

GA 4/175.2/R29/1990

c.2

COLORADO STATE PUBLICATIONS LIBRARY
GA4/175.2/R29/1990 c.2 local
Colorado General Assembly Committee on Teacher



3 1799 00026 6619

COMMITTEE ON TEACHER EMPLOYMENT AND COMPENSATION

Report to the
Colorado General Assembly

November 1990



AL MEIKLEJOHN
State Senator
7540 Kline Drive
Arvada, Colorado 80005

Senate Chamber
State of Colorado
Denver

COMMITTEES
Chairman of:
Education
Member of:
Business Affairs
and Labor
Transportation

To Members of the Fifty-Seventh Colorado General Assembly:

Submitted herewith is the final report of the Committee on Teacher Employment and Compensation. This committee was created in H.B. 90-1159 and was charged with conducting a study of the teacher compensation issue and its relationship to performance along with other teacher training and employment questions. The committee was asked to report to the general assembly on or before December 15, 1990.

Respectfully submitted,

A handwritten signature in black ink, appearing to read "Al Meiklejohn", written in a cursive style.

Senator Al Meiklejohn
Chairman
Committee on Teacher Employment
and Compensation

COMMITTEE ON TEACHER EMPLOYMENT AND COMPENSATION COMMITTEE MEMBERSHIP

Governor's Appointments

Daniel J. Kaup
Joyce L. Martinez
Dan R. Morris
Fleta W. Nockels
Yvonne B. Parker
James A. Smith

Colorado Association of School Boards
Colorado Association of School Executives
Colorado Education Association
Colorado Federation of Teachers
Colorado PTA
Citizen

President of the Senate's Appointments

Senator Al Meiklejohn
Cindy Jackson
Sam Sakurada

Majority Party Senator
Elementary Teacher
Secondary Teacher

Speaker of the House's Appointments

Representative Jeanne Adkins
Warren G. "Gil" Gilbertson
Robert C. Bledsoe
Michael M. Bass

Majority Party Representative
State Board of Education Member
Parent
Business Community Member

Minority Leaders' Appointments

Senator Pat Pascoe
Representative Wayne Knox

Minority Party Senator
Minority Party Representative

Committee Staff

Carol Ruckel

Colorado Department of Education

Office of Legislative Legal Services

Alice Boler Ackerman
Dan Cartin

Assistant Director
Staff Attorney

INTRODUCTION

Charge

The Teacher Employment and Compensation Committee was established in 22-63-104 C.R.S. Its charge included: studying the issue of teacher compensation and its relationship to performance; teacher training and mentor or master teacher programs; consideration of experience when a teacher transfers from one district to another; training, certification and performance evaluation of administrative personnel; peer coaching; and current evaluation procedures for teachers and whether minimum state standards should be set.

Activities

The committee met six times between July and October. A list of those who testified is found in the Appendix.

Following are the policy statements adopted by the committee. These statements are based on testimony and reports provided to the committee. Some of the statements endorse proposed legislation (from the Interim Committee on Education) and one recommends funding of a program established under the Public School Finance Act of 1988.

TEACHER EMPLOYMENT AND COMPENSATION COMMITTEE

POLICY STATEMENT #1: SCHOOL INCENTIVES

Background

The Committee endorses the concept of rewarding exemplary schools which demonstrate improved or sustained high educational performance of students as measured in a variety of ways and as related to state, district, and school goals. Testimony presented to the Committee (Dr. Barbara Holmes, ECS) indicated that school-based incentives and rewards are more effective than those for individuals. School incentives also promote an atmosphere of mutual support, teamwork, and site-based shared decision-making.

Committee Position

The Committee supports the School Performance Incentive Awards Program developed by the Colorado Department of Education under provisions of the Public School Finance Act of 1988, Part 2 (Educational Achievement).

The Committee further recommends that the General Assembly provide funding for the program in the amount of \$200,000 for the fiscal year 1992.

Adopted by the Teacher Employment and Compensation Committee
10/24/90

POLICY STATEMENT #2: CAREER LADDERS

Background

The Committee recognizes that education systems today include a broad variety of jobs and tasks and that classroom teachers both seek and are asked to assume responsibilities beyond normal classroom duties. Occasionally these non-traditional duties are compensated (either in compensatory time or in pay), but more often there is no consistency in compensation patterns within schools, districts or between districts.

