



# Citizens League Report

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## COOPERATIVELY- MANAGED SCHOOLS: *Teachers As Partners*

*Public affairs  
research and education  
in the Minneapolis-Saint Paul  
metropolitan area*

Citizens League Report

COOPERATIVELY-MANAGED SCHOOLS: Teachers as Partners

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## SUMMARY

Minnesota needs to improve its public school education. By international measures, our students are losing ground. By market measures, public education does not equip students with the writing and thinking skills needed to maintain, much less increase, Minnesota's high standard of living.

To improve public education we turn to teachers, who develop the closest relationships with students and whose daily contact allows them to understand student's educational needs.

Minnesota has many caring, dedicated, and talented teachers. They often do not receive the recognition or respect they deserve. But the educational system is not designed for the highest productivity of teachers or the highest achievement of students. Reorganization of the educational system is necessary to ensure that students and teachers have the opportunity to reach their highest potential.

In 1982, the Citizens League urged Minnesota to expand educational choice -- to permit families and educators to select among various public schools. Increased "choice" for parents and students is happening in Minnesota. In Minnesota and many other states, analysis of "choice" is positive -- students are studying harder and learning more; parent and student satisfaction are high. After looking at the results of choice, the Carnegie Forum on Education and the Economy, the National Governors' Association, and other prominent national education experts endorsed "choice" among public schools as a critical element to improving public education.

But "choice" doesn't mean very much if schools are all the same. All of the reports and experts who endorse "choice" also endorse expanding authority at the local school level so teachers have the opportunity to create distinctive schools. Empowering teachers is another piece of the strategy to improve public education.

We believe that teachers should be treated more like professionals. A central feature of any other profession is that the client chooses the professional.

Minnesota teachers are at once similar to and different from other states' teachers.

### Similar because:

- a) teachers receive unique fringe benefits (including a nine-month work year, with about three weeks off during those nine months, and shorter required working days);
- b) teachers are often required to perform non-teaching duties without pay (e.g. lunchroom, hallway, playground and bus patrol);
- c) teachers work without support resources common to other professionals (e.g. phones, secretaries, professional journals);
- d) teachers are not usually involved in the management of their schools, and
- e) teachers often criticize their own professional preparation.

Different because:

- a) Minnesota teachers receive above average starting salaries when compared to other similarly educated college graduates, and
- b) students enrolled in teacher training programs perform at average levels when compared to other college students.

Almost one-half of current Minnesota teachers are expected to leave teaching within the next six years, most through retirement. Some will leave to seek careers in fields where professionals have more influence, get more respect, and have opportunities for more compensation.

While the exit of a large number of teachers is a problem, it provides an unusual opportunity to examine the role of teachers in public schools and the delivery of education.

We conclude that it is most important to change the nature of teaching and the distribution of teaching tasks and rewards. That change will come when we provide teachers with real opportunities to become involved in the management of their schools.

The nature of professionalism requires that teachers seize the opportunity to become involved rather than having that opportunity forced upon them by others.

PUBLIC SCHOOL MANAGEMENT

We recommend the creation of COOPERATIVELY-MANAGED SCHOOLS, where teachers participate in making operational decisions for their schools.

Current school structure does not allow teachers to implement their ideas for improvement. Instead, in most schools a clear line is drawn between teachers, administrators, and school boards -- between those who may influence and decide and those who carry out instructions. Where teachers are involved, it is a result of the leadership in any given school or school district, rather than the result of explicit policy.

Teachers should examine whether the management structure of public education is appropriate, given the changing needs of students. After their evaluations, teachers should propose, and school boards should act on, plans for operating individual schools. These plans should include resource allocation, staffing, performance evaluation, compensation, promotional opportunities, training and development, parent participation, and liability insurance.

With responsibility comes accountability. As teachers become involved in the management of their schools, they should be held accountable for the achievement of students. We distinguish between accountability and responsibility. Teachers cannot be exclusively responsible for student learning because many factors beyond the teacher's control influence learning (i.e. the student's home environment and health). Teachers, however, should be accountable for students' learning by documenting why some students fail as well as why some succeed. This accountability through documentation should be similar to that practiced in other professions (e.g. lawyers document cases, physicians document patient diagnosis and treatment, accountants document audits).

With professional accountability comes risk. Teachers should not expect more job security than that available to professionals at large. Satisfactory performance (of teachers and students) is likely to become extremely important in continued employment.

Increased risk requires that cooperatively-managed schools have flexibility to function differently from the schools we know today, from different uses of personnel and technology to different work hours. For that reason, special agreements between school boards and teachers in cooperatively-managed schools should be negotiated.

Because there are risks, we expect the extent of teacher involvement in school management to vary. Our own inquiries indicate that even though many teachers are interested in managing their schools, many others are not. And even among teachers expressing interest, not all responsibilities within a school might be appealing. The significance comes in being able to decide, not in the decision itself.

### TEACHER EDUCATION

We recommend strengthening teacher education programs by:

- a) strengthening the liberal arts preparation of all teaching students;
- b) increasing the clinical requirements of student-teachers;
- c) sharing staff between colleges of education and public schools;
- d) increasing attention to research on effective teaching;
- e) instilling in teachers the value of and skills to become actively involved in decisions made for their schools, and
- f) making teacher education more flexible and thus attractive to other professionals seeking a career change.

Teachers openly criticize their preparation. Many teachers strongly believe that there should be more and better student-teaching opportunities, assistance and supervision from experienced practicing teachers, and more joint staffing between K-12 public schools and colleges of education.

Research on effective teaching should be widely disseminated by colleges of education. Knowledge about effective teaching is as necessary as experience in determining how a school should be managed and how students should be taught.

Teacher education will have to be strengthened if teachers are to be allowed the opportunity to participate actively in the management of their schools. Specifically, teacher education should instill the importance of being actively involved in the decisions made in schools. And teacher education programs should equip teachers with the skills necessary to participate in educational decisions to be made in cooperatively-managed schools.

Teacher education programs should be more flexible in order to attract highly qualified professionals seeking another career. Instead of requiring completion of rigid requirements by highly qualified professionals, teacher education programs should measure and provide credit for previous experience.

## TEACHER LICENSING

We recommend that the Board of Teaching strengthen and raise teacher licensing standards by:

- a) requiring successful completion of subject matter tests and an internship period prior to granting initial licenses to teachers;
- b) increasing the involvement of practicing teachers in the decisions to license, and
- c) providing special licensing provisions to permit professionals in other fields with special qualifications to teach in public schools.

