that SIP committees have power over the purse strings — but the decision as to what a SIP committee wants to get into and what it doesn't should really be left up to each committee. If it wants to decide how the money allocated to its school should be spent, it certainly can. Now don't misunderstand me. SIP teams do not control the school district's overall budget. They only have control — if they choose to exercise it — over those monies that are allocated to their particular building.

McPike: *Describe for us in more detail how SIP operates. Is there one SIP committee at each school that defines the issues to be taken up and subcommittees that form around those issues? Does an administrator — the principal or assistant principal or someone — sit in on every committee meeting? And how are final decisions made?*

O'Rourke: The teams are made up of teachers, administrators, parents, and to a lesser degree, students, although there might not be people from every category on every committee, or what we call design teams. The size of the committees varies. In a large high school of, let's say, one hundred teachers, the core team is usually composed of about ten to fifteen people [illegible] majority would be teachers. There are no hard and fast rules, other than that we try to involve people on the staff who are viewed as leaders and we try to have a well-balanced core team. The subcommittees or design teams are open to anyone who is interested; likewise, any member of the staff can propose that a new design team be formed around any issue of concern. There is also an attempt to identify the strong parent advocates in the community, people who have a long history of involvement in the school and who can be counted on to bring other parents into the process. In addition, where applicable, students who are respected by their peers and who have an interest in school improvement are identified. Especially in the beginning, when things are just getting off the ground, the question of who is involved is critical to the credibility of the whole undertaking.

We believe in this program not only because it will make teachers feel more involved, give them more ownership, but because it will improve learning. That's the bottom line.

This group then takes part in fairly intensive training in communication and group dynamics. The particular method that we use is a modification of a problem-solving process called the Delphi technique, which is designed to help people reach consensus on the resolution of a problem by constantly re-examining the nature of the problem. Similar to the process used by the United Auto Workers and General Motors in their new Saturn agreement, it forces people to continually rethink their positions with a view toward consensus. The training in group dynamics and decision making is important; and it's ongoing, not a one-shot workshop.

This core committee then spends a considerable amount of time developing what we call a vision of excellence for their school: How we can make this school the best possible school, both in the short run and in the long run? Example: At my school, Hammond High, our original SIP team outlined ten specific goals that we felt Hammond High should work toward over, say, a five-year period. Following that, subcommittees were created to try and design programs to meet those goals. One of our target areas was professional development, to do something that might really help teachers. Out of that came a mentoring program through which two of our faculty are released half time to work with teachers who want to become more effective.

As to the question of administrator involvement on the design teams — sometimes they are part of a committee, sometimes not. The math department at my

school is now brainstorming ways to totally reorganize the time periods so that they and their students aren't always working within the confines of a fifty-minute structure. Those discussions — and the final decision — will be made by the math teachers only, unless the schedule changes they devise have an impact on the rest of the school, in which case there will, of course, have to be broader involvement. I want to add here that, if a principal *is* part of a SIP committee, it doesn't mean his or her opinion weighs any differently in reaching a decision than does the opinion of any other member of the committee. The administrator is there not as an administrator but as a peer. For this reason, we have said that a principal should never serve as the SIP committee chairperson.

Both the school administration and the union are committed to finding a way to build this process into the regular school day.

In terms of how a final decision is made, we proceed on the basic principle that underlies the whole system, which is that those who are affected by the decision, those who are closest to it, those who have expertise in the area, those who will be responsible for carrying it out, those who will be living with the decision are the ones who should make it. If the proposal affects the entire faculty, then the entire faculty would be involved. If it's something more limited — a change in the kindergarten program — we encourage input and involvement from the entire faculty, but the actual decision would be made by the kindergarten teachers and whoever else might be part of the SIP design team looking at that issue. In almost all cases, if the SIP problem-solving technique is followed, a group should be able to reach consensus. However, in instances where someone is being unreasonably recalcitrant and where the overwhelming majority wants to move ahead, they do so. Of course, as I mentioned earlier, if a proposal conflicts with an existing state or school board policy or with language in our collective bargaining contract, then a more involved process of resolution kicks in. Let me add here, with regard to the whole program, that it is still quite new. Many situations and problems can't be anticipated; we just have to deal with them as they arise. We are working out the kinks as we go along.

McPike: *Give us some more examples of what the SIP committees have been doing. Are they jumping right into major policy areas, or taking it slow? I wouldn't be surprised if the latter were true, because you're talking about a significant shift in roles, and it might take some time for people who are not used to having authority beyond their classrooms to see themselves as responsible for the larger questions involved in running a school.*

O'Rourke: Well, it varies, but generally you're right. There is a slow but clear shifting of roles and responsibilities taking place, and it takes time. To use my own school as an example again, the first question we took up was how to get students out of the halls and into the classrooms. That was a terribly important issue to us, but dealing with it didn't suggest the same kind of shift in authority that other issues that we later got involved in do — like selecting the new principal for our school, which is something we subsequently played a big role in.

Now that SIP has been in place in a few schools for a couple years and in all schools since September 1985, SIP committees are moving into more and more areas of decision making. I was at a meeting of SIP chairs just recently where the ideas — and the desire to share ideas — were flying left and right. But let me give you just a few examples of what has taken place to date.

Morton Elementary School has formulated a new policy on homework. They've also directed monies to be spent on certain computer equipment they felt they needed, and they've outfitted a portable computer unit for the lower grades.

Kenwood Elementary School has restructured its reading program. Spohn Middle School has moved to a "clustering" schedule for its students, which provides more time for teachers to meet to discuss curriculum and student progress and to have more flexibility to hold conferences with students and parents. Scott Middle School — and I should note here that improving parental and community involvement has been an area stressed by all the SIP committees — has trained a group that it calls "computer moms" to help in the computer rooms. On quite a different level, one SIP team is taking a look at teacher evaluation. They feel that there may be a better, a more effective, a more meaningful way to evaluate teachers than the way it is now done. They are looking for something that not only assures quality but also improves teaching. They've been gathering information from around the country and they've been to Toledo, Ohio, to study the program the AFT local there has put into place.

One more example: Lafayette Elementary School has revamped its whole kindergarten program. The student population at that school is generally from very low-income and highly transient families, and many of the youngsters come to school woefully ill prepared for a traditional program. After a tremendous amount of research by the kindergarten teachers and numerous discussions with as many parents as possible, the faculty voted to establish a junior/senior kindergarten program that will provide a wide range of hands-on activities for children who aren't developmentally ready for a traditional kindergarten curriculum, as well as a transitional first grade.

This example reminds me of something that is happening that I think is very important. Teachers are clamoring for more information, for current state-of-the-art research on every aspect of curriculum, of school organization, of teaching practice. They want the latest

journals; they want workshops; they want to know what other school districts have tried, and what has worked and what hasn't.

McPike: *Because that knowledge has more meaning now that they have more opportunity to use it. It's going to result in something; it's not just an abstraction.*

O'Rourke: Precisely. At that meeting I mentioned before, there was an absolute clamor, a chorus — I'm not exaggerating — "Where can we get the information we need? Where?" And this desire to be in command of the relevant knowledge base is a good development; indeed we know it is crucial to the whole program. We believe in this program not only because it will make teachers feel more involved, give them more ownership, but because it will improve learning. That's the bottom line. How it helps these kids. And that means the decisions made by the SIP committees must reflect the best we know of theory and practice. Time is our biggest obstacle in this regard. The kind of professional involvement we're talking about takes a lot of time.

McPike: *It can't be treated as just an add-on to a regular full schedule of classes. I imagine that to say to a teacher who already feels over-scheduled if not beleaguered by five classes a day and one hundred fifty different students, "Congratulations, you have the right to develop curriculum, formulate the discipline policy, and design a new teacher evaluation program," you might not be greeted with glee.*

O'Rourke: That's exactly right, and although we have been able to arrange a substantial amount of release time for SIP meetings and other SIP activities, a lot of the work has taken place after regular hours. In the long run the program won't be successful if it has to depend on that. We're not into volunteerism; that is not what this program is all about. What it is about is involving the professional faculty in all the decisions that affect learning in their schools, not as a peripheral activity but as a broadened definition of what a professional teacher is. It takes time to stay current with the research and the reading. It takes time to work through ideas with colleagues. We haven't really faced up to this time problem, but both the school administration and the union are committed to finding a way to build this process into the regular school day. This may mean a basic restructuring of our schools.

So, time is the first and foremost obstacle. Another problem in ensuring informed judgments is the accessibility of the information. In my opinion, the quality and speed of dissemination of education research in this country is in a sorry state. The AFT is helping us considerably in this regard through its Educational Research and Dissemination program. Hammond is one of the project sites. A group of our teachers is being trained in the latest research and given readable, practical "translations" of the research that they can share with their colleagues. We are also exploring the development of a relationship with the federally funded education research lab in our area and with local universities.

McPike: *I certainly agree with you that the best guarantor of quality is to put good information in the hands of good people. Have you also built any formal mechanisms of accountability into the SIP process?*

O'Rourke: We wrote specific time limits into our contract governing the length of time any project may stay in place without review. We put a limit of one school year. Example: A project might call for a six-week implementation period, which would be one grading period. The SIP committee says, "Let's try this new method and see if we like it; if we don't we won't continue it." The trial period could be a semester, but it

Inside the Schools: Significant Changes Already

- Kenwood Elementary: Rearranged the school day to ensure a ninety-minute uninterrupted block of time devoted to reading activities.
- Clark High: Proposed a new policy on student attendance, which is now serving as the spark for a fresh look at the overall districtwide policy.
- Lafayette Elementary: Revamped its kindergarten program and established a junior/senior kindergarten and a transitional first grade, which incorporate a wide range of hands-on activities in order to better meeet the needs of youngsters who are not developmentally ready for a traditional curriculum.
- Spohn Middle School: Restructured the school day to allow more time for teachers to meet to discuss curriculum and student progress and to have more flexibility to hold conferences with students and parents.
- Hammond High: Put in place a mentor program through which two teachers are released half time to work with colleagues who want to become more effective in the classroom. Also, the math department is looking at ways to reorganize the time periods so that students and teachers are not always working within the confines of a fifty-minute structure.
- Eggers Elementary/Middle: Set up a reading center for teaching across all grade levels; adopted a course schedule in which the time slots for various subjects are rotated every twelve weeks, thus responding to the needs of children who learn better at different times of the day.
- Morton Elementary: Developed a voluntary, nonthreatening peer evaluation program through which fellow teachers observe and critique colleagues and then cooperatively develop self-improvement plans. SIP committees have also formulated a new homework policy and directed that monies be spent on certain computer equipment they felt they needed.
- Five school committees have been involved in screening and recommending candidates for principal of their schools. In all five cases, the final choice of the SIP teams was accepted.

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cannot be longer than a year. The reason we did this is that one of the problems with the old model of school governance was that too many projects and policies got locked in simply due to stagnation: "Well, they've always been there. We've always done it that way." Tradition. So we feel that if something is worthwhile, it can stand annual scrutiny.

Second, the process requires that criteria be established to evaluate each project. How do we know it's working? The criteria must be very clearly spelled out right from the start of the project or the implementation of something new. At the end of the grading period or the semester or whatever the time period, an evaluation based on the agreed-to criteria is presented to the faculty so that they can make a considered decision as to whether the project should be continued. For example, one SIP team at a middle school was concerned about the low level of parent involvement and teacher/parent contact. They came up with a new arrangement whereby parents would have to come to the school in the evening to pick up report cards and meet with teachers. They felt that the evening hours were crucial to parents in this community being able to come. This called for an alteration of the working day for teachers, whereby they came in later in the day and then worked that evening. The faculty voted to implement it for a grading period. At the end of the grading period, they evaluated it. They said it's working based on this data: X number of parents came last year, X number of parents came this year, and look at the difference. By the way, it was a smashing success.

This review process may sound like a small thing, but it isn't. The idea of accountability based on observable, measurable data at the end of a specific time period is so different from the way school districts are typically run, where too often no one knows who made what decision or when or why; someone, sometime, decided that things would be such and such a way and they are. No one's responsible; everyone complains and passes the buck. We're moving away from that attitude.

McPike: *Let me go back to a point that you touched on earlier. Most of the issues taken up by SIP committees are pedagogical ones, or they are questions of school organization, school climate, community involvement, and student behavior. With some exceptions, these are not topics that are typically addressed in a collective bargaining contract. The contract is not going to have language on how to best structure a reading program for the primary grades. But sometimes there will be overlap and possible conflict. You mentioned, for example, the case of a SIP committee that is looking into a new system for evaluating teachers in its school, and I'm sure your contract spells out in fairly precise detail the procedures for teacher evaluation. There are undoubtedly other examples in which SIP proposals conflict with language that you've negotiated in the contract. Now what happens? The master contract says one thing; the SIP committee calls for something quite different.*

O'Rourke: Well, it depends on the situation. If the SIP proposal affects only a small group of teachers at a school and if those teachers and their SIP team are unanimous in wanting to proceed with implementing their idea, that's it, they go ahead. The contract language is not a bar. We would not intervene on the grounds that it was setting a bad precedent for other schools — or on any grounds. We would not pass judgment or impose the language of the master contract if that's not what those teachers wanted. And it would not surprise me that different groups of teachers come up with a procedure or a program or a reorganization that they like better than what is contained in the contract.

We have a very good collective bargaining contract. We have it because we're a very strong union. We've been the bargaining agent since 1970, and we have a membership of 96 percent of the teachers; the other 4 percent pay a representation fee. We have a comprehensive master contract built up over a number of years, and we are very proud of the language in that contract. But that doesn't mean it is the best language for all teachers in all situations. After all, each and every provision of the contract does not and cannot reflect the preference of each and every teacher, unless teachers have totally identical opinions on every topic, which they obviously don't. Where there are divided opinions, the contract can only reflect the majority, and even that, of course, is subject to what we are actually able to negotiate. So for various issues, there's bound to be teachers who would prefer something other than what's in the contract.

The SIP process we've put together, since it is decentralized decision making, makes it possible for more teachers to exercise their judgment as to what they think is best for themselves and their school, while still retaining the strength that can only come through a master contract. Don't forget, this is not a rejection or a weakening of collective bargaining, but rather an expansion. We negotiated language in our master contract — which was overwhelmingly ratified by teachers — that sets forth the purpose and procedures of SIP. In so doing, we have indirectly but quite dramatically expanded the scope of what is bargainable.

Also, because the school-site committees are based on *shared* decision making, we are moving away from the "*us* vs. *them*" stance that is characteristic of traditional labor-management relationships. Solving problems, rather than assigning blame and responsibility to one side or the other, is becoming the operating principle. That is a fundamental shift in attitude.

Now, to get back to your original question, if a SIP proposal affects the entire faculty at a school — let's take the example you used of a new teacher evaluation sys-

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tem that conflicts with the collective bargaining contract — then the entire professional staff of the school, and of course I mean teachers and administrators, must vote on the proposal, and they must do so using a specific voting scale. Before I explain how this works, let me emphasize again that before such a vote would be taken, there would be extensive small-group discussion that would probably result in modifications of the original proposal based on the opinions and objections that surfaced. The SIP committee doesn't just formulate an idea and put it to a yes or no vote, up or down. They try to work toward a consensus.

But after that process is completed, there would be a vote. The procedure for this vote, by the way, is spelled out very precisely in our collective bargaining contract. The voting is scaled from zero to five, from very negative to very enthusiastic. Anyone who votes zero retains the right to file a grievance under the normal procedures spelled out in the contract. They may decide not to file a grievance, but they have the right to do so within the regular time limits set forth in the contract, and if they do, the union will back them in the grievance. The resolution of that grievance could result in anything. It could result in the elimination of the SIP project. It could result in an arbitrator or someone along the way saying to the SIP team, "Go back to the drawing board and try to come up with a different approach to try to meet the objections of the teacher or teachers who filed the grievance." And it could also result in exempting the grievant from having to participate in the SIP project.

McPike: *Theoretically, one person could veto a project that 99 percent of the faculty at a particular school want to go ahead with.*

O'Rourke: Yes, that's possible but it's not likely, given the normal group dynamics of people working together and wanting to get along and the discussions that take place as part of SIP. And remember this only applies to those instances in which there are conflicts with our contract, which aren't many. But we may have gone overboard. We deliberately erred on the side of caution. Perhaps it should take a certain percentage of people to block a program, or there might be some way of maintaining existing conditions for the objecting party without stopping the entire program. I'm not sure.

McPike: *As I understand it, in a situation in which a SIP proposal conflicts with the contract, an individual can file a grievance, but the union as an institution can't. That's new, isn't it? Frequently, the union as the protector of the contract would itself file a grievance over a violation of contract language. I recall your telling me a story about how, some years back, as local union president responsible for enforcing the contract, you went into a school and stopped the faculty from implementing a program it had developed because some aspects of that program were in conflict with the master contract.*

O'Rourke: Yes, I still remember that vividly. The school was an elementary school and the teachers were interested in developing a remedial reading program. The socioeconomic level of the youngsters attending that school was poor, and the teachers were discovering that kids were coming to school unprepared.

The program the teachers developed violated a provision of the contract, and because we were worried about setting a bad precedent, the union filed a grievance, intervened, and brought the program to a screeching halt, even though many of the teachers in the building were looking forward to implementing it. I was very uncomfortable with the role I had to play. And I thought right then and there that there must be a way that we can negotiate a master contract that would allow teachers within a given building to deviate from that contract as long as there were certain mechanisms built in that would protect other teachers as well as themselves. I think we have now done that through SIP.

Solving problems, rather than assigning blame and responsibility to one side or the other, is becoming the operating principle. That is a fundamental shift in attitude.