Current statute permits *pilot* alternative salary policies (Alternative Salary Policies for Teachers Act, 22-66-101 et seq) but does require reporting to the Department of Education prior to the implementation of such policy in a school district. The statute also requires that a district utilize an advisory committee in the policy's development, implementation and evaluation. Teacher performance must be one of the criteria used in placing a teacher on an alternate salary schedule under this program.

There does not seem to be any restriction on a district adopting a salary schedule which includes a career ladder and which is **not** considered a pilot program.

Committee Position

The Committee endorses the development of career ladder systems which would define differentiated roles and duties within schools and districts and could provide the basis for differentiated pay systems. The Colorado Department of Education should promote the development of such systems and provide requested technical assistance to school districts.

Adopted by the Teacher Employment and Compensation Committee
10/24/90

POLICY STATEMENT #3: TEACHER LICENSURE BILL

Background

The Committee recognizes that current trends in teacher certification/licensure are leading to differentiated tiers of licenses for practitioners with different expected skill levels. Testimony presented to the Committee from CDE included the recommendations of the Commission on Teacher Education and Certification to the State Board of Education, based on the work of seven broad-based task forces, which include such a proposed system.

The multi-tiered licensing approach could be used by school districts to reward economically those teachers who ultimately attain higher levels of licensure.

Committee Position

The Committee endorses the concepts of tiered licensing, training, standards and standards boards contained in the draft "Colorado Educator Licensing Act of 1991" as proposed by the Interim Committee on Education.

Adopted by the Teacher Employment and Compensation Committee
10/24/90

POLICY STATEMENT #4: CONTINUING, INTEGRATED POLICY DIALOGUE

Background

The Committee agrees with the statements contained in the legislative declaration of the draft legislation "Concerning the Establishment of a Partnership for an Educated Colorado:"

That there needs to be a unified system for the education and training of children and adults who will be the future work force of Colorado...

that there needs to be a coordinated state policy, both short-term and long-term, for the education and training system of the state that addresses the educational needs of Coloradans from early childhood through postsecondary education...

Committee members have experienced the breadth of viewpoints that are available when representatives of various constituencies share a task; they recognize the value of using a broad-based group of representatives of all aspects of Colorado's education system to make recommendations regarding priorities and funding emphases for the future.

Committee Position

The Committee endorses the concepts in proposed legislation to create a Partnership for an Educated Colorado.

Adopted by the Teacher Employment and Compensation Committee
10/24/90

POLICY STATEMENT #5: SCHOOL-BASED RESEARCH

Background

A concern raised by committee members is related to education research, and the small amount of research being conducted in schools in Colorado as opposed to research and development projects in large universities in other states. Research efforts could include such topics as curriculum relevance to current student populations, parent involvement, effective practices in dropout prevention, remediation, early childhood education, K-3 needs, and alternative assessment techniques.

Committee Position

The Committee recommends that the Colorado Commission on Higher Education, the governing boards of state institutions of higher education, local school boards and the Colorado Department of Education encourage research partnerships between schools or school districts and institutions of higher education which are authorized to conduct programs of teacher education. The establishment of a fund to provide education research stipends to classroom teachers participating in these partnerships should be explored.

POLICY STATEMENT #6: MERIT/PERFORMANCE BASED PAY

Background

Results from the 2+2 Project component on career ladders indicate that pilot programs attempting to design and implement merit pay programs evolved into differentiated pay systems - more pay for more or different work. Testimony was presented by NCSL regarding three pay-for-performance plans in Tennessee, North and South Carolina. Comments included: evaluations support findings of improved teacher evaluation and increased focus on instruction; career ladder programs seem to be better accepted than merit pay plans; plans are evolving constantly, precluding comprehensive evaluation to date; state funding is substantial and increases over time; time for development and implementation is crucial (also reported by the 2+2 Project). Plans with strong local options seem to be the most successful. It was noted that states pursuing these approaches have significantly more state control than Colorado including state curricula and achievement testing.

Current statute in Colorado is permissive in this area.