Many skills are necessary to ensure teaching competency. For that reason, we recommend that teachers be required to successfully complete subject-matter tests and internship periods prior to becoming fully licensed. Subject matter tests should ensure that teachers have the knowledge necessary to teach. Internship periods should ensure that teachers have the skills to translate their knowledge as managers of information.

Experienced and successful practicing teachers should be recognized and given responsibilities central to the licensing process. Specifically, these teachers should evaluate a student teacher's subject-matter competency (through tests) and teaching skills (during an internship period.)

Highly trained and experienced professionals in other fields should be able to enter teaching without having to fulfill rigid teacher education requirements. Providing special licensing procedures is not meant to diminish the importance of ensuring strong teaching skills. Nevertheless, the Board of Teaching should evaluate the experience of professionals in order to facilitate entrance into teaching and enhance the educational offerings in public schools.

Prior to renewing teaching licenses, the Board of Teaching should ensure continued competency in the subject-matter.

To ensure continued competency, re-licensure should include an evaluation of teaching performance and study in the area of licensure.

Experienced and successful practicing teachers should be involved in this re-licensure process.

Teachers are central to improving the educational levels of children. Implementing the recommended changes provides teachers with opportunities to increase the performance of students and make teaching the profession it needs to become.

## INTRODUCTION

"We need...to have a nation of people who can communicate complete thoughts to other people in a compelling way; who can draw on a wide range of knowledge and apply it to problems that neither they nor their teachers have ever encountered before. We need a nation of workers who are both analytic and creative, who can bring their intelligence to bear in an interesting way on new and novel problems.... We need a nation of people, ultimately who will think for a living -- that's what's going to make the difference....To turn out a nation of kids with these skills...we need teachers who can write well, think well, who are deeply and well-educated, and can apply what they know to novel problems in creative ways." 1

During 1986 several national and state groups examined whether the educational preparation of students is adequate to meet future needs. Their unanimous conclusion was no. And without exception, these groups said that teachers are critical to upgrading the education of children in public schools.

The focus on teachers results in the asking of more and different questions of public schools: What is teaching? What direction should public policy take to ensure that students can think, write, and communicate in the future? How will we know when we are successful?

Many factors influence educational achievement. Parents and home environment are the most important. As society becomes more diversified and problems increase, characteristics of students change. Education cannot be viewed in isolation from other social issues -- all are interrelated.

While other factors play important roles in determining eventual student achievement, the focus on teaching is deliberate. Teachers are the public's first link to students.

Public educational policy intervenes to ensure that teachers and students have the opportunity to reach their highest potential and to provide teachers with the flexibility to respond to changing students and rising educational expectations.



## FINDINGS

### I. EDUCATION IMPROVEMENT -- GENERALLY

A. During 1986 several national reports called for improvement in education. The major focus of these reports is on teachers and the condition of teaching.

1) Carnegie -- The Carnegie Forum on Education and the Economy warned that "America's ability to compete in world markets is eroding.... As jobs requiring little skill are automated or go offshore, and demand increases for the highly skilled, the pool of educated and skilled people grows smaller and the backwater of the unemployable rises. Large number of American children are in limbo -- ignorant of the past and unprepared for the future...." 2

To accomplish the educational outcomes needed for the future, the report recommends the following changes in teaching:

- \* a) create a national board for professional teaching standards, organized with a regional and state membership structure, to establish high standards for what teachers need to know and be able to do, and to certify teachers who meet that standard;
- \* b) restructure schools to provide a professional environment for teachers, freeing them to decide how best to meet state and local goals for education while holding them accountable for student progress;
- \* c) restructure the teacher force, and introduce a new category of lead teachers with the proven ability to provide active leadership in the redesign of the schools and in helping their colleagues to uphold high standards of learning and teaching;
- \* d) require a bachelor's degree in the arts and sciences as a prerequisite for the professional study of teaching;
- \* e) develop a new professional curriculum in graduate schools of education leading to a Master in Teaching degree, based on systematic knowledge of teaching and including internships and residencies in the schools;
- \* f) mobilize the nation's resources to prepare minority youngsters for teaching careers;
- \* g) relate incentives for teachers to schoolwide student performance, and provide schools with the technology, services, and staff essential to teachers' productivity, and
- \* h) make teachers' salaries and career opportunities competitive with those in other professions.

2) National Governors' Association -- The National Governors' Association's report "Time for Results: The Governors' 1991 Report on Education" also linked educational outcomes to economic success. "Better schools mean better jobs.... To meet stiff competition from workers in the rest of the world, we must educate ourselves and our children as we never have before." The report analyzed educational improvement generally, but recognized the importance of good teaching and quality teachers.

The task force on teaching recommended that governors:

- \* a) convene statewide panels to review national teacher policy reports;
- \* b) support the creation of a national board of professional teachers' standards;
- \* c) develop state initiatives to encourage professional school environments;
- \* d) challenge the higher education community on teacher education;
- \* e) build the case for sustained real-dollar increases in education spending;
- \* f) define and put into place a comprehensive teacher recruitment strategy;
- \* g) announce the end of emergency teaching licenses;
- \* h) listen to the suggestions of teachers, principals, board members, and others;
- \* i) recognize outstanding teaching, and
- \* j) establish state intervention procedures for cases of education bankruptcy (providing for the education of children in school districts that cannot or will not respond to repeated evidence of system-wide failure).

3) Holmes -- The Holmes Group, made up of deans of schools of education in some of America's research universities, focused on teacher education. "Tomorrow's Teachers: A Report of the Holmes Group" found that "American students' performance will not improve much if the quality of teaching is not much improved. And teaching will not improve much without dramatic improvements in teacher education."

The Group proposed that higher education institutions establish accreditation standards that reflect the following goals:

- \* a) making the education of teachers intellectually more solid (by requiring mastery of liberal arts);
- \* b) recognizing differences in teachers' knowledge, skills, and commitment, in their education, certification, and work (with the establishment of three levels in teaching -- instructor, professional teacher, and career professional teacher);
- \* c) creating standards of entry to the profession that are professionally relevant and intellectually defensible (by developing and administering a series of professional teacher examinations that will provide a credible basis for issuing teaching credentials and licenses);
- \* d) connecting higher education institutions to schools (by establishing professional development schools and other working partnerships among university faculty members, practicing teachers, and administrators), and
- \* e) making schools better places for teachers to work and to learn (by restructuring the division of authority between administrators and teachers).