McPike: *The degree of shared decision making between teachers and administrators that you've been describing is a radical departure from the authority relationships and the divisions of responsibility that are typical of almost every school district in this country. What changes in attitude, in mindset, do people have to make in order to be able to work together in this new configuration? Let's start with administrators. The literature discussing the managerial and organizational changes that are taking place in the private sector is full of stories describing the resistance of first-line supervisors, who often view any increase in worker involvement as an encroachment upon their authority, a threat to their power. What has been the reaction in Hammond from principals and assistant principals, and what changes in their attitudes are necessary to make this process work?*

O'Rourke: One of the concepts of SIP is a redefinition of power. The traditional definition revolves around an economic scarcity theory: that power is limited, so that if I have less, you have more, and vice versa. What we're talking about in Hammond is a redefinition, an enlargement of the concept of power. We're not talking about taking power away from one group and giving it to another. We see this new governance structure rather as broadening the base of decision making in a way that empowers everyone involved because it results in better, more informed, more accepted programs and policies, with everyone on board. Building administrators don't lose out if teachers are more enthusiastic and creative, if schools are better run, and if students learn more. They don't lose, they win. Everyone wins.

But, naturally, not everyone sees things this way, and yes, we have had building principals who are wedded to the past and to the old definition of power who have

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reluctantly accepted this new process only because it's been made clear to them that this is the way it's going to be. Others have embraced it totally and willingly and with enthusiasm. To a large degree, it depends on the personality and the history and the tradition of the particular building and person. We've also seen some administrators whose initial reaction was very negative but who have now done a complete turnaround. I can think of individuals whom I would call the worst, the most autocratic, who have gradually bought into this process over a period of two years or so and who are now very comfortable with it.

When people really believe that what they think, what they say, what they do will make a difference, they take hold, they make things happen.

What has been indispensable in all of this is that SIP has had the full commitment of the top administration of the school district. This is especially essential in the beginning when there are plenty of doubts floating around as to whether the administration is serious about sharing authority or whether this is some new gimmick. Dave Dickson, the superintendent here, brought with him to Hammond a very open style of management and a belief in the principle that those affected by a decision ought to have some input into making that decision. He is by personality and style a person who governs through consensus. In addition, we have a school board composed of five very secure individuals who are willing to listen to a superintendent who says to them that we can enhance education in Hammond, Indiana, by involving professionals in decision making. That is very important. If there is a lesson here for other school boards and other superintendents, it is that they have nothing to fear from sharing decision making. The school system is not going to fall apart; it's going to get better.

McPike: *What about teachers? What effect has SIP had on them and what kinds of changes have they had to make?*

O'Rourke: There has been a tremendous release of energy and creativity. It's true what they say about this sense of ownership, it's very powerful. When people really believe that what they think, what they say, what they do will make a difference, they take hold, they make things happen, they look for what needs changing and they change it, be it in the system or in themselves. The result here has been a very noticeable feeling of professional pride and investment in "this school as my school."

This doesn't happen automatically, though. There's a considerable amount of cynicism that has grown up over the years, which must be overcome first. There are a lot of teachers who have served on textbook adoption committees but not had the textbook they recommended selected; many who have put time and research into developing better curriculum only to be told in the end there had to be one uniform curriculum; many who were assured that their ideas were good ones or that their "input was valued," but when it came around to budget time, there always were "higher priorities" than the programs the teachers said were needed. These teachers' enthusiasm and their willingness to be involved has been drained over the years. It has to be restored, and that will take time.

Second is the fact that many teachers have accepted a limited definition of their role. This is a result of years of lack of empowerment. Teachers were never given the time or the authority to develop a master schedule; they were just told to show up for their classes at a certain hour. They were never asked to develop a discipline policy for their school; they were just told to keep order in their classroom.

One often hears about the "autonomy" teachers have in their classroom, but most teachers realize that it is a limited autonomy, that all the decisions and policies outside of their control eventually find their way into the classroom, impinge upon that autonomy, and profoundly limit or expand a teacher's ability to do a good job. The boundaries of professional authority have been drawn quite narrowly. As a result, in my opinion, not only have teachers been robbed of a full expression of their professional abilities, but the schools and our students have been denied the full benefits of their expertise. I really do believe that if education reform is going to mean anything at all in this country, and we're not just paying lip service to it, we must redefine what it means to be a classroom teacher. If we are really going to emerge as a profession, we need more control over all the conditions that affect teaching and learning. A lot of teachers are ready for that; they need no prompting, they just need to know that they're not wasting their time. Others need to really begin to see themselves in a new way. And this will happen, I'm convinced of that. As new models emerge, as people begin to see what is possible, as they build their confidence, as they restore their trust, as events prove to them that they will be taken seriously, things will change.

McPike: *As I heard you say once, in response to a question about how hard it would be to bring real change to a system that has stayed the same for so long: "Look, we're just one local union in Hammond, Indiana, we didn't know everything, we took some risks, and we are making it happen."*

O'Rourke: That's true, we are. And so can others. □

Initial and ongoing support — in the form of ideas, training, and funding — for the School Improvement Process has come from the Institute for the Development of Educational Activities (IDEA), an arm of the Charles Kettering Foundation, and from the Eli Lilly Endowment, with additional funding from the Indiana Criminal Justice Institute and the Indiana State Department of Education.

In Chicago, educators seek control

PROF-IS
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By Jean Latz Griffin
Education writer

Pilot programs that would enable teachers to have more say in how schools are run, what curriculum is used and how students are taught will become part of negotiations between the Chicago Board of Education and the Chicago Teachers Union, according to union president Jacqueline Vaughn.

Restructuring schools to allow teachers more control over their jobs is a recommendation expected to be adopted Sunday by the American Federation of Teachers, which has been meeting in Chicago this week.

Vaughn said she hopes the school board would be receptive to such a plan. But the approach would be unusual in Chicago schools, which until this year had followed the Chicago Mastery Learning Reading program, considered one of the most structured curriculums in American schools.

And though the program was disgarded, the school board still exerts stricter controls on its teachers than do many other systems, including a recent directive that tells teachers how many hours of homework they must assign each night at each grade level.

Such "oppressive supervision," in which teachers are told what and how to teach, is driving the most talented people away from the profession, said Albert Shanker, president of the teacher federation.

Vaughn said she believed the biggest non-monetary obstacle for the school board would be to having teachers take over responsibilities that now belong to principals.

Principals' organizations around the nation have objected to that recommendation, which was made in May by the Carnegie Forum on Education and the Economy and which is mirrored in the federation's proposal.

Vaughn said she is encouraged by progress made in a joint committee of union and board members that has been meeting amicably for the last year to work out how Illinois' comprehensive school reform plan will work in Chicago schools.

"At first, the board people were apprehensive," said Vaughn. "But as we came in with positive suggestions on how new ideas could work, they became more receptive. Their only question now seems to be, 'How much will it cost?' "

Vaughn said she sent a draft copy of the federation's proposal to members of the Chicago union and did "not get a groundswell of objections."

But she acknowledged that some of the ideas, like paying teachers more in areas where there is a shortage and having teachers evaluate their peers, would be controversial departures from union positions.

"The biggest stumbling block," Vaughn said, "will be for teachers who went to education schools to accept the alternative routes for college graduates."

Why Pick on New York's Regents?

Why is Governor Cuomo of New York assailing the State Board of Regents? He has called it an "elitist group" that exercises "irresponsible leadership" in education. Those are propositions that need more evidence and, if true, more specific remedies than the Governor has yet provided.

The Regents decree standards and broad policies for public and private education at all levels, and select the Commissioner of Education, now Gordon Ambach. The 16-member board also licenses and disciplines 31 professions, from physicians to masseurs, and oversees libraries and museums. Created in 1784, it is the oldest continuous education-policy body in the country.

On the theory that education requires special insulation from political passions, the state Constitution protects the board's independence; its members are appointed by the Legislature for seven years. That limits but does not eliminate political pressure. As opposition to mandated busing spread 20 years ago, for example, the Legislature deliberately looked for regents of like mind.

Mr. Cuomo asks for more direct authority in education, but for reasons and in ways that are not yet clear. He complains that generous increases in state aid to local school districts have not produced the results he wants. He thinks the Regents and Mr. Ambach's Education Department should be more "accountable" to the Governor's office, but what is it he wants done or undone that they refuse?

It's admirable that the state's top elected official wants to be more accountable for education progress. But it's also important that the Regents, with much broader responsibilities than, say, New York's Board of Education, keep a degree of independence. Mr. Cuomo offers no evidence that, with more direct control, he could better protect the Board from unwholesome pressures. Nor has he shown that sound educational priorities have been neglected by the Regents.

New York has indeed raised its annual contributions to local schools by $2 billion since 1982, to an annual level of $6.6 billion. But what results did the Governor expect by now? A Regents' "action plan" to stiffen requirements for high school graduation took effect less than a year ago.

He suggests that the Regents work full time. But that runs the risk of diverting them from broad policy debate to administration. To reorganize an institution that has generally served the state well for 200 years, Mr. Cuomo should offer more substantial evidence of failure and changes that address the problems he perceives.

N.Y. Times 7-5

PROF. ISSUES-17

The New York Times

Metropolitan News

NEW YORK, NEW JERSEY, CONNECTICUT/MONDAY, DECEMBER 1, 1986

City Begins Using Teachers to Teach Teachers

By ARI L. GOLDMAN

Seasoned New York City teachers will begin training their newest colleagues today in a pilot "master teacher" program being closely watched by education officials who are considering making it a permanent feature of the city's schools.

Robert F. Wagner Jr., the president of the Board of Education, said that if the program proved successful, he would be willing to pay the master teachers up to $60,000 a year, an increase of nearly 50 percent over current top salaries for teachers.

Under the pilot program, financed by a $4 million grant from the State Legislature, 45 mentors — those distinguished by experience and accomplishment — will oversee the work of 80 new teachers in 30 schools around the city.

The program is part of a national effort to improve education by drawing on the skills of seasoned teachers. Advocates say the arrangement helps keep good teachers in the schools, as well as provide the best training for newcomers.

There are similar master teacher programs in California and Florida, as well as in school systems around New York State. New York City got the lion's share — $1.6 million — of the $4 million state grant; the rest went to 20 other systems.

Motivated but Ineffective

Officials of the New York City Board of Education and the United Federation of Teachers, who jointly developed the pilot program, agreed that the training was badly needed.

"You go to the schools and see well-motivated teachers totally incapable of controlling a class," Mr. Wagner said.

"The board has been hiring a lot of people without any pedagogical training," said the president of the teachers union, Sandra Feldman.

Many of the 2,000 teachers hired this year, for example, do not have degrees in education, according to board officials. And because of an administrative error, two-thirds of the new teachers missed training sessions that were held before school opened in September.

Under the pilot program, each mentor is released from classroom duties 20 percent of the school day, while the new teachers are released 40 percent of the time.

The new teachers spend part of the day as observers in the mentors' classrooms. They also meet to discuss teaching techniques and to talk about problems the new teachers may be having. The mentors are paid extra only for the overtime they accrue.

Mr. Wagner said he would put the proposal to pay permanent master teachers $60,000 a year before the union in the contract talks that are scheduled for next spring. The contract expires in September 1987.

The current top teacher salary is $40,700. The beginning teacher salary is $20,000. Mr. Wagner said he envisioned 1,200 to 1,500 master teaching positions among the city's 65,000 school teachers.

The board president said the mentors would be selected by peer review — "similar to the way tenure decisions are made in a university" — with the principal of the school having the final say.

Ms. Feldman said she also favored making the master teacher program permanent, but had some reservations about the Wagner proposal.

Of the new salary, she said, "Obviously this has to be something that comes on top of a generous salary offer."

"This cannot be a substitute for a substantial raising of the salary schedule for all teachers," Ms. Feldman went on. "Our salaries are way behind those of teachers in the surrounding metropolitan area."

She also said she did not want the final decision on who was chosen a master teacher left to the principal. "We would want to negotiate a better selection system, where the teachers would have a greater say," she said.

Teachers Teaching Teachers

Continued From Page B1

'TEACHERS' SCHOOL PROPOSED BY UNION

New York City High School Is Seen as Drawing Minority Youths Into Teaching

By JANE PERLEZ

Instead of seeking minority and bilingual teachers in foreign countries, the New York City Board of Education should establish a high school to prepare students to become teachers, the president of the United Federation of Teachers, Sandra Feldman, said yesterday.

Such a school, she said, could serve a two-fold purpose: to train more minority students to be teachers and to help alleviate an impending shortage of teachers in the city.

According to the Board of Education, about 18 percent of the city's teachers are black, Hispanic or Asian. Almost 80 percent of the students are members of minority groups. In addition, about half the city's teaching force of 62,000 will be eligible to retire in the next 6 to 10 years, Ms. Feldman said.

Critical of Recruiting

Speaking at the spring conference of the teacher's union at the Sheraton Centre Hotel in Manhattan, Ms. Feldman said specialized high schools to train students in a variety of careers are proliferating in the city but none is devoted to teaching. "How ironic it is that the school system encourages its students to enter every profession but education," she said.

"I don't think forays into foreign countries are going to produce the kinds of teachers we need," Ms. Feldman said.

For the past two years, the Board of Education has hired teachers from Spain in an effort to increase the numbers of teachers capable of instructing bilingual classes.

The New York Times/Keith Meyers

Girl Scouts Celebrate Their Diamond Anniversary

Scouts waiting yesterday to march in a parade in lower Manhattan to mark the 75th birthday of the Girl Scouts of America. About 6,000 girls and their leaders participated along with eight marching bands and several floats. There are some 37,000 Girl Scouts in New York City.

For the coming school year, instead of hiring from Spain, the board has announced it will recruit more teachers from Puerto Rico. The board said it was also recruiting teachers from the Dominican Republic because of the increasing number of students from that country.

Wagner Seeks Cooperation

Ms. Feldman said she had informed the board of her proposal and hoped it might be adopted by converting one of the large, comprehensive high schools into a school for students interested in teaching, or such related areas as guidance counseling.

In remarks to the conference, the president of the Board of Education, Robert F. Wagner Jr., said he was eager to improve the standard of teaching in schools. But he said such an effort needed the cooperation and enthusiasm of teachers.

Mr. Wagner said he had been appalled by the "moral turpitude" and "terrible behavior" evident in disciplinary cases of teachers that had come before the board.

Ms. Feldman said she was also concerned. "I understand they have a few horrendous cases," she said. "No one from the United Federation of Teachers is interested in having child molesters in the classroom."

She said the union, as part of its current collective bargaining proposal included two suggestions for dealing with poor teachers.

The first, Ms. Feldman said, was to streamline the process of hearings that can drag on for 18 months when a school administrator attempts to dismiss a teacher.

To correct professional problems, Ms. Feldman said, the union was eager to try "peer intervention," in which a highly regarded, experienced teacher would be assigned to a teacher with a poor performance record. The experienced teacher would try to counsel the other teacher in improving skills, she said. Such a program is working smoothly in Toledo, Ohio, and Rochester.

Prof. Issues-18

Professional Issues: Setting an Agenda for 1987-1990

III. Teacher Shortage--Labor Market Trends

1 - "State will need 10,000-20,000 teachers, education chief says", Boston Globe, 12/18/86
2 - "Study predicts teachers shortages by 1991", MTA TODAY, 6/19/87
3 - "Boston Market is tight for teachers", Boston Globe, 6/30/86
4 - "Is There a Teacher Shortage? It's Anyones's Guess", Ed Week, 6/24/87

METRO/REGION

State will need 10,000-20,000 teachers, education chief says

By Muriel Cohen
Globe Staff

Massachusetts will need between 10,000 and 20,000 classroom teachers within the next few years to replace those who will be retiring, state Education Commissioner Harold Raynolds Jr. predicted yesterday.

The projected loss from among the state's 60,000 teachers comes at a time when the state's teacher certification process is being sharply criticized for its lack of timeliness, excessive regulation and inability to respond, Raynolds said.

"We have constructed a very ornate edifice for teacher certification. If it is discouraging the best and brightest, we have to take off some of the baroque and rococo," he said.

With the average teacher in Massachusetts nearing 50, Raynolds said he will make two major recommendations to the state Board of Education today that will make certification more flexible and encourage bright college graduates to enter the profession.

Raynolds' proposals are among several moves under way by the Board of Regents of Higher Education and legislative leaders aimed at strengthening the state's schools.

In January, the regents will issue their study of the supply and demand for teachers and an analysis of the number and quality of teacher education programs in Massachusetts public and private colleges and universities.

> 'For the bright, capable person to enter the profession, administrative red tape and unnecessary requirements should be eliminated.'
>
> – Edward Doherty, president of the Boston Teachers Union

The Massachusetts survey follows a national report that called the warnings of a forthcoming teacher shortage "a myth." Author Emily Feistritzer, director of the National Center for Education Information, says a state-by-state analysis contradicts earlier warnings of a pending shortage of teachers.

However, Raynolds argues that Massachusetts must face up to the need to bring more teachers into the profession. "There is no way we could train enough to fill 20,000 jobs," Raynolds said.

Raynolds is calling for a new category, apprentice teacher, for liberal arts and sciences graduates who are interested in teaching. He said he would recommend that such candidates be allowed to teach for two years while working toward full certification, with the details to be left to the local school department.

"That, in effect, would be a master in arts in teaching," said Raynolds.

TEACHERS, Page 44

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State will need 10,000-20,000 teachers, education chief says

■ TEACHERS
Continued from Page 37

The second recommendation would establish a certification review panel of eight to 14 members, knowledgeable about teacher skills, who could certify candidates with college degrees on the basis of life experience.

"There are older people who may want to change their fields or enter teaching after working in business or other areas," said Raynolds.

If the panel approves, the certification is granted; if not, the applicant must go the usual route to certification."

Raynolds said he will also recommend that state funds be allotted for a 22 percent pay increase for teachers volunteering to work 40 more days a year on planning and related professional tasks.

One of the complaints about the current certification process comes from Edward Doherty, president of the Boston Teachers Union, the largest in the state.

"One of the problems is the requirement for practice teaching. Entry into teaching is made difficult for liberal arts college graduates who have to delay their employment, to take a semester off to do their practice teaching," said Doherty.