Committee Position

A special study committee should be formed by the State Board of Education to focus on the issue of merit/performance based pay plans. Its charge could include the conceptual design of merit/performance-based pay plans which could be adopted and adapted by interested local school districts. The committee's work should include the development of model criteria to be used to measure teacher performance for participation in such a plan.

Adopted by the Teacher Employment and Compensation Committee
10/24/90

APPENDIX

Persons Testifying Before the Committee on Teacher Employment and Compensation

For further information on testimony provided, refer to the Colorado Department of Education staff summary of the committee meeting on file at the Colorado Department of Education, room 501. All individuals testifying reside in Colorado.

August 16

- Richard Laughlin and Carol Ruckel, Colorado Department of Education
- Connie Kaprowicz, National Conference of State Legislatures
- Richard Weber, Adams 14 School District
- Steven Jones, Mountain Board of Cooperative Educational Services

September 12

- Barbara Holmes, Education Commission of the States
- Ron Musgrave, Fountain School District
- John Reid, Colorado Education Association
- Dick Lansford, Jefferson County Schools

September 19

- Barbara Holmes, Education Commission of the States

October 3

- Gene Campbell, Colorado Department of Education
- Jan Silverstein, Colorado Department of Education
- Barbara Zahn, Aurora Public Schools and Carol Ruckel, Colorado Department of Education

October 24

- Wayne Martin, Colorado Department of Education

RESOURCES

_____. Article 9, "Certificated Personnel Evaluations," Colorado Revised Statutes (as amended 1990).

_____. Article 66, "Alternative Salary Policies - Pilot Programs," Colorado Revised Statutes.

_____. Memorandum No. 10, "Senate Bill 2 -- Partnership for an Educated Colorado." September 27, 1990.

_____. Memorandum No. 11, "Background on Senate Bill 2." October 1, 1990.

_____. Memorandum No. 13, "Bill 4 -- Concerning the Licensure of Educators." October 1, 1990.

Campbell, Eugene. "Recommendations for Policy Changes in Teacher and Administrator Licensure." October 1, 1990.

Cartin, Dan. "Funding Incentive Programs - Eight Examples." 1990.

Christensen, Judith C., John H. McDonnell, and Jay R. Price. Personalizing Staff Development: The Career Lattice Model. 1988.

Colorado Department of Education. Career Ladders, Program for Educational Quality Report. 1988.

Colorado Department of Education. "Certificated Personnel Performance Evaluation." 1989.

Colorado Department of Education. 2+2 Project Report 1987. 1987.

Colorado Department of Education. "Colorado Educational Excellence Program." 1990.

Colorado Department of Education. Document on total program funding 1989 and 1990. October 24, 1990.

Colorado Department of Education. School Performance Incentive Awards Program 1990 Application. 1990.

Colorado State Board of Education. Strategies for Excellence. 1989.

Colorado Commission on Teacher Education and Certification. Recommendations Concerning the Revision of Teacher Education and Certification Policies in Colorado. September 13, 1990.

Colorado Department of Education. "Colorado Salary Data: 1990 CDE Annual Report." 1990.

Far West Laboratory. "Utah's Career Ladder System: A Major Stride in Teacher Renewal," Research and Practice. Spring 1990.

Furtwengler, Carol B. "Lessons from Tennessee's Career Ladder Program," Educational Leadership. April 1987.

Interim Committee on Education. "A Bill for an Act Concerning the Establishment of a Partnership for an Educated Colorado." (draft) 1990.

Interim Committee on Education. "A Bill for an Act Concerning the Licensure of Educators." (draft) 1990.

Jones, Steven. Professional Salary System materials. 1989.

Kaprowicz, Constance L. Various materials on career ladder systems. 1990.

National School Boards Association. Rewarding Excellence: Teacher Compensation and Incentive Plans. 1987.

Ruckel, Carol. "Alternate Salary Policy Survey." 1990.

State Certificated Personnel Performance Evaluation Council. Colorado's Certificated Personnel Performance Evaluation System: 1988 Assessment. Fall 1988.

Southern Regional Education Board. Career Ladder Clearinghouse Reports. 1989 and 1990.

Turner, Rebecca R. "Teachers Speak Out About Their Evaluations," Learning86, Vol. 15, No. 2. September 1986.

Weber, Richard A. Various materials on merit pay proposal. 1990.