B. Minnesota groups, too, issued reports on the course educational improvement should take.

1. Governor's Discussion Group -- Minnesota's Governor's Discussion Group found that "Minnesota education has an outstanding record of service...[but] there is real concern about the future." The group proposed visions for a changed public education system -- a system that has the ability and motivation to be continually changing and improving itself. Several of the group's vision statements focused on teachers. The group recommended:

- \* a) involving teachers in the establishment of district-wide education policy,
- \* b) significantly increasing teacher autonomy and discretion in determining the ways in which local education policies are to be achieved...so that teachers (and principals) can be accountable for learning,
- \* c) empowering teachers and supporting their movement to higher standards of education and performance...so that they can expand to new and more professional roles, and
- \* d) supporting professional development for teachers...so that their knowledge, skills, and attitudes will make it possible to provide a higher level and different kinds of learning.

2. Teacher Unions -- The Minnesota Federation of Teachers authored "Striking a Better Bargain: Strategies for the Future of Education." Its recommendations for professionalizing teachers:

- \* a) restructure the career of teaching by:
  - establishing rigorous entry requirements,
  - monitoring and controlling supply and demand,
  - improving teacher training,
  - providing competitive entry level salaries and alternative salary schedules for career teachers;
- \* b) empower teachers by:
  - giving teachers decision-making authority,
  - adopting procedures and policies that allow teachers to act autonomously in areas that relate to the performance of their professional duties, and
- \* c) require teacher accountability for meeting and achieving goals.

The Minnesota Education Association's report "Sharpening Our Competitive Edge: Educating a New Generation" focused on educational improvement in general. The report found that education's building process must begin at the community level and encouraged the participation of parents, teachers, and businesses.

3. Regulatory Agencies -- The Minnesota Board of Teaching and the Higher Education Coordinating Board task force issued "Minnesota's Vision for Teacher Education: Stronger Standards, New Partnerships." The task force considered what future teachers need to know upon completing their pre-service education in order to be effective in their jobs. The group recommends a comprehensive set

of dispositions, skills, and knowledge as the preferred outcomes of teacher education programs. Specifically, teachers should have:

- \* a) positive dispositions toward themselves, learners, the practice of teaching, and the profession of teaching;
- \* b) intellectual skills, including the ability to communicate, think, assess, plan, instruct, evaluate, manage behavior, and demonstrate values, and
- \* c) knowledge of people, cultures, the structure of knowledge, their specific discipline, human development, communication, scientific inquiry, and professional literature.

How the desired outcomes are achieved was not a concern of the task force.

Other changes to teacher education programs recommended by the task force include:

- \* a) redesigning the curriculum to include strong liberal arts preparation;
- \* b) development of working partnerships between colleges, universities, K-12 schools, and the Minnesota Department of Education.

The task force also recommends other changes, including:

- \* a) creating mentorship roles for superior teachers to support and enhance the effectiveness of beginning and peer teachers;
- \* b) a formal induction period for all beginning teachers;
- \* c) evaluation of teacher education programs to measure outcomes of beginning teachers.

The Minnesota State University System issued "Strengthening Teacher Preparation in the Minnesota State University System" in April, 1987. It recommends:

- \* a) adoption of comprehensive statements of teacher education program purposes and outcomes. The statement should guide the preparation of teachers and shape the selection and application of program policies and resources;
- \* b) production of data on the proficiency of graduates in attaining program goals and participation in designing a teacher-licensure assessment process;
- \* c) curriculum for teacher-education programs reflect a strong liberal arts emphasis and provide opportunities to learn both the art and science of teaching;
- \* d) participation by university faculty and staff in the creation of effective educational policy;
- \* e) the development of working partnerships between and among colleges, universities, schools, and other agencies to design and deliver teacher education at the pre-service and in-service levels;
- \* f) use of K-12 teachers and staff in a variety of roles in the preparation of prospective teachers and teachers holding initial licensure;

- \* g) an induction period for initially licensed teachers prior to being awarded a continuing license;
- \* h) designing programs for staff development to ensure continued professional growth;
- \* i) assessment and evaluation of curricular structures for delivering effective teacher education, and
- \* j) appropriation of resources to institutions for induction programs, faculty development, improved clinical experiences, greater linkages with school districts, research, and the evaluation of current practice.

C. Other states are using "choice" as the means to improve education.

Massachusetts, New York, Florida, California, Maine and Washington recently expanded choice for persons attending public schools. All of these states are finding that choice increases: student achievement, parent involvement, and morale. Choice also encourages racial and economic integration and reduces the dropout rate.

The director of Massachusetts Bureau of Equal Educational Opportunity states:

"...Choice can do much to promote equity. It does so by creating conditions which encourage schools to become more effective...by allowing schools to specialize and meet the needs of some students very well rather than all students at a level of minimum adequacy, and it does so by increasing the influence of parents over the education of their children in a way which is largely conflict free...."3

(For Minnesota's choice programs see pages 13 and 14.)

## II. THE NEED FOR PUBLIC EDUCATION IMPROVEMENT IN MINNESOTA

### A. Minnesotans are concerned about education.

Twenty-three percent of Minnesotans surveyed in 1985 mentioned education as one of three most important issues -- up from 17 percent in 1984. Only taxes (75 percent) and unemployment (32 percent) were mentioned more often. 4

Employers are dissatisfied with the skills and work attitudes of new employees. 5 Minnesota employers commented that 45 percent of their employees have fair or poor reading skills and 64 percent have fair or poor writing skills. 6 As a result, more employees are receiving remedial education and training paid for by employers.

### B. Minnesotans do not agree on the source of the problem(s) of public education.

Most Minnesotans (68.2 percent) believe problems in public education are outside of the educational environment. Another 20.2 percent believe that schools themselves are the problem. The remaining 11.6 percent feel the problems are a mix of individual sources. 7

### C. Student achievement is average.

1. Generally -- For many years Minnesota students have performed better than the national average on college entrance examinations (PSAT, SAT, and ACT). Some persons argue that Minnesota students' higher scores are related to the fact that fewer students take the tests in this state than in other states.

Even though Minnesota students compare favorably with students of other states, the results of college entrance exams are declining. Some argue that the decline is the result of higher numbers of students within the state taking the tests than in previous years.