"There are now artificial and unnecessary barriers to certification. For the bright, capable person to enter the profession, administrative red tape and unnecessary requirements should be eliminated.

"Looking at what may be a significant teacher shortage in the next five or 10 years, the state ought to make it easier for teachers to get certification. The rules should be easier and more flexible, but the standards should be made higher," Doherty added.

Next Monday, a legislative Commission on the Conditions of Teaching will meet to explore strategies for making teaching more attractive to capable college graduates, according to Rep. Nicholas Paleologos (D-Woburn), House chairman of the education committee.

"We have asked the regents and the education commissioner for recommendations on what the Legislature can do," said Paleologos yesterday.

Paleologos, one of the architects of the 1985 School Improvement Act, said the focus on teachers is the second wave of the school reform movement in Massachusetts.

"Nobody adheres to the present certification process. There are problems with the statute and the way it is administered. The education department's certification process is totally inflexible, and their inability to deal with changing circumstances in the teaching profession is because of lockstep adherence to regulations that are more appropriate to 1968 than to 1986," said Paleologos.

"It would be nice to get teachers who majored in something other than education. It is not surprising that surveys show that one out of every five elementary teachers never took a science course," Paleologos added.

He and Raynolds are strong supporters of the six-months-old Carnegie Commission report on teaching, which calls for the elimination of the undergraduate degree in education.

Coalition recommends reorganization of the school budget process

The Citywide Educational Coalition this week issued an analysis of the Boston School Department budget, saying it failed to reflect "an organized and planned response to the near-crises educational needs of Boston students."

The coalition, an advocacy group for the public schools, noted that the school budget of $335.1 million is the largest in memory. Of the total, $295 million was allocated by City Hall and $39.8 million comes from state and federal grants.

In an analysis released Tuesday, the group recommended the department reorganize its budget process, particularly by concentrating its resources on programs that will resolve the system's academic problems of low test scores and a high dropout rate.

Based on the costs for education, transportation and other administrative and maintenance expenditures, the coalition estimates the School Department spends $4,916 for each of the 39,432 regular education students; $5,228 for each of the 8,529 bilingual education students; $5,910 for each of the 6,526 special education students who are taught in both regular classrooms and in resource rooms; $9,717 for each of the 4,132 special education students who are taught in classrooms separate from the main student body; and $20,683 for each of the 872 special education students who are educated outside of Boston public school buildings.

The group commended Superintendent Laval S. Wilson for "trying to reorganize the budget process," but it recommended that the School Department:

- Begin planning its 1988 budget as soon as possible.
- Move toward a program-based budget – making budget decisions based on program results.
- Decentralize decision-making for state improvement grants by allowing schools to develop their own problem-solving proposals rather than follow guidelines issued by the superintendent's office.
- Broaden remediation efforts through systematic change, not "piecemeal."

– PEGGY HERNANDEZ

SHASTA 645-1

SHORTAGE-2

Study predicts teachers shortages by 1991

Enrollments expected to drop

A new study predicts a teacher shortage in Massachusetts by 1991 and gives local school systems explicit advice: hang on to the teachers you have.

The "Report on the Status of Teacher Supply and Demand in Massachusetts" was prepared by the Massachusetts Institute for Social and Economic Research at UMass/Amherst. It was released June 1 by the state Board of Regents of Higher Education and the state Department of Education.

The report predicts a turnaround in enrollment declines by the end of this decade, creating a situation "in which too few teachers will be produced by colleges to match already swelling primary and secondary enrollments."

Specifically, the report sees coming teacher shortages in bilingual education, English, genera sciences, mathematics, biology, chemistry, social studies and vocational studies.

Areas which the report says are "unlikely to experience either shortages or surpluses of any great magnitude" include early childhood, elementary and middle school education.

Areas "likely to have no future shortages but which have some near term, modest surpluses" include French, Spanish and other languages.

'Paradoxical'

Of this last finding, the report notes, "This is paradoxical given the bilingual education dilemma." But the "paradox" only underscores the report's admitted limitations due to the exclusion of certain geographic and other factors. Thus, the report predicts, "Shortages are likely to occur in some places at times when others have sufficient supply."

The report a so acknowledges that an analysis of geographic factors "focusing on wages from neighboring states would show difficulties caused by competition with bordering states."

The report advises the state and its school districts to "maintain teachers through periods with potential surpluses to help defray anticipated, later shortages."

Some of the report's major findings:

ENROLLMENTS:

- Total enrollments in the state reached their peak in 1974 at 1,183,028 students and are expected to decline by 31.6 percent through 1990 to 809,402. "Beyond this point, enrollments will rise," the report says.
- K-6 enrollments reached their minimum at 414,281 in 1985 from their peak of 629,147 in 1974.
- Grade 7-12 enrollments will drop to 350,451 by 1991 from their peak of 560,454 in 1976.

TEACHING WORKFORCE:

- The teaching workforce has fallen from a peak of 73,559 in 1977 to 62,225 in 1986. It may fall further.
- The average age of the workforce increased from 36 in 1973 to 42 in 1985. This aging is expected to continue.
- The aging of the workforce, coupled with Proposition 2½, has greatly diminished the participation of the young in teaching. There has been a 91.5 percent decline in the youngest cohort, aged 20-24, and an 83.7 percent decline in the number aged 25-29 between 1973 and 1985.
- There has been increased attrition for all age groups from 1973 to 1985. These rates increased dramatically in the year of Proposition 2½, the highest rates being for teachers of ages 20-29.
- Recent attrition rates seem highest for art studies, special education, bilingual and foreign language teachers. It has been lower for the sciences, chemistry and biology (although physics is relatively high) and the early childhood, elementary and middle school teachers. (The report contends, "These data do not support the popular concept that science teachers are drained away in large quantities by non-teaching job offers.")

Commissioner of Education Harold Raynolds Jr., left, listens as Chancellor of Higher Education Franklyn G. Jenifer discusses the MISER report on teacher supply and demand.

CERTIFICATION PROGRAMS:

- Only 15.7 percent of the graduates of the programs surveyed were hired in Massachusetts.
- Only 425 of the 2,154 persons newly hired in the state in 1985 were 1982-85 graduates of Massachusetts programs.

MINORITY BALANCE:

- While enrollments of white public school students in the state fell by 23.7 percent from 1979 to 1985, enrollments of minorities rose by 7.4 percent. Asian students doubled and hispanic students increased nearly 45 percent. The percentage of minority students enrolled in the state has increased from less than 12 percent in 1979 to almost 16 percent in 1985.
- Only 19 of the Massachusetts programs leading to certification reported on the minority status of their graduates. Of those that did, the percentage of minority graduates declined from 13 percent to about 6 percent between 1982 and 1986. The percentages of minorities hired from these programs were less than the percentages of the minority graduates. According to the report, "This implies either a bias in the teaching system against hiring minority teachers or greater job opportunities for minority college graduates who consequently choose not to enter teaching."

MILTON

Contract provides 19% pay hikes

The Milton Educators Association has ratified a three-year agreement which provides for a 19 percent increase during the life of the contract.

The teachers will get a 5 percent hike the first year, and 6½ percent increases in each of the second and third years.

In addition, teachers holding a master's degree will receive a $500 increment in the third year of the contract. The MEA was successful in maintaining the current work day schedule despite a school committee move to alter the schedule. The association also staved off the school committee's efforts to reduce the contract's job security language.

School nurses will receive the same percentage increases and two additional steps will be added to their salary retirement provisions as teachers. The increments will yield an additional $500 a year in the first and second years of the contract for nurses at the maximum level.

The contract settlement followed active association involvement in the bargaining. The MEA told the school committee that the town was obligated to make a commitment to retain quality teachers with adequate compensation in the next three years.

The members of the MEA bargaining team were: MEA President Lorraine Greenfield, Mary Cobb, chair of the negotiations team, MEA Vice President Liz Mercer, Nancy Peterson, Margaret Gibbons, Carol McDonald, Jim Donahue, Leslie Haines, Linda Griffin, Anne Marie Stanton, Jean Krim, John Riordon, Jim Baldwin, Thea

Elin Schultz, a first-grade teacher at Fiske Elementary School in Lexington, protests the proposed implementation of an extended morning kindergarten program in September. Lexington teachers demonstrated in front of Clarke Junior High School May 19 because they say that the program, at a cost of $182,718, will unduly impact a school budget that has been reduced by $150,000

METRO/REGION

Boston market is tight for teachers

But jobs are plentiful elsewhere in US

By Muriel Cohen
Globe Staff

Francesca Beninati, just graduated from college, is now competing with hundreds of other candidates for the few available teaching jobs in Greater Boston, while the rest of the country, including New York City and Los Angeles, is clamoring for teachers.

"I live in Somerville and I don't want to relocate," said Beninati, 23, who transferred to Northeastern University after majoring for two years in math and business at Boston College. On June 22, she graduated with a degree in elementary education.

For Beninati and others in the class of '86, getting a teaching appointment in Massachusetts will be difficult, personnel specialists agree. In addition to the immediate tightness of the job market, the teaching profession faces long-range questions about how teachers should be trained.

A teacher shortage in Massachusetts comparable to that in the rest of the country will not develop for a few more years, according to Stephen Coelen, a University of Massachusetts-Amherst researcher who is conducting a study for the state Board of Regents of Higher Education.

While his study will not be completed for two or three more months, Coelen said last week that "the numbers of high school seniors in Massachusetts will continue to decline until 1995. That means fewer students who will be entering teacher-training programs.

"The number [of graduates] selecting teaching has been declining since the early '70s, until three years ago when there was a slight rebound. The percentage going into teaching ran from 9 percent in 1973 to about 2.5 percent in 1980 and is now running about 3 to 4 percent," Coelen said in a telephone interview.

Coelen also said that enrollment data show a slight rise in the first three grades across the state, giving some hope to Beninati and her classmates as they look for places in elementary classrooms.

The Boston area, with its concentration of colleges, is regarded as a prime target for recruiters of teachers. In April, teams from communities across the country sought candidates here. The most aggressive was Prince Georges County, Md., which offered discounts on rents and cars, restaurant meals and other benefits to attract new graduates. Prince Georges officials said last week they were not yet sure how many students would accept their job offers.

Meanwhile, teacher-training curricula and certification standards may be changed in the wake of recent recommendations by two prestigious study groups, the deans of colleges of education and a Carnegie Commission panel, which urged prospective teachers to major in liberal arts as undergraduates and pursue pedagogic training in graduate school.

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EDUCATION WEEK

American Education's Newspaper of Record / $2.00 Volume VI, Number 39 · June 24, 1987

(1) Teacher Shortage pg 1

(2) High School of Tomorrow D 16

(3) Choice Report

(4) Holmes Convers Back 1987

Is There a Teacher Shortage? It's Anyone's Guess

Absence of Reliable Data Casts Doubt on Studies

By Lynn Olson and Blake Rodman

The debate rages.

Last winter, the National Education Association announced that "public schools in the United States are facing a severe teacher shortage."

But the U.S. Bureau of Labor Statistics weighed in with a decidedly different view.

"Indications . . . are that no shortage of teachers will develop," a bureau analyst wrote, shortly after the N.E.A. released its report.

The American Federation of Teachers, the RAND Corporation, the National Center for Education Information, and numerous other players on the education stage have also weighed in on one side or the other.

The problem, according to many experts, is that there is not enough information to know which view is correct.

Despite the rush of media attention given to the teacher shortage in the past few years, data on the subject are so inadequate that a recent report by the National Academy of Sciences calls it the "statistical dark."

Asked to describe the data on which people are basing their projections, Leo Eiden, a senior program analyst with the federal Center for Education Statistics, said, "There are holes big enough to drive Mack trucks through."

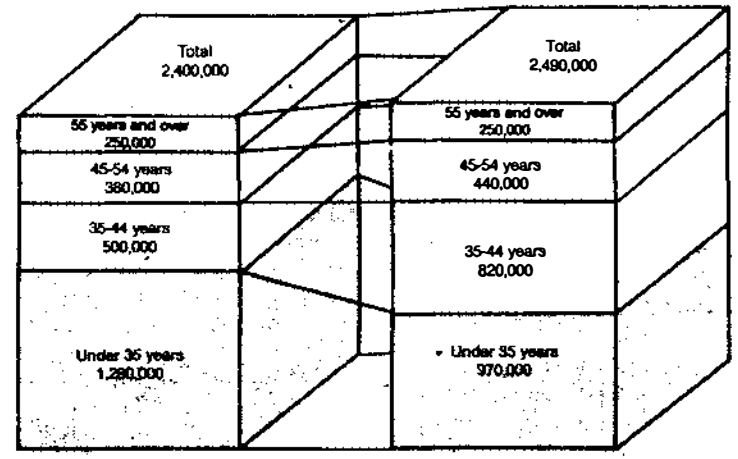
More than half of the states collect some kind of data on teacher supply and demand, experts estimate. But fewer than a dozen conduct any sophisticated analyses.

Both state and federal data bases—and the interpretations based on them—have been trounced by critics as being grossly inadequate.

The federal government and many

Continued on Page 14

Teachers' Age Distribution, 1974 and 1984



Source: U.S. Department of Education

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U.S. Supreme Court ruled last week.

In a 7-to-2 decision, the Court held that the state legislature's primary intent in enacting the law in 1981 "was clearly to advance the religious viewpoint that a supernatural being created humankind," and not to advance the cause of academic freedom, as the state maintained.

"The legislative history documents that the act's primary purpose was to change the science curriculum of public schools in order to provide an advantage to a particular religious doctrine that rejects the factual basis of evolution in its entirety," Associate Justice William J. Brennan wrote for the majority in *Edwards* v. *Aguilard* (Case No. 85-1513).

Continued on Page 6

SHORTAGE-4

Lack of Data Stymies Efforts To Predict Teacher Supply and Demand

Continued from Page 1

state governments do not report data on teacher supply and demand by geographic regions or subject areas. Neither do they know precisely how many certified or uncertified people are teaching particular classes from year to year, or how many teachers are misassigned at any point in time. And they do not keep detailed information on where the new teachers hired come from.

In addition, experts say, many state data bases are not automated or centralized to provide easy access to information. Most districts do not keep track of how their hiring plans change during the year, based on supply and demand. And no one knows the effects of teacher migration on estimates of supply.

Moreover, the very source of the information, school administrators and teachers, may not be providing accurate, consistent data. Responses may vary based on how and when the questions are asked. *(See story, page 15.)*

In the absence of complete and reliable data, conclusions are being drawn on what experts describe as disparate "bits and pieces" of information, anecdotes, and "personal beliefs."

"We are very much concerned about the erroneous conclusions that are going to be made," said Mr. Eiden.

The Academy's 1987 interim report on teacher supply and demand, commissioned by the National Science Foundation and the U.S. Education Department, cautioned that "fuzzy concepts and an absence of agreed-upon terminology" are fueling the controversy.

At the heart of the debate lie seemingly irreconcilable opinions about "quality" and human behavior. Who is qualified to teach? And what, if anything, will attract different groups of people to the profession?

16,000 Anecdotes

Based on estimates from the Center for Education Statistics, most agree that at minimum the nation will need to hire some 200,000 teachers a year for the next five years.

The debate really centers around beliefs about whether that need can be met.

> ***"You want to make sure that we don't tell millions of kids that there are going to be jobs out there, and then . . . not be able to use them."***
>
> *— Peter M. Prowda, Connecticut Education Department*

In addition, everyone agrees that there are current spot shortages in certain geographic areas and in certain subjects, and that this situation is likely to continue. But they disagree about how severe these shortages are.

The fact that teacher supply and demand appears to vary so widely from state to state and from district to district adds to the confusion.

Contradictory reports of a severe shortage in one location and a surplus in another could both be correct—and neither could provide a complete picture of the national scene.

"There are 16,000 different situations, and it's fair to say that no two are alike," said Dorothy M. Gilford, study director for the Academy's committee on national statistics. "This is why you get such different perceptions."

Said Mr. Eiden: "The anecdotal information you've been acquiring, is it true? Could be. But trying to jump from that to a number—it can't be documented."

"Taking local situations and trying to generalize will create problems, and it can't be done."

Politics and Money

In the absence of figures that everyone can agree on, politics and money are playing a large part in shaping projections of supply and demand.

Thus far, both national teachers' unions are predicting serious teacher shortages in the future, as is the RAND Corporation's center for the study of the teaching profession. In contrast, the Labor Department and C. Emily Feistritzer, a private education analyst, have insisted that no national shortage exists or is pending. That view has been endorsed by Secretary of Education William J. Bennett.

According to Arthur E. Wise, director of the RAND center, "To say that we have a crisis coming means that we must do something serious. So depending upon whether your main mission in life is the preservation of the status quo or your main mission is to try to bring about major change colors how you look at the facts."

"Those people who want to bring about change may have some reason to pay attention to data that indicate a problem," he said. "People who are more conservative, who want to believe that we can maintain the system as it currently is without infusing more money, have an incentive to see that there's no problem."

Constance F. Citro, study director for the Academy's committee on national statistics, agreed: "What it comes down to here is money. Do we want to spend money, or do we want not to spend money? Bringing out numbers can help make a case for or against that."

Said Debra Gerald, a mathematical statistician with the Center for Education Statistics: "Unfortunately, to try and explain teacher supply and demand, the public has tried to simplify very, very complex situations. We often get into trouble.

"Supply and demand is not a simple topic; it is a complex topic. You've got to be willing to discuss all the pieces."

'Counterproductive'

Developing better projections of teacher supply and demand is important for a number of reasons, experts say.

If people knew that there was a national shortage of teachers, for instance, it might sway them to enter the field. Similarly, if the shortage were severe enough, it might result in federal action—such as grants and other incentives to entice science majors to enter teaching.

National figures also help states know whether their problems are unique or part of a larger trend. This can, in turn, influence their policy decisions.

State-based information is even more important, according to analysts. States are the primary gatekeepers for teacher supply and demand. They determine teaching standards and provide incentives. And they are paying an increasingly large share of education costs.

In addition, most observers agree, the teacher labor market is largely state, regional, and local—not national—because teaching is not a particularly mobile profession.

Right now, no one knows what effects recent education-reform policies will have on the labor market. Accurate, reliable information to help policymakers shape their decisions is just not there.

But policies based on inadequate data, the Academy warns, "will be irrelevant at best and counterproductive at worst."

Inflated predictions of future shortages, others say, could cause too many people to prepare to teach.

"You want to make sure that we don't tell millions of kids that there are going to be jobs out there, and then have them trained to be teachers and not be able to use them," said Peter M. Prowda, coordinator of research services for the Connecticut Department of Education.

'Not Too Tricky'

Projections of a shortage are based on two components: the anticipated demand for teachers, and the expected supply of teachers available to fill that demand.

Estimates of demand at both the national and state levels are based primarily on projected student enrollment and on teacher-student ratios.

"That's not too hard to do, because basically you figure out how many kids are going to be in school," said Richard J. Murnane, professor of education at Harvard University. "It's a little tricky to make predictions about class size, but once you've done that, it's multiplication."

Almost everyone making national predictions relies on the estimate by the Center for Education Statistics that student enrollment will climb by approximately 2.5 percent each year from now until 1997.

Far trickier, everyone agrees, is estimating teacher supply.

According to the Academy, current estimates of teacher supply are "totally inadequate" and "so inaccurate" that they are "useless even in the short run."

Teachers now in the classroom represent the bulk of teacher supply. The first part of the picture, therefore, is trying to project how many people will continue to teach from one year to the next and into the future.

To determine that figure, statisticians estimate the "attrition" or "separation" rate—the number of people who will leave teaching either for retirement or other reasons.

Until recently, the Center for Education Statistics has based its national projections on a 6 percent attrition rate, computed in 1969—a rate that some say is so old it could not possibly be correct.

In contrast, for 1983-84, the Bureau of Labor Statistics calculated an attrition rate for elementary and secondary teachers of roughly 9 percent.

According to Linda Darling-Hammond, director of RAND's education and human-resources program, the difference amounts to 500,000 teachers between now and 1992-93.

The federal center's projection that 1 million teachers will need to be hired between now and then—or 200,000 a year—rests on the 6 percent attrition rate. Ms. Darling-Hammond believes the correct number is closer to 1.5 million.

Although RAND favors the 9 percent figure—based on data it has gathered from a number of states—the Center for Education Statistics argues that it is too high.

According to center officials, the Labor Department included in its calculation all those who described themselves as teachers—including part-time personnel and private-school teachers—and this artificially inflated the results.

For these reasons, the Labor Department chose to use the 6 percent figure when it predicted that there would be no teacher shortage.

Estimates also differ on the question of whether the attrition rate will remain relatively stable or surge in the coming decade.

According to RAND officials, an aging teacher force—whose average age is now 41—means that the number of retirements will climb in the future. That fact, combined with an influx of new teachers, who have a traditionally higher turnover rate, could result in an increase in attrition within the next 10 years, they say.

But Daniel Hecker, a labor economist with the Bureau of Labor Statistics, disagrees.

"The present pool of teachers aged 45 and older is only slightly larger than it was in 1974," he wrote. "Therefore, the number of retirements in the next decade should be about the same as it was in the last one; no surge is likely."

"So the average age has gone up," he said. "It is the number who are within 10 years of retirement that really counts."

Although Mr. Hecker conceded that the retirement rate may increase after 1995, he noted that making projections more than 10 years into the future is risky.

Estimates of attrition at the state level vary from 4 percent to 12 percent, according to Ms. Gerald of the Center for Education Statistics. She also noted that each state's definition of attrition varies, as does the way it computes the figure. Many states do not publish attrition rates at all.

Recent studies also indicate that attrition rates vary by age, experience, and subject taught. Thus, using one rate to predict shortages across states, fields, or grade levels may not be accurate.

New Supply

After determining how many of today's teachers will leave the profession, the remainder of the supply estimate is based on the "new supply." This involves determining the willingness to teach of people not now doing so—a nearly impossible task at present.

Included in this pool are new graduates of teacher-education programs. It also theoretically includes: other newly certified graduates with non-education majors; those certified through emergency and alternative routes; people in other professions who may decide to become teachers; and certified teachers who left teaching for one reason or another or who never entered the profession.

"Each of these groups," notes the National Academy of Sciences report, "has a very different probability of being attracted to teaching under current conditions and of responding to particular policy initiatives aimed at attracting teachers. Yet virtually nothing is known about these differences."

"Virtually none" of the national or state models of teacher supply and demand provides a "serious analysis of these various types of potential teacher supply," it argues.

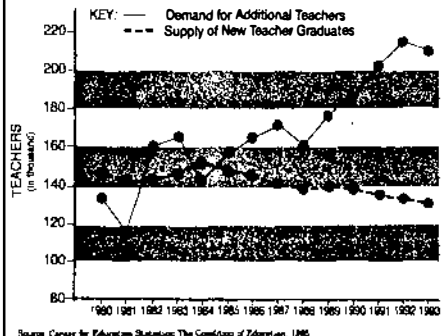
Fears of a teacher shortage have been fueled in recent years by projections from the Center for Education Statistics that the proportion of college graduates with a major in education has declined precipitously since the early 1970's.

Based on the center's figures, for example, the N.E.A. has concluded that "by 1993 the need for new teachers will exceed the number of new teacher graduates by 37 percent."

But that figure may be misleading

Continued on Following Page

Demand for Additional Teachers Supply of New Teacher Graduates 1980-1983



Source: Center for Education Statistics, The Condition of Education, 1986

Graphs such as this, which portray a widening gap between the demand for teachers and the supply of new teacher graduates are misleading, experts say. Recent teacher-education graduates make up only one slice of the potential teacher-supply pool.

Professional Issues: Setting an Agenda for 1987-1990

IV. Teacher Recruitment--Issues and Programs

1 - AFT Issue Paper on Teacher Recruitment and Early Career Incentives
2 - "Talent Scouts: Pittsburgh's Finest Recruited for Teaching", American Teacher, February, 1987
3 - "'Teachers' School Proposed by Union", NY Times, 5/10/87
4 - "Public-Service Ad Campaign to Combat Nation's Teacher Shortage", Ed Week, 10/6/86
5 - "A 'Teaching Hospital' Model: New training Sites for Teachers in Louisville", Ed Week, 11/19/86

TEACHER RECRUITMENT-1

AFT Issue Paper on Teacher Recruitment and Early Career Incentives

The Issue

The recruitment and retention of a high quality teaching force should have the highest priority for anyone who values excellence in education. Teachers are central to the learning process and successful education reform cannot take place without the proper attention being paid to questions of how we can recruit and retain high quality individuals in teaching. This involves issues of teacher compensation, restructuring the teaching profession, and revitalization of education to make teachers more likely to make long term career commitments.

There are many aspects of the issue of teacher recruitment and retention which merit attention. Some basic facts are important:

- By the mid 1980s the teachers trained during the 1950s will begin to retire, creating large numbers of vacancies. More than 20 percent of teachers active in 1971 were 50 years of age or older.
- The recent rise in the number of births will increase the enrollment in elementary schools, and, as this trend continues over the next ten to fifteen years, this will greatly increase the demand for elementary teachers.
- Fewer college bound students are selecting education as their major field of study. In 1983, only 4.5 percent of college bound high school seniors selected education as their field of study. This is down from twenty two percent in 1962.
- The students entering education recently have not been those with the highest measured academic performances. In 1982, those entering education averaged 80 points below the national average in math and verbal skills, and ranked 26th in 29 academic fields surveyed. In the National Longitudinal Study sample for the class of 1976, education majors ranked fourteenth out of sixteen fields on SAT verbal scores, and twelfth of sixteen in college grade point average.
- As many as 50 percent of teachers who do enter the profession leave teaching by the seventh year, and those who remain are the least academically able. Two-thirds to three-fourths leave after only four years.
- Of factors that are cited by students for failure to pursue a career in education, the most common are low salary, lack of opportunity to earn sizable salary increases, generally poor working conditions, and the lack of opportunity for professional growth and advancement.

Main Points of Controversy

Any number of suggestions have been made about how to solve some of these problems. This section will briefly describe some of those ideas.

RECRUIT-1

Teacher Salary Levels. To make teaching attractive to high quality individuals, the financial incentives of the profession will need to be radically altered, both in terms of entry level salaries and career earnings. In High School, Ernest Boyer recommended that "salary averages for teachers be increased by at least 25 percent beyond the rate of inflation over the next three years, with immediate entry-level increases" (Boyer, 1983:168). This, of course, will be very costly and require an additional investment in education.

Financial Incentives for College Students. There is a need for financial incentives to attract top college students into teaching. Proposals include special scholarships for qualifying students, as well as loan forgiveness programs for those top students who will agree to teach for a specified period of time. The hope is that these will attract bright and able college students to teaching.

Shortage Area Salary Differentials. Some people have proposed salary differentials for teachers in shortage areas, such as science and mathematics. Others questions whether the modest differentials will make any impact at all on the supply of qualified teachers in those areas. The shortage of highly qualified new entrants in teaching goes well beyond a few critical areas and the issue needs to be considered in its broader context.

Salary Schedule Reforms. In addition to raising general salary levels for teachers, other suggestions have been made to shorten traditional teacher salary schedules to 3 to 5 steps so that a beginning teacher could look forward to significant salary improvements early in the teaching career and veteran teachers could reach career salary levels earlier. Such proposals could significantly increase career earnings for teachers and make the profession far more attractive to well qualified candidates.

School Organization and Management. In order to attract and retain high quality teachers, some observers have noted that fundamental changes must take place in school organization and management in order to expand the professional role of the teacher and make teaching more satisfying. This would allow teachers greater opportunities for career development and advancement.

Teacher Preparation and Licensing. Other suggestions have been made for attracting high quality individuals into teaching which relate to issues in teacher preparation and licensing. These are discussed in another paper in this series.

AFT Policy

In the comprehensive policy statement on education reform adopted by the 1983 AFT Convention, the issue of finding ways to recruit and keep a quality teaching force was made one of the major items on the AFT agenda. We do not have any final answers in this area, but there are some concerns and views which must be taken into account:

RECRUIT-1

- The AFT believes that incentive pay or discretionary merit pay is not the best solution to the problem and that these proposals divert attention away from the real issues.

- The AFT believes that a radical restructuring of teacher compensation systems is necessary. Beginning teacher salary levels must be increased radically to make them competitive with entry salaries in other professional fields. Salary schedules must encourage good teachers to stay in the profession by allowing teachers to reach career salary levels earlier and by increasing total lifetime earnings.

- The AFT believes that schools and teaching need to be restructured to make teaching more intellectually stimulating and professionally satisfying. This involves providing opportunities for professional development and enrichment as well as improving school climate and discipline. Also needed are changes to allow teachers more control over instruction and a separation of the functions of administration and educational leadership in schools.

An Annotated Bibliography

Adler, Mortimer J. 1982. The Paideia Proposal: An Educational Manifesto. New York: Macmillan Publishing Co.

Chapters 7 & 8 support the idea that the quality of the teaching force affects the quality of the learning that occurs. Adler describes the requirements that are felt to be essential for quality teaching.

Boyer, Ernest L. 1983. High School: A Report on Secondary Education in America. New York: Harper and Row, Publishers.

Chapter 10 on "Teachers: Renewing the Profession" discusses the general problem of teacher recruitment and retention and offers a number of possible solutions.

Jones, Landon Y. 1980. Great Expectations, America and the Baby Boom Generation. New York: Coward, McCann & Geoghegan.

Chapter 24 on "The Education Bust" discusses the Baby Boom Generation's important impact on the demographic trends that shape our national responses in education, politics, and economics.

Ravitch, Diane. 1983. The Troubled Crusade: American Education, 1945-1980. New York: Basic Books, Inc.

This well-written history of American education in the post-World War II period. Ravitch provides some useful background information on the evolution of the teaching profession over the period of her work.

RECRUIT-1

Schlechty, Philip C., and Victor S. Vance. 1983a. "Recruitment, Selection and Retention: The Shape of the Teaching Force." Elementary School Journal (March).

This important article brings together the salient research on the topic of teacher recruitment and retention. It provides a great deal of information on the character and composition of the group now entering the teaching field.

Schlechty, Philip C., and Victor S. Vance. 1983b. "The Promotion of Quality in Teaching." In School Finance and School Improvement: Linkages for the 1980s, ed. by Allan Odden and L. Dean Webb. Cambridge, Mass.: Ballinger Publishing Co.

This chapter provides a discussion on the quality of teaching as an occupation rather than on the quality of teachers as individuals. It looks at the environment of teaching as a context for promoting more quality in teaching.

Ward, James Gordon. 1983. "On Teacher Quality." In School Finance and School Improvement: Linkages for the 1980s. ed. by Allan Odden and L. Dean Webb. Cambridge, Mass.: Ballinger Publishing Co.

This chapter broadly outlines the AFT view of the nature of the problem of teacher quality and offers some possible solutions. It calls for increasing teacher salaries, revitalizing public education, and restructuring public schools.

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AMERICAN TEACHER

RECRUIT-2

TALENT SCOUTS

The AFT in Pittsburgh is recruiting the best and brightest students there future teachers for city schools

— see page 10

AFT member Steve Spagnola serves as a "support" teacher to encourage student interest in a teaching career.

GREG BLACKMAN

TAX RETURNS, THE OLD-FASHIONED WAY

This is the last year of doing tax returns the 'old' way before the big changes go into effect. See our full page of helpful tips.

PSRPS: THEIR ROLE IN REFORM

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PITTSBURGH'S FINEST RECRUITED FOR TEACHING

Honors student Neil Dixon, a junior at Langley High School in Pittsburgh, has been thinking seriously about going into teaching since last year. "I want to reach the future," he says. "I want to teach it."

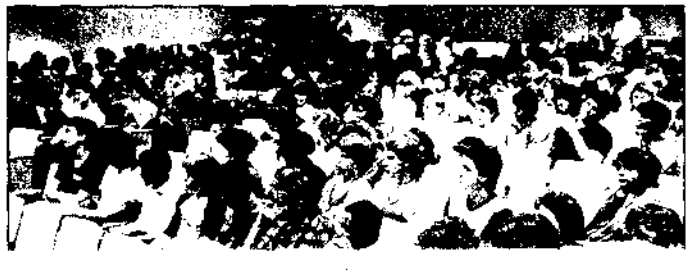
Students like Dixon—the "cream of the crop" of their classes in Pittsburgh high schools—may never have even given a teaching career a second thought had it not been for one simple fact: Somebody asked them to be a teacher, and, in essence, guaranteed them a job.

While two recent national reports deny that a teacher shortage is imminent, Pittsburgh educators know otherwise. Within the next 10 years, approximately 700 of Pittsburgh's public school teachers—nearly one fourth of those now teaching—will retire and need to be replaced. These same statistics are mirrored all over the country. Where will the teachers come from to take their place, and will they be talented and well-qualified?

The Pittsburgh Federation of Teachers has found the answer in its own backyard—its schools. To help head off a teacher shortage, the PFT, in a joint effort with the Board of Education, is recruiting future teachers from the ranks of the district's most promising high school students. Launched last year, the teacher recruitment project offers jobs and competitive salaries to outstanding students if they do well in college and choose teaching as their career. Officials are targeting honor roll students and other students who are recommended by their teachers.

The program is part of the Teacher Professionalism Project, a negotiated provision of the PFT contract that encourages joint efforts between management and the union to improve the district's schools and teaching. "The union has the responsibility to make sure that we can replenish the ranks and bring in top-notch teachers," says PFT president Al Fondy. "We get a lot of satisfaction from this program, and nobody can argue that it's not good for the schools." So far, union and school district representatives have visited six of the city's high schools to urge students to go into teaching, and judging from student reaction, the program is an unqualified success.

"The response has been terrific," says PFT vice president Paul Francis. Cards filled out by students attending the six presentations indicated that 117 are interested in entering the profession. "We're talking about 117 excellent students wanting to become teachers," says Fran-



Recruiting the best (clockwise, from above): Support teacher Donald Demeter of Pittsburgh's Langley High School works with student Rhonna Morrison, who has been accepted at five colleges and says she will "keep teaching in mind"; students Jerri Armes and Greg Boggs are considering teaching as a result of the recruitment project; top students at Langley gather for the assembly presentation; senior Ed Teeple says he definitely plans to become a teacher; PFT president Al Fondy (at podium) tells students that the district "will have a job for you."

cis. "It will be wonderful if most will carry through."

Thirty-seven of those students expressing a definite interest in teaching attend Langley High School and were among 217 students who heard a presentation on teaching there earlier this winter. Senior Ed Teeple says he knew he wanted to be a teacher before he arrived at the assembly. "I just like helping people," he says. "I like to know the future is in good hands if people stay around to help."

Senior Jerri Armes says she would also like to help students as an English teacher and eventually as a counselor. "The assembly reinforced my feelings about becoming a teacher," she says.

For others who are unsure about what they will do, the assembly has helped encourage them to keep their options open on a teaching career. Senior Rhonna Morrison, who will pursue business and accounting in college next year, has been accepted at all five of the colleges to which she applied. She admits that the teacher recruitment assembly has spurred her to keep teaching in mind.

Senior Greg Boggs has not decided if he wants to be a teacher, but the assembly was an eye-opener for him. "I didn't know there was such a demand," he says. "I have a great trigonometry teacher who has made me think about going into teaching."

"Teaching is still one of my options," says science enthusiast and senior Walter Palm, although he says he has some reservations. His mother, an elementary teacher in the district, "has told me about the plus side of being a teacher—the benefits, pay and working with people."

Demonstrating the rewards and challenges of teaching: Pittsburgh AFT members at Langley who serve as support teachers for the recruitment project include (counterclockwise, from below) Ruth Henderson, Jerry Smith and William Duty.