In 1984, Harvard researchers adjusted SAT scores two ways: to account for a) compositional and b) demographic factors. The result: Minnesota students' rank dropped from 7th to 26th. 8 Another Minnesota study found deficiencies in higher-order skills for all types of Minnesota students. 9

2. Minnesota K - 12 student performance varies by subject and age. (See Appendix A.)

### D. Minnesota's public education system faces competition.

Minnesota public school enrollments declined in all age groups since 1975. From 1981 to 1985, enrollment decreased from 730,212 to 699,125. This is mostly due to demographic trends (fewer births). An increase in enrollment rates is expected to begin in the next couple of years. 10

1. Competition for Students --

a) From Private Schools -- Some argue that the decline in public school enrollment is due to increased competition between public and private schools. From 1980 to 1984 the number of private schools increased from 553 to 631. Unlike the trend in public schools, enrollment in private schools increased between 1981 to 1984, from 91,919 to 93,095. A decline in students attending private schools (90,253) occurred during the 1985-86 school year.

Most new private schools are not religiously affiliated. Some persons argue that this is evidence that the importance of religious instruction as part of general education has diminished. Others argue that as the number of two-earner families increases, private education becomes more affordable.

b) From Higher Education -- Enactment of the Governor's post-secondary options act, which enables 11th and 12th grade public school students to enroll either full-time or part-time in post-secondary courses, put public high schools in competition with higher education institutions. During the first year of operation (1985-86), 95 percent of students in the program were pleased. Parents were also pleased.

Students attended community colleges, AVTIs, state universities, private colleges, and the University of Minnesota. Results: 87 percent of the students stated that they studied harder and learned more in classes taken outside high school; 53 percent received grades of A or B. During 1986-87 approximately 2,100 students were participating in the option. 11

c) From Business and Industry -- A large (and growing) number of diverse organizations sell education and training, primarily to businesses. 12 Some of these businesses sell education products to public school age children. For example, Learning Tree Centers and Sylvan Learning Centers market to parents of public school children for summer school education.

d) From Itself -- Several Minnesota public school districts provide choice within their districts. A variety of "magnet" schools are available to children in the larger school districts of the state. Some of these alternative schools have large waiting lists.

The 1987 Minnesota Legislature passed a law allowing public school drop-outs, age 12-21, who aren't doing well according to various measures, the opportunity to choose which public school they would like to attend. As a result, school districts may experience competition from each other in order to retain students who choose to exercise their "second chance" option.

The 1987 Minnesota Legislature created the "School District Enrollment Options Act". The act allows students to enter or leave participating school districts without formal school

board approval. School districts agree to allow all students to enter or leave the district unless: a) acceptance would negatively affect desegregation plans, or b) the receiving district lacks space. Ninety-three of Minnesota's 437 school districts adopted the open-enrollment policy for the 1987-88 school year.

2. Competition for public resources -- Public education faces competition for public funds. Growing demand and need for government services put pressure on the budgets of local and state governments. Education is competing for scarce public resources. The prospect for improving education through increased public funding diminishes in this environment.



### III. THE CENTRAL ROLE OF TEACHERS IN EDUCATIONAL IMPROVEMENT

Teachers are critical elements in the educational environment.

The U.S. Department of Education found that teachers play a critical role in characteristics common to schools with high student achievement. (The department analyzed a large body of scholarly research in the field of education during 1985.) Common characteristics of effective schools include:

- \* vigorous instructional leadership,
- \* emphasis on discipline and a safe and orderly environment,
- \* instructional practices that focus on basic skills and academic achievement,
- \* collegiality among teachers in support of student achievement,
- \* teachers with high expectations that all their students can and will learn, and
- \* frequent review of student progress. 13

Other researchers found teachers to be the "strategic, pivotal, figure" in the learning of a group of children. 14

IV.

ISSUES IN CONTROVERSY

A. SUPPLY, DEMAND, AND QUALITY OF TEACHERS

1. Nationally, concern grows over the ability of teacher supply to keep up with demand, though some experts disagree.

Many who have studied the condition of teaching during the past year have concluded that reform is necessary to attract teachers and avoid an impending shortage of teachers. The shortage is forecast to be critical for minority teachers and for teachers in selected subject areas, notably mathematics and sciences.

Not all researchers agree. Citing past and projected student enrollments, teacher attrition and hiring rates, and teacher candidate graduation rates, the National Center for Education Information concludes that there will not be a teacher shortage. 15

2. Minnesota is expecting high levels of turnover among public school teachers.

Examination of likely teacher retirements by the Minnesota Department of Finance projected that 45 percent of the current teacher cadre is likely to retire in the next seven years. 16 Minnesota Board of Teaching data show that 12.5 percent of current teachers are at least 55 years of age. 17 A survey conducted by the Minnesota Higher Education Coordinating Board found that 20 percent (8,000) of Minnesota's teachers were likely to leave teaching in the next five years.

3. Information about the supply and demand of Minnesota teachers is conflicting.

Analyses of Minnesota teacher supply and demand come to different conclusions.

One study found that teacher shortages will not be as great a concern for Minnesota because the number of teachers and students will not change significantly in the future. Shortages of math, science, and special education teacher may occur. 18

Minnesota Department of Education officials do not expect a shortage of teachers for several reasons. First, officials expect demand for teachers to increase only slightly and for a few years. 19 While the number of teaching degrees conferred annually by Minnesota colleges and universities has decreased annually (from 6,851 in 1973 to 2,749 in 1983) 20, only about one-half of graduating teachers are placed in teaching jobs. 21 Second, Minnesota has many licensed teachers who are not teaching -- e.g. of 5,600 licensed mathematics teachers, 2,300 are employed as teachers; 41,000 elementary teachers, 14,000 employed as teachers; 15,000 licensed social studies teachers, 2,700 employed as teachers. 22 It is not known, however, how many former teachers might be interested in returning to teaching. 23 Finally, about 60 percent of Minnesota's teaching force come from other states, indicating that Minnesota has a larger pool of teachers from which to draw. 24

4. Minnesota is expected to face a shortage of minority teachers.

From 1974 to 1984 the percentage of Minnesota public school students who were members of a minority group increased dramatically -- from 3.4 percent to 6.6 percent (30,692 to 46,692) of the total student population. 25 The increase is partly due to large growth in the number of Asian pupils, from 2,722 to 13,618. Distribution of minority students is not uniform across the state. It is concentrated in the Minneapolis and Saint Paul school districts.