The presentation at Langley is typical of those given at other schools in the city—a short film, a welcome from the school principal, a speech by a representative of the district's personnel department and a pitch from school superintendent Richard Wallace. Wallace quickly gets the students' attention when he announces that "we can virtually guarantee that if you pursue teaching and are able to maintain the same honor roll status in college, we will have a job for you." In four years, he notes, starting pay for Pittsburgh teachers will be about $22,000, with pay for harder-to-fill areas such as chemistry, math and foreign languages as much as $27,000.

But also on the agenda at every presentation are PFT representatives. Explaining to the gathered students why they were chosen to attend the assembly, PFT president Fondy argues that since teaching is an extremely important profession, "we need the best people we can recruit."

"The last 15 years of layoffs and no hiring are behind us now," Fondy tells the students. While uncertainty surrounds other jobs—for instance, the recent layoffs at General Motors of workers at every level—he adds, "you would be entering a profession where you would be assured of security." He also urges the students to consider that the average teacher salary in the district is now $35,000 to $36,000. "The PFT has agreed to hire you at a higher step on the salary schedule if necessary to compete with other professions. I can assure you that if you qualify and are interested, we will have a job for you and give you preference."

The union and school board are willing to back up their commitment. Depending on what the school district feels it can contribute, Fondy says that together they should be able to provide about $10,000 in scholarships per year per student for those juniors and seniors in college who definitely intend to enter teaching. A local business consortium is also interested in contributing to the program, he adds.

The Congressional Teachers Scholarship, providing up to $5,000 per year, is also available to future teachers from the freshman year on, says PFT vice president Francis. To be eligible, students must graduate from high school in the top 10 percent of their class.

Francis is also meeting with representatives from area universities who are interested in future students for their education schools; they may also make scholarship money available.

Fondy says he hopes the recruitment effort will attract between 25 and 30 students each year. Through the cards students fill out at the end of the assemblies noting whether they were interested in teaching, the PFT can keep in touch with students and track their progress through college. Students are assured of a job in the Pittsburgh public school district if they make the dean's list at least 80 percent of the time. "These students have been doing this all through high school, so it shouldn't be any different when they get to college," says Francis.

In addition to the financial incentives, the PFT has called upon its own members to help with the recruitment efforts by acting as mentors to interested students. At Langley, 11 "support" teachers were introduced at the end of the assembly, including teacher Donald Demeter, chairman of the physics department, who observes that since the recruitment program began, more students have expressed an interest in teaching.

Ruth Henderson, an English teacher for 16 years in the Pittsburgh school district, is enthusiastic about her role as a support teacher. "I want to encourage students and show them the rewards and challenges" of becoming a teacher, she says. Next semester, Henderson will be taking 11th and 12th graders to observe education classes at the University of Pittsburgh and Pennsylvania State University. "I want them to see what college life is like and the kind of training they can look forward to. I think it's exciting to promote teaching," she adds. "When I heard about the program I thought, 'I was born too soon'—especially to get all that support and then almost be guaranteed a job when you finish."

Students ask a lot of questions about salary and working conditions, says support teacher William Duty, who has taught social studies for 25 years. They are also concerned about discipline problems. "They feel teachers don't get enough respect; they don't want to have to deal with the discipline problems they see in the classroom."

Duty is enthusiastic about his recruitment role: he talks to students about teaching before, during and after classes, he says. He also discusses teaching in a section of his social studies class on vocational choices.

Another support teacher, Steven Spagnolo, tries to zero in on students who have the potential to be teachers. "The ability to communicate to them is as important if not more important than the idea itself," adds Spagnolo, who teaches advanced psychology and advanced social science.

PFT president Fondy doesn't find this new-found student interest surprising. "This is the first time teaching has been presented in the proper light, and having teachers act as liaisons with students has been positive," he says. "And since other professions are more unstable, we have every reason to believe students will take a serious look at teaching and like what they see."

"I really like this program," Fondy adds. "It not only says that teaching is a career worth looking at, it also says to the teachers now teaching that it is a good profession to be in. That makes it good for the outlook and morale of present teachers."

—SHERYL HOVEY

'TEACHERS' SCHOOL PROPOSED BY UNION

New York City High School Is Seen as Drawing Minority Youths Into Teaching

By JANE PERLEZ

Instead of seeking minority and bilingual teachers in foreign countries, the New York City Board of Education should establish a high school to prepare students to become teachers, the president of the United Federation of Teachers, Sandra Feldman, said yesterday.

Such a school, she said, could serve a two-fold purpose: to train more minority students to be teachers and to help alleviate an impending shortage of teachers in the city.

According to the Board of Education, about 18 percent of the city's teachers are black, Hispanic or Asian. Almost 80 percent of the students are members of minority groups. In addition, about half the city's teaching force of 62,000 will be eligible to retire in the next 6 to 10 years, Ms. Feldman said.

Critical of Recruiting

Speaking at the spring conference of the teacher's union at the Sheraton Centre Hotel in Manhattan, Ms. Feldman said specialized high schools to train students in a variety of careers are proliferating in the city but none is devoted to teaching. "How ironic it is that the school system encourages its students to enter every profession but education," she said.

"I don't think forays into foreign countries are going to produce the kinds of teachers we need," Ms. Feldman said.

For the past two years, the Board of Education has hired teachers from Spain in an effort to increase the numbers of teachers capable of instructing bilingual classes.

For the coming school year, instead of hiring from Spain, the board has announced it will recruit more teachers from Puerto Rico. The board said it was also recruiting teachers from the Dominican Republic because of the increasing number of students from that country.

Wagner Seeks Cooperation

Ms. Feldman said she had informed the board of her proposal and hoped it might be adopted by converting one of the large, comprehensive high schools into a school for students interested in teaching, or such related areas as guidance counseling.

In remarks to the conference, the president of the Board of Education, Robert F. Wagner Jr., said he was eager to improve the standard of teaching in schools. But he said such an effort needed the cooperation and enthusiasm of teachers.

Mr. Wagner said he had been appalled by the "moral turpitude" and "terrible behavior" evident in disciplinary cases of teachers that had come before the board.

Ms. Feldman said she was also concerned. "I understand they have a few horrendous cases," she said. "No one from the United Federation of Teachers is interested in having child molesters in the classroom."

She said the union, as part of its current [illegible], included two suggestions for dealing with poor teachers.

The first, Ms. Feldman said, was to streamline the process of hearings that can drag on for 18 months when a school administrator attempts to dismiss a teacher.

To correct professional problems, Ms. Feldman said, the union was eager to try "peer intervention," in which a highly regarded, experienced teacher would be assigned to a teacher with a poor performance record. The experienced teacher would try to counsel the other teacher in improving skills, she said. Such a program is working smoothly in Toledo, Ohio, and Roches-

The New York Times/Keith Meyers

Girl Scouts Celebrate Their Diamond Anniversary

Scouts waiting yesterday to march in a parade in lower Manhattan to mark the 75th birthday of the Girl Scouts of America. About 6,000 girls and their leaders participated along with eight marching bands and several floats. There are some 37,000 Girl Scouts in New York City.

RECRUIT-3

RECRUIT-4

Public-Service Ad Campaign To Combat Nation's Teacher Shortage

By Blake Rodman

An organization that produces public-service advertising to draw attention to national problems is preparing a major campaign to combat the nation's growing shortage of qualified teachers.

The resulting advertisements should begin appearing nationwide in newspapers and magazines and airing on television and radio stations early next year, said Elenore E. Hangley, senior vice president of the Advertising Council, which last summer agreed to coordinate the campaign.

She said the ads will be designed to improve the public's image of the teaching profession and to encourage young people to consider teaching as a career.

"Its a terrific idea," said Arthur Wise, director of the center for the study of the teaching profession at the RAND Corporation. "I think the recent national reports go a long way toward restoring an accurate perception of the life of a teacher.

"But the reports do not reach the vast American public, and I think it is important that the promise and potential of a career in teaching be brought to the public's consciousness."

John C. Esty Jr., president of the National Association of Independent Schools, submitted the idea for the advertising campaign to the Advertising Council earlier this year.

Mr. Esty's efforts to make the campaign a reality began three years ago after the independent schools' board of directors—concerned by reports of an impending teacher shortage—asked him to develop the idea.

Since then, Mr. Esty has worked to gain support for the campaign within the broader education community, and last year he succeeded in persuading the Education Leaders Consortium, a group comprising the executive directors of 18 public- and private-education associations, to sponsor the idea. Mr. Esty is a member of the consortium.

National Committee Formed

In addition, Mr. Esty and A. Richard Belding, the project's executive director, organized a "national advisory committee" of prominent citizens to serve as co-sponsor with the consortium and established a nonprofit corporation, Recruiting Young Teachers Inc., to manage the campaign.

Advisory committee members include Lewis M. Branscomb, former vice president and chief scientist for International Business Machines Corporation; Therese K. Doxier, 1985 teacher of the year; Louis Harris, chairman and chief executive officer of Louis Harris and Associates Inc.; Gov. Thomas H. Kean of New Jersey; J. Richard Munro, president of Time Inc.; David Rockefeller Jr., vice chairman of Rockefeller Family and Associates; and Peter Ueberroth, commissioner of major league baseball.

Mr. Rockefeller also has agreed to serve as the new corporation's chairman, and Mr. Munro has agreed to serve as its vice chairman, Mr. Belding said.

While noting that the Advertising Council was impressed with the campaign proposal on its merits, Mr. Belding said he believes Mr. Rockefeller's involvement in the project "really swung" the organization. "It was a critical factor in their acceptance," he said.

The council only accepts about five of the roughly 400 project proposals submitted to it each year by organizations and government agencies, according to Ms. Hangley.

To be accepted, a project must be national in scope, yet of concern to all communities and applicable to all Americans; conducive to effective advertising; and of significant importance, Ms. Hangley said. She added that projects are not accepted if they are in any way commercial, denominational, or political.

'Advertising Shapes Opinion'

"We try to deal with the most important problems facing the country," Ms. Hangley said. "Quality education is something our board of directors thought we should be involved in. It is a big area, but this is one part of it that we feel we can tackle and have some effect."

Mr. Wise of the RAND Corporation said: "Advertising shapes public opinion in this country. . . . If we are to get a significant number of talented young people to become interested in teaching, we need to take steps of this nature."

Familiar Advertising Council campaigns include the long-running "Smokey the Bear" fire-prevention advertisements, sponsored by the U.S. Forest Service, and spots for the United Negro College Fund, which feature the slogan, "A mind is a terrible thing to waste."

The projects taken on by the council receive free creative assistance from advertising agencies. Avrett, Free, & Ginsberg, a New York-based firm that produced a highly popular line of cat-food television commercials for Ralston Purina Company, is currently developing concepts for the teacher-recruitment campaign, Ms. Hangely said.

The council estimates that each of its projects receives free of charge an average of $20 million worth of media time and space each year. Roughly 22,000 media outlets nationwide either print, broadcast, or display the resulting public-service advertisements.

Still, the campaigns are not free for the sponsoring organizations. Sponsors must bear the costs of film and other production materials, as well as expenses for follow-up activities. Such costs range between $150,000 to $500,000 a year, Ms. Hangley said.

To date, Recruiting Young Teachers has raised nearly $200,000 through private donations and foundation grants, said Mr. Belding, the corporation's executive director.

WED., 10/8/86

ED,

HERE'S AN ARTICLE IN THIS WEEK'S EDUCATION WEEK ABOUT AN AD CAMPAIGN TO DEAL WITH THE SHORTAGE ISSUE.

ARTHUR WISE OF THE RAND CORPORATION WHO IS QUOTED HERE, AND WROTE THE ACCOMPANYING COMMENTARY, IS A FRIEND OF MINE FROM THE AMERICAN EDUCATIONAL FINANCE ASSN. HE'S ALSO A BOSTONIAN, BY BIRTH.

[signature]

)UCATION WEEK

Volume VI, Number 11 · November 19, 1986

RECRUIT-5

A 'Teaching Hospital' Model

In Louisville, New Professional-Development Sites Will Impart 'The Art of Teaching' Through Practice

By Lynn Olson

LOUISVILLE, KY.—When Becky West began teaching in the Jefferson County (Ky.) Public Schools 14 years ago, she got little help from the system.

"We just sort of floundered and learned from our mistakes," she recalls.

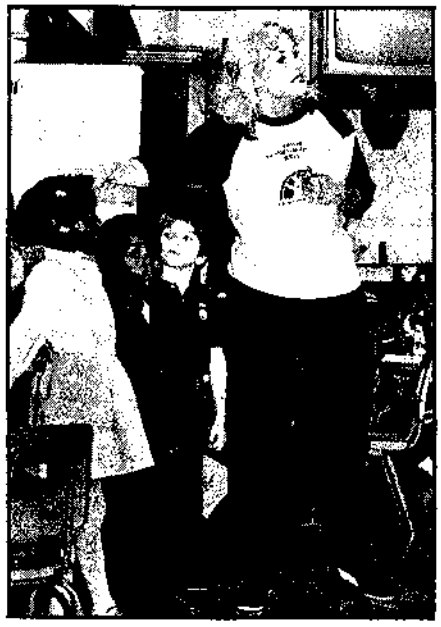
Her experience as a student teacher, she says, had been much the same: "I never really had anybody who taught me the art of teaching."

Now an accomplished language-arts teacher at Lassiter Middle School here, Ms. West may soon have the chance to ease the transition to the classroom for future teachers. She hopes to be among those veteran teachers who will pass on their hard-earned expertise in an ambitious new program being launched this year by the county's school system.

In what will be one of the first ventures of its kind, Jefferson County is creating the equivalent of "teaching hospitals" for educators, sites at which new teachers and school administrators will develop their skills in much the same way that internists learn the art of medicine.

To be established at existing school sites, these "professional-development schools" will provide the clinical settings for educators to assimilate the values, norms, and practices associated with effective teaching while receiving close supervision and support.

Continued on Page 8



A teacher at Price Elementary School, which is seeking a role in planning clinical programs.

E.D. Report Urges Regular Instruction For Students With Minor Handicaps

By Debra Viadero

WASHINGTON—In a move expected to sharpen the debate over how learning-disabled students should be served, the Education Department has issued a report recommending that such students be taught in regular classrooms, rather than in separate programs.

Written by Madeleine C. Will, the assistant secretary for special education and rehabilitative services, the report challenges the common practice of "pulling out" learning-disabled pupils from regular classrooms for special help in nearby resource rooms.

The main theme of the report—which special educators are already calling the "regular-education initiative"—is a call for "greater partnership" between special educators and classroom teachers in the early identification of children with learning problems and the planning and provision of services for those children.

"There is increasing evidence that it is better academically, socially, and psychologically to educate mildly handicapped children with non-handicapped children, preferably within the regular education classroom," Ms. Will writes in the report.

If widely adopted, the report's recommendations could have major implications for the country's 8.4 million children with learning problems, experts in the field said last week.

Even before the report's release this month, word of its contents had added fuel to the longstanding debate over which environments are best for the learning disabled.

Although a number of special educators interviewed last week said they agreed

Continued on Page 18

Governors Will Pick 16 School Districts To Test Proposals

By William Snider

WASHINGTON—The Education Department joined with eight governors last week to take a "vital first step" toward implementing several of the recommendations included in the National Governors' Association's report, *Time For Results.*

"These are reforms that we know make a difference in producing quality education," Secretary of Education William J. Bennett said in announcing a collaborative project based on the report. "This innovative example of federal-state partnership underscores the value of the governors' proposals and the benefits they can produce for our nation's schools."

Within the next month, the eight governors, in consultation with federal officials, will designate two districts in each of their

RECRUIT-5

'Teaching Hospital' Approach Used at New Training Sites for Teachers

Continued from Page 1

Ideally, such schools will become "exemplars" of the best in research and practice, according to Phillip C. Schlechty, director of the project.

The idea of creating better clinical settings for teachers has been percolating in the professional literature for some time, but it was given new life this year by inclusion in the recommendations of several major reports on education reform.

Despite support for the concept of "real-school" training facilities, however, no such schools yet exist.

Jefferson County—which encompasses Louisville and its outlying suburbs, and serves about 92,500 students—hopes to be among the first to turn the idea into reality.

"What we have right now is a plan to plan," said Mr. Schlechty. "We really don't know what professional-development schools are going to look like."

Twenty-four of the county's approximately 145 public schools—including Ms. West's middle school—have applied to become planning sites for the new professional-development schools.

The district is expected to reach a decision this month on whether all 24 schools will be accepted.

Ten-Year Goal

Teachers and administrators at the planning sites will spend the next year determining what the clinical settings should look like. Schools will have to then re-apply to be considered as the actual training sites.

Mr. Schlechty predicted that it would be one and a half years before the professional-development schools are operational and ready to train beginning educators.

But in the long run—probably 10 years, according to estimates—all new teachers and administrators in Jefferson County will begin their careers in one of these schools.

The schools are also expected to be the primary place where veteran teachers and administrators can come for "hands on" learning experiences to keep them abreast of the latest developments in their fields.

Booker T. Rice, deputy superintendent of instruction, said he hopes the professional-development schools "will be places where we can take a look at the latest technology, the latest teaching techniques, and in the process, develop strong administrators and teachers who can go back to their home or new schools and share that information."

'High Leverage'

The Gheens Foundation, a local philanthropic organization, has committed approximately $2 million over five years to help create the professional-development schools and redesign the district's overall staff-development program.

According to Donald W. Ingwerson, the district's superintendent, the "guiding light behind the whole proposal is that we want to attract and keep quality teachers teaching in the classrooms in Louisville."

Added Mr. Schlechty: "We know that 75 percent of the teachers who will be teaching in Jefferson County in the year 2000 have yet to be employed. Nearly all of the administrators who will be running the schools in the year 2000 have yet to be employed."

"If we've learned anything from effective businesses," he said, "it is that the investment you make in your new employees pays off in the long run. It's probably the most high-leverage activity that you can engage in."