Minnesota's Board of Teaching predicts a shortage of minority teachers, but only in certain subject areas. 26

In response to the shortage, the University of Minnesota and the Saint Paul Public School District are engaged in an experiment to increase the number of minority students entering teaching. Academically strong minority students are identified early in their high school years and encouraged to enter teaching.

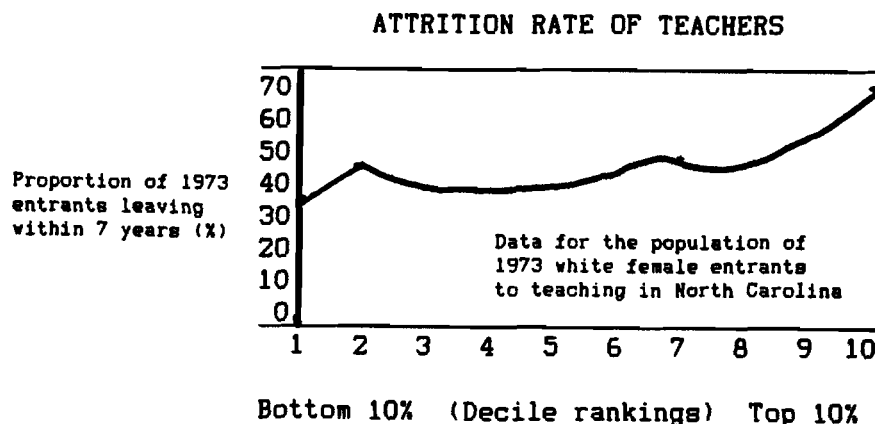
5. Minnesota is not likely to achieve equivalent proportions of minority students and teachers.

Minnesota's population has relatively few minorities. For this reason, persons argue that school districts and teacher training institutions should continue to actively recruit minorities and train all future teachers to be sensitive to cultural differences. 27

6. Like supply and demand, the academic skills of persons becoming teachers is questioned.

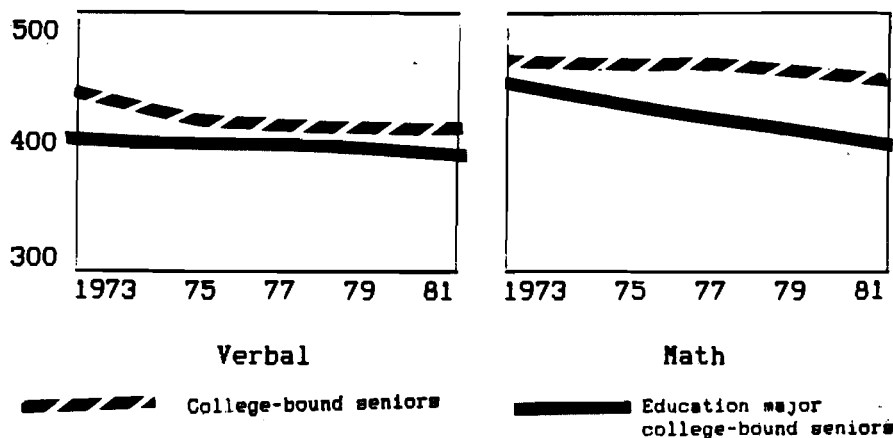
In 1984, extensive analysis of recruitment, retention, and quality of teaching was undertaken by the Rand Corporation. The report "The Coming Crisis in Teaching" found:

- a. In North Carolina, more teachers scoring well on national teacher examination were likely to leave the profession than teachers scoring poorly. (See chart below.)



b. The academic ability of high school seniors choosing education as a major is less than that of other college-bound high school seniors. (See chart below.)

Academic Ability of Incoming Teachers Is Declining



7. Minnesotans are cautioned -- what is true nationally of teacher academic skills may not be true in Minnesota.

Unlike other states, Minnesota teacher education students perform at average levels when compared to other college students. This is partly due to requirements by most Minnesota colleges of education of at least a 2.5 grade point average of entrants. 28 Minnesota teachers are at the median level of all Minnesota college students. 29

PSAT scores of Minnesota education majors are competitive with scores of other college-bound juniors. In some cases the scores are higher. 30

A Comparison of Mean PSAT Scores for Students Enrolled in Programs of Teacher Education in AY 1983-84 with State and National Norms for 1983

1983-84 AY Education Major Institutional Means		1983 State Means, All College-Bound High School Juniors		1983 National Means, All College-Bound High School Juniors	
PSAT(v)	PSAT(m)	PSAT(v)	PSAT(m)	PSAT(v)	PSAT(m)
1 47.4**	42.8	41.2	46.4	40.9	44.7
2 44/3**	51.8**	41.2	46.4	40.9	44.7
3 44.8**	50.6**	41.2	46.4	40.9	44.7
4 40.3	48.0**	41.2	46.4	40.9	44.7
5 40.2	46.5**	41.2	46.4	40.9	44.7
6 42.4**	40.8	41.2	46.4	40.9	44.7
7 43.9**	49.3**	41.2	46.4	40.9	44.7
8 39.2	41.3	41.2	46.4	40.9	44.7

\*\*Higher than both state and national norms for all college bound juniors.

Minnesota entering teacher grade point averages and graduating teacher grade point averages are almost identical. 31

A Comparison of GPAs as Indices of Academic Achievement  
for Students Entering Contrasted with Students Graduating  
from the Same Programs of Teacher Education  
Academic Year 1983-84

<u>Institution</u>	<u>(E)GPA</u>	<u>(G)GPA</u>
1	3.21	3.28
2	2.75	3.20
3	3.05	3.25
4	3.00	3.05
5	3.02	3.24
6	3.00	3.10
7	2.87	3.16
8	2.98	3.15
9	2.97	3.07
10	2.93	2.93
11	3.08	3.00

In at least four higher education institutions (Mankato State University, St. Cloud State University, Concordia College/Moorhead, and the University of Minnesota) grade point averages for graduating teachers are competitive with or better than other graduates in those institutions. 32

## B. TEACHER PREPARATION

### 1. Widespread agreement exists that changes in teacher preparation programs are necessary.

The subject of teacher preparation has been studied at the national and state levels. Several factors prompt concern from teachers and teacher educators:

- \* a) declining interest in teaching on the part of many bright students (especially minorities),
- \* b) legally required courses for education degrees having little or no relationship to the degree (e.g. the University of Minnesota requires two physical education credits of education majors),
- \* c) a lack of some courses thought to be essential to good teaching, 33 and
- \* d) average and low rating of teacher preparation programs by Minnesota teachers and administrators. 34

Some experienced teachers supervising student teachers comment that student teachers lack knowledge about the different ways that people learn, partly because courses on learning styles are not required of education majors. 35

Concern is present that student teachers do not learn about alternative methods of teaching, including the use of different technologies, peer teaching, and cooperative learning. 36

### 2. Substantial agreement about HOW to change teacher preparation programs exists.

Most proposals for the improvement of teacher education programs include increasing:

- \* a) clinical training opportunities available to student teachers as part of the higher education training and
- \* b) the links between schools of education and public schools (such as hiring more practicing teachers in schools of education).