Until now, he noted, schools have "essentially treated teachers and teaching as an expendable product."

"We haven't invested in them enough."

Gheens Academy

At present, the only visible sign of the planned-for training facilities is the Gheens Professional Development Academy, of which Mr. Schlechty is executive director.

Located in a renovated elementary school on the outskirts of downtown Louisville, the academy celebrates its grand opening this week.

Eventually, it will become the coordinating center for all teacher training and professional-development activities in the district.

The building houses a floor of computer labs, a professional library, a curriculum-resource center, and a grants-assistance office for educators, as well as conference rooms, meeting rooms, and a 540-seat auditorium.

Michael W. Woodson, chairman of the Jefferson County Board of Education, described the academy as an "opportunity to bring the reform movement to the classroom."

"There's been very little reform that's really gotten down to the classroom level, particularly to the teachers and to the principals," he said. "I think the academy is an opportunity for us to do that."

Although creation of the professional-development schools is only one of the academy's projects, it is at the heart of the center's staff-development efforts.

The academy will be the administrative hub for teacher recruitment, selection, training, and staff development within the district; the professional-development schools will be the sites at which much of that activity occurs.

Mr. Schlechty said that new teachers would probably spend a year in supervised internships at the professional-development schools before moving on to their teaching assignments.

School-University Gap

The notion of creating clinical teacher-training settings based in real schools—not universities—has been around since at least the 1970's.

In many ways, the concept is an outgrowth of the university-based "laboratory schools" movement, in which schools closely affiliated with universities served as sites for teacher training and research.

But in the past year, the idea has resurfaced as one of the central components in many plans for reforming the preparation of both teachers and administrators.

Reports by the Carnegie Forum on Teaching as a Profession and the Holmes Group of research universities dedicated to improving teacher education have both endorsed the concept of professional-development schools, although referring to them by different names.

But where the older laboratory schools were primarily "child study" organizations that assembled student bodies representative of the total child population, professional-development schools, according to Mr. Schlechty, will look more like schools in the real world.

Some may have poor students with minimal parental support; others may have highly motivated students whose parents are deeply involved in their education. Both types of schools should be successful with the students they serve, he said.

Although no one professional-development school will reflect the district's total student population, Mr. Schlechty said, they should, as a group, be representative.

Arguments for creating such settings are based largely on perceptions of the gap that exists between what prospective teachers learn in universities and what they learn in the school environment.

According to John I. Goodlad, author of the landmark study, *A Place Called School*: "For all of the research that's gone on in education, and all that we know about better ways to teach, teachers are taught the same old thing year after year, because of the power of the clinical experience, which does nothing better than to confirm the conventional wisdom."

Much of that conventional wisdom may be "dysfunctional" for today's schools, according to many educators. Instead of learning to be creative risk-takers, they note, teachers learn to conform, to follow orders, and to put a premium on controlling students. Instead of coming to view themselves as professionals, they learn to see themselves as cogs in a bureaucratic wheel.

Many new teachers come away from their first prolonged exposure to schools convinced that whatever educational theory they learned at the university is irrelevant to educational practice.

'Socializing' Professionals

Guiding Mr. Schlechty in the development of Jefferson County's program are several assumptions about the nature of professions, which he said were drawn more from the literature of business and sociology than from education.

Professions that are most effective in "socializing" new members, he said, rely heavily on intensive clinical supervision, demonstration, coaching, and constant corrective feedback by real practitioners in real situations.

Entry into such professions is marked by distinct stages, he argued, giving as an example the contrasting privileges and responsibilities of medical interns and residents, and of first- and third-year members of a law firm.

In a professional-development school, he said, the teaching staff might include novices—known as interns and residents—as well as experienced teachers and administrators. Veteran teachers could be either associates, who have successfully completed internship and residency programs, or fellows, who have agreed to take on additional responsibilities, such as teacher training and research.

Successful completion of each stage would be accompanied by "ceremony, ritual, and symbols" that bond the individual to the group and hold out the promise of greater rights and privileges for those who persevere. A teacher's receiving tenure, for example, might be a cause for public celebration within the school building, he said.

Instead of shutting teachers away in classrooms, Mr. Schlechty suggested, the performance of both new and experienced teachers would be "highly visible" to others. And ways would be developed to publicly acknowledge and recognize good practice.

Novice teachers would not be assigned to just one mentor, but to teaching teams that could provide opportunities for mutual support and affiliation.

Freda Norvell, principal of the Sara Jacobs Price Elementary School, which has applied to become a planning site, said, "We hope to give new teachers a total experience when they come into the school, not just in one classroom, but throughout the building."

'Common Language'

According to Mr. Schlechty, "the medical-school adage of 'watch one, do one, teach one' summarizes what we know about the effective transmission of knowledge and practice."

Beginning teachers, he noted, should have the opportunity to observe, and what they observe should not be left to chance, but should illustrate specific techniques and procedures for working with different kinds of students.

Similarly, new teachers should have opportunities to practice, but with "intense supervision and intense feedback up front" by established members of the profession.

In addition, beginning teachers should be expected to present or to teach what they have practiced to others.

As an illustration, Mr. Schlechty talked about creating the equivalent of a medical teaching facility's "morbidity-and-mortality conferences," during which teachers could review lessons that did not work and analyze what went wrong.

"You don't learn from a lesson that goes the way it's supposed to," he said. "In the system that we now have, we've viewed making a mistake as a bad thing, instead of something that can keep you moving."

Continued on Following Page

At Academy Schools, Teachers Lead 'Knowledge Workers'

For a school in Jefferson County, Ky., to be considered as a planning site for the district's new program of "professional development" schools, its principal and at least 51 percent of its staff had to agree to support and work toward an image of schools and schooling outlined by Phillip C. Schlechty.

According to Mr. Schlechty, executive director of the Gheens Professional Development Academy, the central purpose of schools is to get students to do school-work.

But he disagrees with the traditional vision of teachers as manufacturers and students as products to be worked on.

Instead, he argues, students are "knowledge workers": people whose jobs require them to manipulate symbols and organize ideas and facts.

Given that assumption, teachers should be "executives who manage and lead knowledge workers," he maintains.

They must be empowered to make decisions, he says, and then must be held accountable for the results of their actions.

Principals in the professional-development schools, in Mr. Schlechty's view, will not be instructional leaders, but "managers of managers."

Their primary task, he says, will be to inspire others to lead, based on "mutual respect, shared values, and shared decision making."

To achieve such a vision, Mr. Schlechty argues, "we are really talking about re-inventing the schools and re-inventing school systems."

Next Steps

At minimum, he predicts, professional-development schools will have to change their staffing patterns, improve the collegial relationships between adults within the school building, and abandon the traditional seven-period day and one-teacher, one-classroom structure.

Eight elementary schools, eight middle schools, six high schools, a vocational school, and an alternative school for grades K-12 have applied to become planning sites.

Staff members at the proposed sites must agree to participate in all required planning activities and in any training that may be necessary.

Starting next month, the Gheens Academy will bring together faculty members from all of the approved planning sites for a series of general meetings. Each school will be asked to elect two teachers to serve on a central planning committee.

That committee will also include Mr. Schlechty, the principals from each planning school, the executive director of personnel for the school district, eight professors from the school of education at the University of Louisville, four teachers appointed by the teachers' union, four administrators appointed jointly by the superintendent and the local school administrators' association, and any other members that the superintendent designates.

The central committee will have primary responsibility for formulating the plans for professional-development schools; teachers and administrators at each planning site will offer reactions and discussion.

The schools have been assured that any changes called for in the resulting plans that would require modifying school-district policies or union contracts will not be carried out until they are formally approved by the appropriate parties.

Schools that serve as planning sites will be among the first in the district to have a chance to become professional-development schools. —L.O.

Continued from Preceding Page

Systematic conversations among experienced and novice teachers would also assure that both the seasoned practitioner and the beginner develop a "common language" and shared understanding of "what the best practice is, and why it is so," he said.

Shared Enterprise

The professional-development schools will be firmly lodged within the school system, but they will rely on the cooperation and support of area universities.

Universities will share with the school system the responsibility for training beginning teachers and student teachers in the new clinical settings. The schools, for example, will be staffed by both teachers and professors.

Universities will still control what many now think of as traditional "teacher education." The school district will oversee the staff-development of experienced educators.

Although Mr. Schlechty's primary responsibility is to the schools, he is also a tenured professor in the University of Louisville's school of education. Several members of the teacher-education faculty are working closely with the academy on a part-time basis and have offices in its new building.

Mr. Rice described the university's relationship with the school system in the past as "fairly casual—courteous, but not a lot of substance," but he said the situation is improving.

Both university and school personnel said they view the professional-development schools as bringing the two groups closer together, providing places where they can work cooperatively.

"I think the limits are our own imagination and perseverance and commitment," said Ray Nystrand, dean of the school of education. "I would say the same for the school district. I think this can become what we mutually want it to be."

'Wait and See'

Whether or not the professional-development schools actually come to fruition, however, will depend on the project's success in garnering the support of diverse groups within the education community.

The Jefferson County Teachers Association—an affiliate of the National Education Association—has given its guarded approval to the endeavor. Eight teachers appointed by the union serve on an advisory board to the academy to ensure that the union has a voice in the planning process.

"Assurances of the voluntary nature of this program have been asked for and received," said Lloyd R. May, president of the union, as have assurances that the union's contract will not be abrogated.

"We've received enough reassurance along the way from Mr. Schlechty to give it our support as far as it's gone."

But he cautioned that "our contract won't permit gerrymandering of teachers around in order to fit some prescribed notion, so that all beginning teachers would begin in a particular place."

And he added that, in some schools, at least, principals have been "overzealous in trying to get their faculty members to buy into the concept."

As for long-term support, Mr. May concluded, "I guess I am going to wait and see and make sure that the planning process really involves teachers."

State Mandates

Another potential source of trouble is what observers describe as the state's heavy hand in regulating local school systems.

"It's a problem, it's a real problem," said Sherry K. Jelsma, a member of the school board. "We have many, many mandates, much legislation."

As the biggest, most urban county in the state, "Louisville is viewed as not part of Kentucky, frequently, by people from Frankfort," the state capital, said Laramie L. Leatherman, vice president of the Gheens Foundation and a member of its board.

The creation of professional-development schools, however, will inevitably require closer cooperation between the county and the state in order to waive or modify state requirements that would prevent experimentation.

Cost Factors

Cost will also be a factor in the long-term survival of the professional-development schools. According to Superintendent Ingwerson, the school system has "more than matched" in monetary and in-kind contributions the $400,000-a-year grant from the Gheens Foundation.

Other foundations and individual donors have also given modest grants to further the academy's work.

But Mr. Schlechty said that additional money from outside sources would be needed for the first few years of planning. And running the schools themselves, he said, will not be cheap.

If the professional-development schools add more than 10 percent to the existing school-district and university budgets, he predicted, they will cease to be "politically and economically viable." In the short run, he said, they will have to cost much less.

'Blind Faith'

For now, people will have to support the idea "with a lot of blind faith," according to John M. Sizemore, principal of Lassiter Middle School, which has applied to become a planning site.

The concept "sounds good," he said, "but there's a question: Will it stand the test of time?"

"I don't think anybody knows that, frankly."

For Jefferson County, Mr. Leatherman said, the professional-development schools are an opportunity to prove that the district can be on the cutting edge of education reform.

Ten or 11 years ago, he noted, "all of the strife associated with forced busing really tore the community apart."

"As a result of that, a lot of people pulled their children out of the public schools," he said. "The perception was that the school system was terrible. I think the general perception today is that we've come a long way. But we've got an awful long way to go."

In 10 more years, Mr. Schlechty said, "if you come to Jefferson County, we're going to have fully operational professional-development schools."

"It's much like when Kennedy announced, 'We're going to the moon,'" he said. "Nobody had the slightest idea of the technology it would take, but the commitment was there."

Getting the academy off its feet, however, illustrates how long it takes to achieve real reform at the local level. The school system has spent more than two years building a firm foundation for the effort among university personnel, teachers, administrators, school-board members, and school-district staff, and is "just now beginning to surface with a structure that everyone can see," according to Mr. Ingwerson.

"This is not a quick fix," said Ms. Jelsma. "It is not a Band-Aid. It's attacking the whole problem. It's attempting to literally re-think teacher education and bring it up to the 20th century."

The question now, for many, is whether the district has the tenacity, patience, and commitment it will take to make that happen.

"[The professional-development schools] will be places where we can take a look at the latest technology, the latest teaching techniques, and in the process, develop strong administrators and teachers who can go back to their home or new schools and share that information."
—Booker T. Rice

Student and teacher confer at Lassiter Middle School, a possible planning site for Louisville's new clinical-training program for teachers.

PHOTOS COURTESY OF JEFFERSON COUNTY PUBLIC SCHOOLS

Jefferson County Superintendent Donald W. Ingwerson holds a hallway meeting with teachers.

"If we've learned anything from effective businesses, it is that the investment you make in your new employees pays off in the long run. It's probably the most high-leverage activity that you can engage in. [Schools have] essentially treated teachers and teaching as an expendable product. We haven't invested in them enough."
—Phillip C. Schlechty

Professional Issues: Setting an Agenda for 1987-1990

V. Reports on Restructuring Schools

1 - "Boost Teachers' Authority, Mass. Panel Urges", Ed Week, 9/23/87

1A- "Go to the Head of the Class: Leadership Critical for Restructured Schools", Education Commisssion of the States, Ed Week, 11/17/87

2 - "The Carnegie Report -- A Call for Redesigning the Schools", by Marc Tucker and David Mandel, Phi Delta Kappan, September, 1986

3 - A Nation Prepared: Teachers for the 21st Century: An Overview of the Carnegie Report

4 - "California Commission Calls It Right", by Al Shanker, NY Times column, 11/11/85

5 - 'Striking a Better Bargain', Minnesota Federation of Teachers Task Force on the Future of Education, March, 1986

REPORTS — 1

STATE CAPITALS

Boost Teachers' Authority, Mass. Panel Urges

By Robert Rothman

A commission appointed by the Massachusetts legislature has adopted a far-ranging proposal to provide funds and relax regulations for schools that experiment with new forms of organization to give more authority to teachers.

In a report issued this month, the commission said its proposals, modeled after the reforms recommended by the Carnegie Task Force on Education and the Economy in its 1986 report, *A Nation Prepared*, are based on the "principle that the essential resource for improved education is already inside the school: determined, intelligent, and capable teachers."

"By recognizing their experience and commitment," the report continues, "we will allow teachers, working together, the freedom to exercise their professional judgment to determine the best way to carry out their basic mission—educating students."

In addition to recommending the establishment of so-called "Carnegie schools," the panel, known as the special commission on the conditions of teaching, also proposed providing financial rewards to low-achieving schools that raise students' test scores and lower dropout rates. And it urged that extra funds be provided to districts to raise teacher salaries to $20,000, from the current minimum of $18,000.

In addition, it suggested that the state set aside funds for the establishment of "professional-development" schools to train teachers.

"We proposed removing a number of things that stand in the way of teachers' exercising their discretion."

— State Senator Richard A. Kraus

In a related development, a second commission, also appointed by the legislature, proposed additional funding for grants to local school-improvement councils. The councils, created in 1985, link parents, teachers, administrators, and students in an effort to plan improvements in individual schools.

Teacher Empowerment

Taken together, the reforms proposed by the two panels would help raise the level of professionalism among teachers and attract new recruits to the profession, said State Senator Richard A. Kraus, the co-chairman of the legislature's joint education committee and co-chairman of both study groups.

"We heard over and over again that teachers' professional status is not taken seriously," Senator Kraus said. "Rather than issue an order saying, 'Treat teachers as professionals,' we proposed removing a number of things that stand in the way of teachers' exercising their discretion."

"We keep hearing about teacher empowerment," added Nancy Finkelstein, president of the Massachusetts Teachers Association and a member of the commission on the conditions of teaching. "The Carnegie-schools proposal will do just that."

Ms. Finkelstein noted that the commission was originally formed in 1985 to examine teacher salaries. After the Carnegie task force issued its report last year, however, the panel successfully petitioned the legislature to broaden its mandate to include issues of teacher empowerment, she noted.

The union president added that the commission would have liked to address the issues of class sizes, materials, and teachers' retirement benefits, but did not because it recognized that funding to implement recommendations on those topics would be limited.

Senator Kraus and the panel's other co-chairman, State Representative Nicholas A. Paleologos, said last week that they would introduce legislation by the end of this month to implement the recommendations.

Gov. Michael S. Dukakis has endorsed the proposals, and the legislature has already agreed to set aside $15 million for implementation of the commissions' recommendations.

That amount is sufficient to fund the increases in minimum salaries and the school-improvement council grants, according to Robert B. Schwartz, an aide to Governor Dukakis. In addition, he said, the fund would enable the state to award planning grants for about 30 Carnegie schools and 10 professional-development schools.

The commission will seek "substantially more money" in fiscal 1989 to implement the proposals, Senator Kraus said.

FORUM

Go to the Head of the Class
Leadership Critical for Restructured Schools

EDUCATION COMMISSION OF THE STATES

Have you noticed that anyone and everyone who can spell "leadership" is writing about it?

During an age of early experimentation with a new form of governance, James Madison observed that education is the preparation of a people who mean to be their *own* governors. The experiment was called "democracy," and Madison realized that even in the most just social order, all men are *not* created equal. That is why education emerged as the most powerful agent of social transformation then and remains so today.

As early as 1787, the Northwest Ordinance decreed that "morality and knowledge being necessary to good government, and the happiness of mankind, schools and the means of education shall forever be encouraged." In these past few years, in state after state, leaders in government, education and industry have reaffirmed their commitment to such principles. The problem is, there are few Madisons among us and not since our first revolution has the need for individuals of such vision and character been greater.

Why is it that that age saw such a cluster of leadership in the likes of Madison, Jefferson, Washington or Paine, to name only a few? Why is it that leadership has emerged now as *the* issue for the remainder of the 1980s? What can we learn from history about the qualities of leadership and how can education put these learnings to work to make schools better?