Paid internships after graduation, but prior to licensure, are part of some proposals for improving teacher education. The Minnesota Federation of Teachers recommends that intern or residency training be required of new teachers. 37 Requiring one fully paid year of teaching residency prior to licensure was also recommended by a California study. 38

But the requirement of a fifth year of education for prospective teachers is not endorsed by all groups.

Two national groups, the Carnegie Forum on Education and the Economy and the Holmes Group, focused on teacher preparation program requirements. Both groups recommended making teaching a five-year program, requiring a bachelor's degree in the subject area to be taught and a fifth year for the study of teaching techniques, learning styles, and clinical training of teachers (e.g. mentorship or internship). 39

The National Governors' Association did not recommend a five-year teacher preparation program. Instead, the association recommended that competition among various teacher education approaches could determine which teacher training programs are superior. 40

In Minnesota, the Task Force on Teacher Education for Minnesota's Future focused on determining the desired outcomes of teacher education programs. The group chose not to focus on the inputs of teacher education programs because of a lack of existing evidence that fulfilling requirements for any specified period of time guarantees competence. 41

### C. TEACHER LICENSURE

#### 1. Teacher licensing procedures are rigid. Flexibility is being sought.

Receiving a teaching license in Minnesota requires the successful completion of requirements at an approved institution of higher education. Teachers from other states or out-of-state institutions must fulfill Minnesota requirements before becoming licensed in the state regardless of experience and performance (unless the Minnesota Board of Teaching has a reciprocity agreement with the institution from which the teacher graduated). Professionals wishing to teach temporarily or on a part-time basis are unable to do so without fulfilling specified requirements.

The Minnesota Board of Teaching is developing a system to assess the skills of persons who seek teaching licenses but who have not gone through a formal teacher education process, to open up avenues into the profession.

#### 2. Competency will soon be introduced in the teacher licensing process.

The 1985 Minnesota Legislature enacted laws which require that teacher candidates successfully complete literacy and subject-matter tests prior to being licensed. Beginning in 1988 teacher candidates will have to pass a set of literacy examinations in order to receive a license.

Parts of the law requiring subject matter tests were repealed by the 1987 Minnesota Legislature. The Minnesota Board of Teaching argued that several million dollars were necessary to develop subject matter tests. Other persons argued that Minnesota could "borrow" subject matter tests already available (i.e. advanced placement tests for college, subject-matter teacher tests given in other states).

The Minnesota Board of Teaching hired the Rand Corporation to devise a system of assessing the teaching skills of new teachers. The recommended establishment of a one-year internship period, after successful completion of graduation and competency tests but prior to becoming fully licensed, was adopted by the Minnesota Board of Teaching.

#### 3. The relationship between teacher and student is not a factor in initial or continued teacher licensure.

Concern about teachers' ability to maintain a successful teacher-student relationship is present. Research on successful teaching points to the necessity of effective communication between student and teacher. The U.S. Department of Education found:

- \* a) "Teachers who set and communicate high expectations to all their students obtain greater academic performance from those students than teachers who set low expectations";
- \* b) "When teachers explain exactly what students are expected to learn, and demonstrate the steps needed to accomplish a particular academic task, students learn more", and



- \* c) "Student achievement rises when teachers ask questions that require students to apply, analyze, synthesize, and evaluate information in addition to simply recalling facts."42

Effective communication is not possible without a healthy teacher-student relationship.

Most higher education institutions attempt to evaluate the teacher-student relationship partly by surveying students' reactions to professors at or near the end of a course. Similar procedures to evaluate teachers from the perspectives of clients (students or parents) in K-12 schools are not currently in place in Minnesota public schools.

4. Licensure renewal procedures do not ensure competency to teach.

Most Minnesota teachers are required to fulfill continuing education requirements to renew their licenses. The major purpose of continuing education is to ensure that teachers grow professionally, not always to assure better teaching and more learning directly. 43

About 40 percent of current Minnesota teachers hold life-licenses to teach. (Life-licenses are not issued to Minnesota teachers unless they began teaching in Minnesota by the fall of 1968. Teacher licenses issued since then are renewable every five years.) Teachers holding life-licenses are not required to fulfill continuing education requirements by the Board of Teaching. But individual school districts may require continuing education for teachers with life-licenses. It is not known what percentage of teachers with life-licenses continue their education.

School district administrators verify teacher participation in activities fulfilling continuing education requirements. But administrators do not comment on the quality or results of participation. And information about the teacher's performance in the school is not required or considered in license renewal. As a result, teachers may be licensed in subject areas in which they have little or no teaching experience or lack current knowledge.

The 1987 Minnesota Legislature undertook an extensive review of teacher professional development, which is related to continuing education requirements. Appropriations for "teacher-centers" were made. The purpose of "teacher-centers" is to provide teachers with current research in their subject matter and the art of teaching.

#### D. TEACHERS AND SCHOOL MANAGEMENT

1. Minnesota school districts and schools are organized in a top-down fashion, with school boards at the top and teachers at the bottom of the decision-making ladders.

##### a. School Board Responsibility

Local, elected school boards have the "general charge of the business of the (school) district." 44 The school board decides when and how to delegate authority within the school district. The school board has the power to hire, fire, raise monies, and establish and abolish programs/schools. 45 School boards set teacher salaries and working conditions through negotiations with teacher representatives.

##### b. School Administration Responsibility

Responsibilities of school administrators (central administrators and principals) vary from district to district. Most large school district administrators develop budgets, distribute funds, design curriculum, establish school schedules, screen personnel to be hired at individual schools, ensure compliance with desegregation requirements, and arrange transportation for students throughout the district.