Leadership is quickly replacing literacy as the new catchphrase in social commentary. But, like literacy, and its many prefixes, our concept of leadership — and our efforts to fill a leadership void — are rooted in yesterday's assumptions and yesterday's national need. Just as it is time to identify the literacy needs of a coming generation, so too must we recognize the need for a new understanding and a new appreciation of leadership.

How can broader participation in policy development contribute to make learning better and encourage new leadership?

In his book, ". . . *the best of educations,*" a study of education reform initiatives in seven states, author William Chance notes that though certain individuals have assumed critical leadership responsibilities, collaboration and broad local involvement have been key to implementing constructive change at the school and classroom levels.

"While charismatic leadership and distinctive leadership styles were important," Chance writes, "individuals were unable to accomplish the changes alone, and political coalitions were necessary in all of the important change states."

The movers and shakers in American education have come to the conclusion that it is time to reinvent the wheel. That's going to require new inventiveness and tired as it may sound, the way to get it is "empowerment." A year after the Carnegie Forum on Education and the Economy issued its manifesto on restructured schools, at least two states are taking steps in that direction.

Washington

State legislators were so moved by testimony from a Seattle school principal, who said that state bureaucrats frequently relied on restrictive regulations to undermine innovative classroom and schoolwide practices, that they passed a law limiting bureaucratic meddling in a new restructuring experiment.

The first step toward the restructuring of the public schools in Washington was taken with Governor Booth Gardner's signing of ESSB-5479, waiving state regulations for a pilot project group of 21 school districts. State officials want to gauge the effects of increased local decision-making authority on learning.

Key aspects of the law are:

- A commitment that all parties will work cooperatively during the term of the pilot study
- The call for a written agreement of support from school boards, administrators, parents, business community and permission to modify the local bargaining agreement for project activities
- The detailing of an evaluation and accountability plan to measure both student and school performance

The Legislature has appropriated $2 million for the project.

Massachusetts

A more ambitious proposal is in the planning stages for Massachusetts. By the end of June, the Special Commission on the Conditions of Teaching, representing the executive and legislative branches, administrator and teacher organizations, as well as the association of state school boards and private industry, will recommend that the state provide incentives for school restructuring. In anticipation of that, staff with the joint House and Senate Committee on Education are drafting legislation that would create what House education chair Representative Nicholas Paleologos calls 50 to 100 "Carnegie schools."

The House has already approved $20 million for the project in which every school in the state will be invited to submit a restructuring proposal. Senate education chair Richard Kraus is pushing for similar budget appropriations from his colleagues.

"We want schools in which teachers and principals are empowered beyond anything we've dreamed in this state or any other state," says Paleologos.

As part of the state/school contract, the state and collective bargaining interests agree to "back off" from local, school-building decision making over such issues as curriculum, teacher and student assignments, textbooks, even the length of the school day, for the duration of the three-to-four year experiment.

"We've got to loosen up those bureaucratic shackles and introduce changes — not that make classrooms more miserable, but more engaging for students and teachers," he explains. "Key people in Massachusetts are beginning to see the move for better schools as an opportunity to do some interesting things that educators have always wanted to do."

Initial calls for restructuring Massachusetts public schools were not greeted with enthusiasm by school administrators.

"Principals had seen Carnegie as threatening, but the more they get into it the more they realize that they are as frustrated as teachers because the authority they have is over small things. When it comes to the big issues — how to make the schools run better for kids — they're as powerless as the teachers. They realize that the problems are systemic and that by sharing power, they gain power. They gain a faculty and staff that are more excited about what they are doing, and they buy in because they had a voice in crafting the proposals. Directly and indirectly, the Carnegie approach will have a profound impact on school leadership."

Later this summer, state education officials will meet with staff from the federal Northeast regional education laboratory to develop a new set of weights and measures to determine how the restructured schools compare against those that choose to remain in the more traditional mode.

"We've got to be bold enough to step back from the way we've been doing things for the past 200 years and ask if that's really the best way to organize a school," concludes Paleologos. "We've got to pose that question to the professionals in the classroom. We have a hunch that when we lay the challenge down and ask the principals and the teachers, How would you run this school? we'll receive a flood of very interesting proposals."

The Clinton Report on Leadership

Arkansas Governor Bill Clinton's interest in leadership as a distinct and essential aspect of education reform has been well documented, not only in his home state, but nationally as chairman this year of both the Education Commission of the States and the National Governors' Association. Last year he chaired the NGA task force on school leadership and management, offering 10 recommendations for state action in *Time for Results: The Governors' 1991 Report on Education.*

This year, as outgoing ECS chairman, Clinton will deliver a major national address on school leadership at the ECS National Forum and Annual Meeting, July 8 through 11 in Denver.

The annual meeting will also see the release of his published report and 15-minute video documentary on instructional leadership.

The findings and recommendations presented by Clinton in his report and documentary are different from any other study on leadership to date for several reasons.

- They represent a new generation of thinking on leadership.
- His investigation was carried out with one purpose in mind and one purpose only: How can leadership make schools better places for learning?
- His work reflects on a new willingness from incumbent leadership to redistribute the wealth — the hidden wealth of untapped leadership potential.

Information about the ECS annual meeting and the Clinton report on leadership is available from ECS Communications, 1860 Lincoln Street, Suite 300, Denver, Colorado 80295-0301.

E. Patrick McQuaid
Senior Projects Editor
Education Commission of the States

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The Carnegie Report — A Call for Redesigning The Schools

Fundamental changes in the internal life of the school hold the greatest promise for transforming teaching into a rewarding and attractive career, say the authors of the Carnegie Report. Their proposals aim to make the schools both more productive and more engaging places in which to work.

BY MARC TUCKER AND DAVID MANDEL

SINCE THE release of *A Nation Prepared: Teachers for the 21st Century* late last spring, the public has seized on the most dramatic recommendations of the report: the establishment of a National Board for Professional Teaching Standards, greatly increased pay for teachers, the abolition of the undergraduate major in education, and the creation of Master in Teaching degree programs for professional teacher education. Largely overlooked in the furor surrounding the Carnegie Report is the recommendation to restructure the schools. But if U.S. schools are not restructured, then the other Carnegie recommendations will make little difference.

Much has changed as a result of the education reform movement of the past three years. States and local school boards have raised standards for students and teachers alike, substantially raised teacher salaries in many locales, created career ladders, and instituted merit pay plans. But little has changed in the way schools operate – how time is spent, how decisions are made, how professional educators relate to each other and to their charges. A few notable exceptions to this rule exist, but these exceptions are often of a marginal nature and have little effect on instructional practice or educational outcomes.

The Carnegie proposals that have captured the spotlight share a common property with the first wave of education reforms that have swept across the United States: they exert their major effect on school inputs. If the nation is to reap the full benefit of such changes, however, things will have to change *inside* the school. For it is fundamental change in the internal life of the school that holds the greatest promise for transforming teaching into a rewarding and attractive career and creating learning environments that promise to provide students with the capacity for independent thought and action.

Why is this so? Because the current structure and organization of schooling not only make extraordinarily inefficient use of those able teachers we are lucky enough to attract to and retain in the schools, but they also create a host of disincentives that drive many of our best teachers out of the schools.

This dilemma can be seen most starkly in the undifferentiated staffing model that characterizes most schools. The roles, responsibilities, and expectations that the school holds for rookie teachers are no different from those it holds for experienced master teachers who know what will engage students and what will frustrate them, who know how to help students over the humps, who know how to diagnose the learning problems that make bright children appear slow to the novice teacher, and on and on.

It is immensely wasteful to assign identical responsibilities to two teachers of very different capacities, and it is counterproductive from the standpoint of personnel management, as well. The influence of the experienced teacher on the school is no greater than that of the novice; and the capable novice, unlike beginning professionals in other fields, cannot look forward to increasing responsibility that matches corresponding increases in capacity and performance.

Of course, it doesn't have to be this way, and, at the margins, some schools are beginning to experiment with differentiated staffing schemes. These are usually confined to senior staff members serving as mentors for junior staff members and very little else. What is absent is what is typically found in the practice of other professions: the roles of professionals are sharply distinguished by virtue of their expertise, responsibility, and productivity; their status and compensation are likewise differentiated.

Contrast the life of teachers with that of accountants, attorneys, or architects who practice their craft in a professional partnership. In the case of accountants, attorneys, and architects, real rewards in status, remuneration, and responsibility depend on acquiring national certification. Teaching has no national assessment worthy of such recognition. Successfully completing assignments, cases, or projects for clients not only translates into increased earning power for most professionals but in time leads to greater responsibility and more challenging clients. In teaching we reward time in the seat and the acquisition of

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graduate credit irrespective of whether anything is learned – much less applied in a manner that is beneficial to children.

The professional practice model works because – unlike teachers – accountants, attorneys, and architects continue to practice their trade even as they gain experience and assume greater responsibility. It seems that such an obvious progression in the life of a professional would not be worth noting, until one realizes that a teacher's career does not fit this mold. As a result, there is tremendous satisfaction among those in other professions as they move up in the organization, and, consequently, the best practitioners generally choose to stay in their profession.

IT IS NOT just better salaries that hold the best people in a profession. They also take responsibility and manage the toughest and most challenging cases both because these are the assignments that promise to yield the greatest returns for their firm and because they are marks of status and accomplishment. Such people are provided enough support staff and facilities to insure that their time is spent in the most productive manner possible. Tasks that can be done by those with little experience or expertise are routinely farmed out to junior professionals or to technical and clerical personnel. The tasks of administration are often delegated to a nonprofessional, and life is arranged so as not to distance senior partners from their clients but to keep them engaged to the fullest in their practice.

The Carnegie Task Force believed that there was much in the professional practice model that commended itself to the schools and that could be adapted to great effect. *A Nation Prepared*, therefore, called for a more diverse staffing structure for the schools, one that is designed to capitalize on the knowledge, skill, and accumulated wisdom of our most able teachers. Such a staffing structure would be headed by "lead teachers" – ideally, those professionals who held advanced certificates from the National Certification Board and who, after a number of years in practice, were regarded by their peers as especially well-qualified to take on leadership positions in the school. Lead teachers would coordinate the work of the school's entire instructional staff, including the assignments of other teachers, instructional specialists, and tutors. They would be invested with much greater responsibility and authority for students' learning experiences, and they would be held accountable for the performance of the entire school.

This plan would involve a trade between teachers – who more often than not regard themselves as the victims rather than the beneficiaries of education reform – and state and local authorities, who must simultaneously guard and promote the public interest. In return for offering teachers the responsibility and authority befitting true professionals, the state would require that lead teachers demonstrate their competence by sitting for the National Boards and that regular and equitable assessment practices be adopted to measure the performance of the entire school as a means of holding lead teachers accountable.

For such a system to work, teachers will have to be involved in establishing the performance criteria, which would presumably be much broader than those to which we have grown accustomed. This will be no easy task, but it seems that there are few alternatives. If all the rhetoric about focusing on excellence and quality is to have any meaning, the energies and attention of the entire school must be directed toward these goals. This means aligning the incentive and reward structure for teachers and administrators with the broad directions and purposes that state and local authorities set for the schools.

Such an alignment would mark a major change in policy, for all too often it is not the pursuit of knowledge but the pursuit of tranquillity that energizes the schools. Principals are commended and promoted, and teachers are valued for their capacity to maintain order. At the same time, there are no special incentives for bringing low-achieving students up to grade level or for doing more than merely insuring that the state-mandated curriculum is covered. As a consequence, we have a system that encourages principals to hire low-cost teachers rather than especially effective teachers. This is not to say that low-salaried teachers cannot be highly effective – just that the emphasis is placed on the wrong factors, often to ill effect. Moreover, the current system provides no incentive for the careful allocation of inservice training funds in ways that might improve teacher productivity and student progress. Fundamentally, our system of schooling provides little motivation to redirect resources from administration to instruction.

We must invest teachers with a much greater degree of trust and responsibility to render professional judgments about the most appropriate educational treatments.

Reorienting the energy and direction of the schools will occur only when two things happen. First, a rational and fair incentive structure must be put in place to direct the attention of the entire school toward the educational outcomes that are judged by the state and the community to be in the public interest. Second, we must invest teachers with a much greater degree of trust and responsibility to render professional judgments about the most appropriate educational treatments for their students. By doing these things, we could transform teaching into a career worth pursuing, insure that the schools become much more productive and engaging places in which to work, and, most important, direct the energy and attention of professional educators toward mobilizing all available resources to produce the greatest possible gains for all students.

EARLIER generations saw work as no more than a means of putting bread on the table. However, today's young people are not only looking for jobs with decent financial rewards; they are also looking for jobs in which they can make their presence felt, in which they can contribute to the success of the enterprise, and in which they can use their imagination, creativity, and analytic capacity. Judged according to these terms, teaching is not now a career that is very satisfying. But it could become so.

The secret is to provide teachers with much greater discretion than they now

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command, to treat them as professionals, to recognize that the best teaching is custom tailored by a constant process of feedback, analysis, and judgment about student progress and understanding. This can only happen when teachers have the freedom to organize the school day and the school's resources in ways that best suit the immediate educational needs of their students.

Yet we structure our schools as if we had no need for the sort of flexibility that such an environment demands. Assuming that we already had a system that assured administrators and school boards that teachers met high professional standards of competence, wouldn't it make sense to allow practitioners to exercise professional judgment in allocating the school's resources and to provide them with a much greater voice in operating these local institutions – not unlike the role played by other professionals in marshaling the knowledge and expertise of their partnership to meet the needs of their clients?

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Imagine what such a school might look like. Groups of teachers would gather periodically to determine how best to cluster and distribute among the staff those students for whom they were responsible. Class times and sizes might be varied across the school day, and teachers might not be confined to a single classroom. Students as well as teachers might be encouraged to move about – the former to master an assigned lesson or to search for an engaging learning experience, the latter to consult with a colleague or to monitor a particular group of students in need of periodic oversight.

Teachers who were especially adept at helping students who were having trouble with a particular subject would be so acknowledged and would be made accessible to all students. Similarly, some schools might designate student tutors for this role or even a scientist on loan for a few days from a local firm.

Early in the school year, those teachers with lead responsibilities might meet to distribute their school's discretionary budget. That budget would be larger than in times past because, with key instructional decisions pushed down to the building level, there would be less need for a large central administrative staff to make decisions and issue orders that would now be the province of the individual school.

The principal, who might at first have been anxious about sharing authority with the teachers, would come to appreciate the new arrangements once he or she realized that this was no zero-sum game. Because decisions are made at the school level, principals would have much more power than before; because teachers are fully involved in decision making, the principal's decisions would be much more likely to be carried out as intended.

Leadership would be far more rewarding in schools in which the entire staff worked toward a common goal: helping students to achieve at much higher levels than ever before in order to make themselves eligible for a productivity bonus. Suddenly there would be an incentive for teachers to seek expertise on the school staff wherever it might be found. In such schools, principals would be leaders as well as principal teachers.

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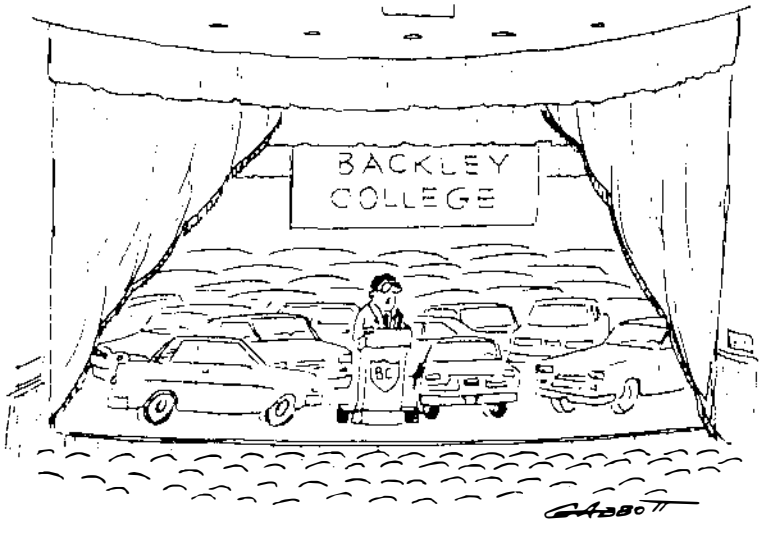
If teachers were to be given such discretion, then establishing a rational model of accountability would provide those entrusted with the public interest with some greater assurance that teachers' energies would be turned in the appropriate direction. At the same time, for state and local authorities it would mean abandoning a set of prescriptive measures that confine professional judgment to very narrow bounds in favor of much greater clarity about the goals of education.

Such a change is likely to be healthy for both parties. A professional environment for teachers would be created that would enable the schools to compete with greater success for especially able people in a much more open labor market than they have ever confronted before. At the same time, refocusing the attention of officials on the ends of education would not only move the authorities away from the deadening activity of trying to tighten the screws on the system (an exercise that appears to be moving us toward political gridlock), but would also draw their attention toward the larger questions with which they ought to be grappling.

We do not believe that there is one best way to restructure the schools. But a number of principles that we have touched on above deserve attention.

A central idea in the restructuring that we propose is a break with the "egg-crate" school, in which teachers are isolated. In this antiquated model, students who are fortunate enough to come into contact with a great teacher have the benefit of that teacher's knowledge and skill, but no one else does – not the other students in the school and not the other teachers. This is a huge waste of talent of a sort that most professional partnerships would not tolerate. Ignoring differences of skill and capacity inevitably means that real talent goes unrewarded and that too much is asked of the neophyte. Because appropriate rewards are denied to the most skilled, prevailing incentives drive many such people out of teaching but are sufficient to keep in teaching people who perceive



"I'm here to address you about the pressing shortage of student parking. . . ."

themselves as having less appealing alternatives elsewhere.