School administrators are responsible for decisions related to student retention. The grades given to students by teachers are considered, but the ultimate decision to pass or fail a student is made by school administrators.

##### c. Teacher Responsibility

The extent to which teachers are involved in the processes of designing curriculum, courses offered at schools, materials used in the classroom, design of teacher workshops, work assignments, evaluation of performance, promotional decisions, and determining compensation levels varies from district to district. Under traditional school district organization:

i. Curriculum design -- School districts hire curriculum directors and consultants at the administrative level. Teachers are not usually involved in the design of curriculum for the school district or the school in which they teach, although some districts (e.g. Saint Cloud Public Schools) hire teachers as their curriculum consultants for short periods.

ii. Course offerings -- What subjects are taught in Minnesota schools is determined partly by state guidelines and partly by school administrators and teachers.

iii. Hiring of teachers (recruitment and assignment) -- Most often teachers are recruited and screened by central administrators. Principals in individual schools then interview a few candidates and recommend a candidate for hiring to the school board. Teachers are not usually involved in the hiring process.

iv. Education and training -- Teacher involvement in education and professional development activities for teachers vary from district to district. For the most part, practicing teachers are not heavily involved in planning or implementation.

v. School schedules -- School schedules (especially the length of the school day) are primarily determined by transportation schedules in large districts. Teachers are not involved.

vi. Performance and evaluation -- Most school districts evaluate a teacher's job performance at least once every year. Some (e.g. Minneapolis school district) evaluate more often during the first three years. School administrators, not teachers, are the evaluators.

vii. Promotion -- Currently, teachers can only be promoted by leaving the teaching profession and going into administration. There is little differentiation between teachers in job duties or responsibilities related to the performance and expertise of the teachers.

viii. Compensation -- Teacher compensation is determined through collective bargaining between school district administration and teacher representatives. For the most part, salaries are based on length of service and educational levels, not on performance or differentiation of responsibility. (For more information, see page 33.)

ix. Tenure -- Minnesota teachers are granted tenure by administrators with relative ease. All that is required is satisfactory teaching for a certain period of time in a school district. As a result, public school teacher tenure process and purpose is often criticized. 46

x. Retention -- Seniority determines layoff throughout school districts, not just within schools, and across all fields of licensure, unless negotiations produce more restrictive layoff procedures. 47 Strict application of the law can be avoided if there is "good educational reason." 48 What constitutes "good educational reason" is yet to be determined by the courts. Neither teachers nor administrators decide which teachers will be retained.

xi. Classroom instruction -- Teachers are free to decide how they will teach in their individual classrooms.

School board members and administrators state that teacher input is important in these decisions. 49

Despite the importance of teacher input, most teachers are not involved in these kinds of decisions. The extent to which they are involved is largely dependent on the administrators in an individual district or school.

Little or no involvement in decisions in public schools distinguishes teachers from members of any other profession. Teachers use their experience and training to carry out their duties in the classroom, but within regulations over which they have little or no influence.

The consequences of having teachers teach according to outlined procedures are many. The environment for acting as professionals does not exist. The opportunity for students to be taught in more effective ways diminishes.

2. Alternative school organization can increase teacher participation and satisfaction and student performance.

Local schools with their principals, teachers, students, and parents are the key units for educational change and improvement -- given certain conditions of support, associated with sources of stimulation and professional development. 50 The National School Boards Association is urging local school boards to carefully examine proposals to restructure the governance of schools because "these proposals have gained widespread acceptance among many state and national education leaders." 51

Different ideas and forms of SCHOOL-SITE management exist.

a. California -- The California form of school-site management is an intermediate structure between centralized school management and educational vouchers. 52

The California model involves parents in important aspects of educational decision-making. Elected Parent Advisory Councils select and advise school principals, approve school budgets, and participate in negotiations with teachers on details of the school's educational programs. 53

b. Hammond, Indiana -- Parent involvement, student attendance, achievement, and enthusiasm, and teacher enthusiasm increased since the Hammond, Indiana school district implemented school-site management. 54

The process for school-site management is bargained into the master contract of the teachers' union. Teachers must adhere to negotiated salary and layoff procedures.

Teachers are deciding curriculum, school day organization, student attendance policies, mentorship programs for new teachers, peer evaluation of teachers, hiring principals, etc.

c. Minnesota -- Some Minnesota schools and school districts are experimenting with school-site management. A few examples include:

Robbinsdale Public Schools -- Teachers and administrators work together to decide curriculum, staff development, and how to spend capital. 55

Saint Cloud Public School District -- Teachers are involved in some areas of managing their schools. Specifically, individual schools receive staff and curriculum budgets.

Decisions on how to allocate the budgets are made at the individual schools. Persons in making decisions are accountable to the district for the decision. The result: larger teacher/student ratios but more use of paraprofessional staff with greater student, parent, and teacher satisfaction.

Most Minnesota models of school-site management contain two parts: i) delegation of authority and responsibility from the central office to the building (site) level and ii) a site council, which consists of at least staff members, sometimes members of the community, and usually the school principal. 56

Schools need to control four types of decisions in order for there to be meaningful decentralization of decision-making authority, according to management experts:

- \* i) the school budget -- and the ability to move monies within the budget around;
- \* ii) the school curriculum -- deciding how to achieve the educational goals set by local and state policy-makers;
- \* iii) the school personnel -- not just hiring, but setting some personnel policy, and
- \* iv) the school revenue -- some ability to increase revenue by expanding programs, adding programs, and attracting more students. 57

#### For-Profit Schools --

Minnesota, like other states, is experiencing the creation of for-profit schools. These schools differ in their management strategies from public schools.

Ombudsman Educational Services, Ltd. provides an alternative for students who are not doing well in traditional schools. The program is different from traditional public schools because students proceed according to individually prescribed learning programs, extensive use of technology, and staffing patterns (1 licensed teacher and 2 aides per 50 students).

Ombudsman contracts its services to several Minnesota public school districts. Students choose to attend Ombudsman as an alternative and usually for a limited amount of time. School district reimbursement to Ombudsman is less than the district's normal per pupil expenditure. Results are impressive. (See Appendix B.)

d. Efforts to allow more school-site management to occur in Minnesota were recently considered and rejected by the Minnesota Legislature.

Because of evidence about the possibilities presented by school-site management, several Minnesota legislators introduced bills that would allow teachers and other professionals in individual schools to request delegation of authority from their school boards. Legislation empowering teachers was not approved.