The Carnegie Forum Task Force proposed the creation of a career progression for teachers that would culminate in a lead teacher position. This proposal is not designed to generate a new stratum of assistant principals but to find ways of making the skill, wisdom, and knowledge of the school's best teachers available both to the principal and to other teachers.

Lead teachers would play a key role in setting a school's instructional policy and in involving other teachers in the decisions that affect instructional policy. Lead teachers would continue to teach, but they would also work with other teachers, provide direct supervision to new instructors not yet fully licensed by the state to teach, train student tutors, head curriculum revision teams, serve as consultants to other teachers in their areas of specialization, and analyze the sources of problems faced by students with unusually perplexing learning difficulties. Lead teachers would work to find ways to share their own insights and the creative approaches of other teachers and to elicit the insights of their colleagues. They would play the key role in the school of involving all teachers in a collective effort to analyze the school's performance and to find ways of improving it. They would devote themselves to creating the kind of collegial environment that teachers say they want but rarely find.

This proposal is not intended to provide management without leadership, as some seem to have interpreted the suggestion that a committee of lead teachers might govern the school. The existing model of the nonteaching principal might work perfectly well in bringing about the kind of school envisioned here. But like a professional partnership, which is overseen by a committee of senior partners and chaired by a managing partner, so the school might have a "managing" teacher or "principal" teacher and return us to the original conception of the principal as instructional leader.

Other models of leadership might also work, depending on the skills, talents, and interests of those who take responsibility for the instructional leadership of the school. It is essential, though, not to be led astray in the quest for the unassailably perfect model of leadership, but instead to find ways to tap and reward the knowledge and talent that already exist in our teaching force (and that are departing from it at an alarming rate).

At the same time, new structures of compensation should be developed that are connected to the new staffing structure. This would mean providing significant pay differentials to teachers with greater responsibilities and to teachers who demonstrate their competence by receiving certification from the National Board. Seniority would also deserve to be recognized in teacher salary scales, but the accumulation of educational credits would not. This provision is not meant to discourage the continuing education of teachers but to emphasize those kinds of continuing education that translate into increased capacity, as represented by National Board assessments and by expanded responsibility.

Such a compensation structure, pegged at levels that are competitive with other occupations that demand a college degree, would provide teachers with real prospects for personal growth and reward over the long term. This would stand in sharp contrast to current practice, which typically elevates teachers to a fairly low plateau after 10 or 12 years and holds no prospect for advancement, save through leaving teaching for an administrative position.

THE PROPOSALS of the Carnegie Task Force are made at a time of true crisis in U.S. schools. Demand for teachers is rising fast, and supply shows no sign of following that demand. If we were speaking of medicine, architecture, or accounting, then the economists would tell us that professional salaries in the affected field would rise until the supply of applicants willing to work at the higher salaries matched the demand. Unfortunately, in education we do things differently. We lower the qualifications for entrance to the field until there are enough people available who will work at the unchanged salary.

If, this time around, we settle for any warm body who will teach, we will be in grave trouble for two reasons. First, college-educated men and women have a much wider range of careers open to them than ever before, so the pool of able college graduates available for teaching careers at the prevailing salaries is much smaller than it was in the past. Second, the highly technical nature of the world economy makes it imperative that we produce high school graduates who are far better educated than ever before. The performance of the entire elementary and secondary system of schooling must be radically upgraded at the very time that we are experiencing a severe shortage of teachers. That is the nature of the crisis we face.

Lead teachers would play a key role in setting the instructional policy of a school and in involving other teachers in decisions that affect instructional policy.

When placed against both the demographic challenges that confront us and the need to develop greater capacity in students by the time they graduate from high school, the case for structural reform becomes all the more compelling. If the education that was once reserved for an elite is now to be provided for all (or nearly all), then we have a productivity problem of major proportions, if we are not to bankrupt the country in our search for educational excellence.

Even if financing were not a consideration, we would still be forced to restructure the schools simply because the schools will get no more than their fair share of the best and the brightest college graduates. Teachers are obviously the most important resource in the educational lives of our children. It is imperative that we make the most efficient use possible of all our available resources, especially our teachers; it is even more important that we make the most efficient use of our very best teachers.

The proposals of the Carnegie Task Force promise to make the schools both more productive and more engaging places in which to work. The teachers, our children, and the public can only win if these proposals are enacted. K

A Nation Prepared: Teachers for the 21st Century

The Report of the Task Force on Teaching as a Profession

AN OVERVIEW

Carnegie
Forum
on Education
and the
Economy

THE REPORT OF THE TASK FORCE ON TEACHING AS A PROFESSION

On May 16, 1986, the Carnegie Forum on Education and the Economy released *A Nation Prepared: Teachers for the 21st Century*, the report of its Task Force on Teaching as a Profession.

This pamphlet presents a brief summary of the main themes of the report. A form for ordering the full report can be found on the last page.

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OVERVIEW OF THE REPORT

(Based on remarks made by Lewis M. Branscomb, Task Force chairman, on the occasion of the release of the Report.)

A reform movement that restores our schools to the standards of 1950 is not good enough. We must design them for the economic and social conditions America will face in the 21st century.

Modern science is driving advances in technology that permit huge increases in performance and reductions in cost. The most sophisticated technology is now available to other countries competing in world markets whose people are willing to work for wages one-tenth of our own. In this greatly changed environment, the only way this country can maintain its standard of living is to work smarter, more creatively, and faster than other less well educated people who are prepared to work longer hours and for lower wages.

Much of the routine work now done in the factory and the office will soon be done in low-wage countries or by machines. As our workers increasingly think for a living, the basic skills, however important, will become progressively insufficient. We will succeed only if all our workers are able to handle more complex tasks, make more independent decisions, and handle a broader range of decisions than they do today.

As technology advances, the interdependence of peoples and nations increases, and broadening knowledge is required to understand the meaning and implications of daily events. A new standard of education is becoming essential not only to the health of our economy, but also to the maintenance of our democratic way of life.

If this country is to provide for our citizens in these circumstances, then we need a new design for our public schools, and new incentive systems to make sure they perform effectively.

We believe that radical change in our schools may be easier to accomplish than incremental change. Reform is now proceeding piecemeal, leaving many teachers, administrators and school boards frustrated. Much of the educational and policy making community finds itself in political gridlock.

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To break out of this impasse, we propose a major program of coordinated changes in the schools, in teacher education, in professional standards, in systems of compensation, and in the compact between communities and education leaders in their schools.

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Any serious proposal for improvement must first contend with sobering demographic patterns.

The children of the postwar 'baby boom' are now swelling the number of children entering school. Yet we face a growing teacher shortage, a shortage exacerbated by the attractiveness of other career opportunities for college educated people.

Recent years have seen a dramatic improvement in the career opportunities available to college educated women. So, too, for minorities.

It is hardly surprising that, as careers in many professions open to well educated women, many fewer elect teaching. And, just as the percentage of minority children is rising, the percentage of new teachers from minority groups is falling.

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If we continue as we are today, school districts will lower standards, states will issue temporary licenses, and growing numbers of teachers will teach out of subject.

The best teachers now in the schools will be increasingly dispirited and will leave in increasing numbers, and the more academically accomplished students entering college will vote with their feet to avoid teaching.

The quality of education offered our children will decline at an accelerating rate, and the ranks of teachers will be filled by drawing on an ever larger fraction of the least qualified candidates from the pool of applicants.

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But we will only be deceiving ourselves if communities succeed in populating their classrooms with adults who go through the motions but are not effective teachers.

The only way to attract a sufficient number of qualified people into teaching is to alter the professional environment in the schools to make a teaching career attractive, and to open entry into the profession to all college arts and sciences graduates.

Our strategy is admittedly bold, but it can work. We would begin by:

- Raising the standards for teachers.
- Strengthening their educational preparation.
- Revamping their compensation system.
- Restructuring the schools to make teaching more effective, productive and rewarding.
- Encouraging communities to set goals for school performance, to which teachers can commit themselves, and for which they are willing to be held accountable.
- Mobilizing the nation's resources to prepare minority youngsters for teaching careers.

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We propose that a National Board for Professional Teaching Standards be created to establish and maintain high standards for teaching. It would develop new methods of assessment, both for subject matter competence and the demonstrated ability to teach.

The Board would issue certificates attesting to two levels of competence. A majority of the Board would be elected by other teachers who have already been Board-certified. Teachers would seek Board certification voluntarily; licensure would continue to be the responsibility of the states.

But we believe that school boards will be eager to recognize the value of Board-certified teachers in their recruiting, and teachers will be eager to achieve this objective recognition of their professional competence.

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Restructuring of the schools is needed to make the best use of those well qualified, certified teachers.

We envision two levels of responsibility within the school faculty: teachers and lead teachers.

Supporting them would be a variety of other staff, including instructors with subject matter competence but requiring supervision, a variety of technical and administrative staff, and student tutors.

It makes little sense to staff all the tasks in a school with people of identical responsibility. Yet this is the pattern in our schools today. Restructuring would enable schools to make much more efficient use of a very important resource—teaching professionals.

If, in addition, teachers are encouraged to work together in a collegial manner, making creative use of all the resources in the school in the best interest of all the students, it is very likely they would begin to break away from the traditional classroom compartmentalization of the school and the isolation of teachers from one another.

Finally, professional teachers, working within a context of clear goals for students set by the state and the district, should have a much greater voice in deciding how those goals are to be met. If professional teachers, who meet high standards, are allowed to work like professionals, they are more likely to deliver the quality of education of which they, and their support staff, are capable.

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If we expect a lot more from the professional teacher, we must provide a lot stronger educational system to educate our teachers.

We recommend phasing out the undergraduate baccalaureate degree in education, requiring instead that all teachers—including those who teach elementary school—have an arts and sciences baccalaureate.

A Master in Teaching degree would be introduced, with a strong focus on learning how to teach in real life situations. Internship and supervised residency conducted in participating local public schools are the core of this concept.

Under this arrangement, any college graduate in arts and sciences—including mature people in other industries interested in taking up teaching—could take the Master in Teaching program or enter teaching by an approved alternate path.

The potential pool of well educated people for future teachers would be greatly expanded.

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Even so, higher standards, a professional environment for teaching, and stronger education for teachers will not attract to teaching careers the more than 200,000 college graduates needed per year by 1992 unless the compensation system for teachers is restructured too.

We favor abolishing the current system of paying teachers more for taking continuing education courses, and instead basing compensation on four elements:

- Level of Board certification attained.
- Level of responsibility in the school.
- Experience (or seniority).
- Performance of the students in the entire school against agreed objectives.

The pay scale that reflects these elements must have an adequate starting salary and will have to rise, on the average. Salary range, from top to bottom, would also be increased substantially to reflect the same four elements.

To attract able college graduates to teaching, they will have to be paid competitively with other careers requiring a comparable education—accountants, for example.

Teachers also need opportunities for career advancement when their professional attainment and job responsibilities justify it.

Today's teachers 'top out' in salary after 10 or 12 years, except for annual cost of living raises. No wonder that half the people who enter teaching leave by their seventh year.

* * * * *

Clearly, if higher performance is expected of teachers, there must be incentives that justify their commitment, and they, in turn must accept accountability for the achievement of agreed upon goals.

This is what we mean by the performance-based element of compensation.

We visualize a school district discussing with the community, and with the educational leaders in the community's schools, the potential for progress of all the students in each school. Each year's goals are agreed to by the teachers, who are rewarded collectively if the goal is overachieved.
Our schools have very little experience with such incentive systems; a great deal of discussion with teachers and school officials will no doubt be required to find satisfactory methods.

But citizens in the community must be able to measure whether their investments in reform are producing the desired results.

Teachers should have incentives to work together creatively to address the needs of all the children in the school.

* * * * *

Finally, it must be said that the most serious challenge may be to make sure that the teaching force is broadly representative of the whole population while higher standards are imposed.

No one—especially no minority parent—would want differential standards, with minority teachers held to a lower standard. Minority children—indeed all children—need the very best teachers, representing all races and ethnic backgrounds in America.

Higher standards are most important to insure that those children from poor families are given every chance to break out of the cycle of poverty. But to insure their motivation and self confidence, these children must encounter teachers from their own background from time to time.

Improving the compensation system for all teachers and making their work more attractive will, of course, equally attract minority as well as white teachers.

But so many minority students are lost from leaks in the educational pipeline, that the pool of minority college graduates is too small to provide teachers in numbers anywhere near approaching the mix of the students.

In this area, partnerships of community-based organizations, businesses, higher education institutions and schools funded from state and federal sources will have to address the education of disadvantaged students starting at precollege levels, in order to produce more minority teachers.

* * * * *

The program just described will be expensive. So too will continuing on present course and speed.

But there is every reason to believe that these reforms will increase the productivity of the most qualified teachers, and will eventually reduce the cost of teacher education by reducing teacher turnover.

Substantial savings in other sectors would also follow—for example, by reducing the need for remedial courses in the freshman year of college.

But, if communities want these kinds of schools, additional investment will be needed.

Fortunately, we estimate the total cost, if spread over a ten year period, could be met by increasing public school investments at the same rate of growth as the economy as a whole.

Will Americans make this investment?

I believe they will, once they understand what is at stake. If our standard of living is to be maintained, if the growth of a permanent underclass is to be averted, if democracy is to function effectively into the next century, our schools must graduate the vast majority of students with achievement levels long thought possible only for a privileged few.

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[1] *Signed the Report with reservations.*

THE CARNEGIE FORUM ON EDUCATION AND THE ECONOMY

The Carnegie Forum on Education and the Economy, a Program of Carnegie Corporation of New York, was established in January 1985. The Forum was created to draw America's attention to the link between economic growth and the skills and abilities of the people who contribute to that growth, and to help develop education policies to meet the economic challenges ahead.

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ADVERTISEMENT

Where We Stand

by Albert Shanker President American Federation of Teachers

Revolutionary Report Professionalizes Teaching

California Commission Calls It Right

Still another education report? Yes, and this one's a blockbuster. "Who Will Teach our Children?: A Strategy for Improving California's Schools" is the report of the California Commission on the Teaching Profession. The commission was appointed by three public officials—the chairs of the Senate and Assembly Education Committees and the State Commissioner of Public Instruction—acting in their private capacities. The commission was funded privately by the Hewlett Foundation. While it dealt specifically with California, the problems the commission addressed and the solutions it recommends have clear national significance.

In the last few years states have passed laws and issued regulations requiring students to take math, English, science, social studies. In many states students can't graduate without passing competency tests in these areas. But it's easier to pass laws and issue regulations than to implement them. How will the students master these subjects unless there are teachers who can teach them? The warning signals are everywhere. In spite of talk about tougher and higher standards, more and more uncertified and unqualified teachers are being hired across the country. New York City has employed 13,000 teachers who haven't met the minimum standards. Baltimore schools gave a test to prospective teachers, then hired those who failed the examination, because there were more job openings than applicants who passed. Tens of thousands of classes are taught by misassigned teachers—teachers qualified in one subject teaching a different subject in which they are not qualified.

I have traveled across the country over the last two years attending conferences on the question of how we can attract and retain qualified teachers. I haven't heard of any similar conferences on how to attract and retain qualified doctors, dentists, engineers or lawyers. In each of these and other fields it's understood that ours is a free market economy. Shortages are not remedied by holding conferences but by improving incentives. Of course, the reason for all these conferences on how to attract and retain qualified teachers is that there's a desire to do it without changing current incentives, and that just can't be done.

Unless there are major changes schools across the country will employ more and more teachers who cannot pass minimum competency tests themselves. Once hired, such teachers will have to be carefully watched and supervised, thus making the job even less attractive to the competent. All the hope for reforms and improvements will go down the drain.

The California Commission report is revolutionary. While it calls for major improvements in teacher salaries and working conditions. it goes far beyond. It calls for turning teaching into a true profession by making it self-governing in the same way other professions are. It would create a California Teaching Standards Board, with a majority of teachers, which would establish standards for entry and advancement in the profession, develop a code of ethics for the teaching profession and establish requirements for creating new categories of teachers such as mentors, peer evaluators and staff developers as part of a career ladder plan. It would also establish standards for suspending or revoking teaching credentials. In addition—

- It calls for a radical alteration of teacher preparation and training by requiring all teachers to have a four-year liberal arts education with subject matter majors and minors, followed by a year of graduate study in professional education and a one-year residency.
- It creates a "board-certified" classification, so that teachers with added study and outstanding demonstrated skills can gain recognition and earn more on the basis of objective statewide procedures.
- Teachers would get full salary credit if they moved from one district to another, giving them the same opportunity as other professionals—or anyone else—to move within a career from one location to another.
- It calls on the legislature and school boards to establish a widespread system of sabbaticals.

The report restructures the teaching career, since under the plan teachers would not only perform their usual classroom functions but would also help train new teachers and have sufficient time to conduct research and to share ideas with colleagues. Teachers would not be mere hired hands doing what they're told by supervisors. They'd be more like senior partners in a law firm. In a recommendation on how to "involve teachers in school decision-making," the commission said teachers should be involved in "a range of responsibilities," including selection of new teachers, evaluation of teachers' performance, helping establish goals for the school, development and coordination of curriculum across grade levels and within departments, design and conduct of inservice education at the school site, and the organization of the school for effective instruction, among other items,

Another major change called for is that schools would be required to publish an index to inform the public at least every two years of the conditions for learning and teaching in every school in the state. Among the items that would be reported on in such an index, the commission said, should be "class size, teacher assignments outside the area of competence, time spent by teachers on non-teaching tasks, availability of qualified personnel to provide counseling and other special services for students, availability of well qualified, adequately compensated substitutes" and "teachers' assessment of the quality of school leadership," among other items.

Other major aspects of this revolutionary document will be covered in a subsequent column. The California commission had the courage to state that there's a high pricetag for what it recommends, but it believes that the alternative—failing to educate youngsters well or even adequately because the state has not been able to attract and keep good teachers—will be even more costly in the long run. What is true in California is also true for the rest of the country.

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