3. Alternative employment arrangements for teachers provide opportunities for teachers to exercise professional judgment within schools.

a. Private practice -- Unlike other professionals, public school teachers do not usually set up their own private practices. So teachers have limited authority and ability to act in the management of the school.

A system allowing teachers to contract with public schools, private schools, businesses, or other institutions needing educational services was created by the Public School Incentives program at the University of Minnesota's Humphrey Institute. There is no one model of a teacher private practice. Instead, many varieties of individual or group practices could be formed.

Six teacher private practices formed during the first year (1985-86). Several benefits were found by the practices:

For the teacher:      i) increasing autonomy as professionals,  
                             ii) ability to link accountability and autonomy,  
                             iii) formation of collegial relationships, and  
                             iv) changing relationship between the teacher and administrators.

For the school:        i) ability to attract and retain high-quality teachers who would otherwise leave teaching for a different career,  
                             ii) ability to expand instruction beyond what is being done by employed staff or increased flexibility by the district to risk introducing new programs, and  
                             iii) innovation that is teacher, not administrator, led. 58

During the 1986-87 school year, the North Branch public school district hired two of its teachers under a quasi-private practice arrangement. The teachers retained their contracted salary and benefits, but were free to use other per pupil funds in educating the students.

b. Teachers as administrators -- A committee of teachers is replacing the principal at one Minnesota school.<sup>59</sup> The teachers will act as the school administrator sharing the responsibilities of the previous principal.<sup>60</sup> Each teacher on the committee will receive additional compensation.<sup>61</sup> The school district characterizes the change as a move in the direction of restructuring schools to give teachers more autonomy.<sup>62</sup>

## E. SCHOOL CLIMATE

### 1. Working conditions are the most important factors in determining teacher satisfaction.

A recent survey of current and former teachers found that working conditions -- especially a) the lack of input, independence, and freedom and b) the amount of non-teaching duties -- were the most important factors in determining teacher satisfaction. 63 And teachers express concern about the amount of energy and sophistication necessary to deal with students having a wide variety of social and/or economic problems. 64

### 2. Minnesota teachers perform non-teaching duties.

Non-teaching duties include lunchroom, playground, bus, and hallway patrol. In order to allow teachers to spend more time teaching and less time on other duties, reports have recommended increased support and para-professional staff for schools. 65

### 3. Schools isolate teachers.

a. From colleagues -- Teachers are physically isolated from other teachers during most of their working day. As many as 45 percent of teachers report that they have no contact with other teachers during the workday; another 32 percent say they have infrequent contact. 66

While teacher reactions and feelings about isolation vary from teacher to teacher, isolation has implications for student learning. The possible result of the lack of opportunity for teachers to share experiences and ideas may be to undermine effective instruction, according to research by the U.S. Department of Education. 67

b. From parents -- Unlike other working adults, teachers have little access to telephones. So teachers are unable to contact parents during their working hours to discuss student needs.

### 4. As currently structured, principals, not teachers, play a major role in determining the climate at any given school.

Most public schools employ principals. Expert analysis indicates that under the current structure of schools (i.e. with principals as decision-makers in schools) leadership and management styles of a principal are a determining factor in teacher participation in decision-making and, thus, satisfaction. 68

## F. THE PRACTICE OF TEACHING

### 1. The practice of teaching is only slowly adapting to research on effective teaching and learning.

How much time students are actively engaged in learning contributes strongly to student achievement. 69 Talking to children is not the most effective way to teach. 70 Estimates indicate that American students spend only 11 percent of their time in school actively working on the subject they are learning (i.e. only 11 percent of time scheduled for reading is spent reading). 71

According to one teacher educator, the prospects that public school teachers will begin to adapt to new methodologies and incorporate new research are gloomy because "teacher-preparing institutions will continue to ignore the research bases for their policies and curricula, and will continue the practice of developing teacher education programs based on university politics." 72

### 2. Tools are available to assist teachers in effective teaching.

Research on effective teaching shows that there are as many ways to teach as there are to learn, including (but not limited to):

a. Technology -- Use of technology allows students to become active in the learning process. 73 The needs of individual students can receive more attention. 74

i. Interactive Video Disc -- Although not yet widely used in education, interactive video technology has gained a foothold in corporate and military training. For example, the Dayton-Hudson Corporation has converted from stand-up teacher training to computer and video disc training for some Target part-time employees. Comparisons of tests of students trained through traditional methods and students trained through interactive video disc showed that training with interactive video took less time and students retained more initially and after several months. 75

ii. Computers -- Some public schools are using technology with tremendous results. The Sedalia, Missouri, school district found that computers facilitate learning keyboarding, reading, mathematics, science, language, and problem solving skills. 76

Students are able to progress at individual levels and teachers are freed up to do more individual instruction and their role shifts from "dispensers of information to managers of information." 77

Minnesota public school experiments with word processors are not as impressive. When comparing student writing samples, "no superiority [was shown] by those who wrote on word processors...[but] there was a statistically significant difference in student attitudes [about writing] that might eventually affect quality." 78



iii. Peer teaching/student tutoring -- The practice of tutoring is very old. Research shows that it is beneficial to both tutor and tutee. 79 Teachers using it generally are able to use their professional skills more -- i.e. plan curriculum and programs. According to one analysis, teachers do not use peer teaching and tutoring tools because "they haven't had the luxury of viewing themselves as managers [of learning]." 80

b. Other teachers -- Like other professionals, teachers can learn from the experiences of others. The American Federation of Teachers conducts the "Education Research and Dissemination Program" for its members in order to keep practicing teachers up-to-date in the research literature. Participating teachers return to their school districts to share their experiences.

c. Teachers lack the opportunity and incentives to adapt teaching methods to research.

Although teachers decide how to carry out their duties within their classroom, they are not, generally, decision-makers in the school as a whole. Even if teachers could decide to utilize different teaching methods, current structure of most school districts would not:

- i. require or provide training for using different methodologies, and
- ii. reward teachers for experimenting, being innovative, or increasing student achievement.

## G. TEACHER COMPENSATION

### 1. The preferred level of teacher salaries is subject to debate.

Recent examination of issues related to teaching have led some to conclude that one way to attract and retain excellent teachers is to significantly increase teacher salaries. <sup>81</sup> Others disagree, pointing to research findings that educational quality depends more on the environment in which teaching occurs than on individual instructors. <sup>82</sup>

### 2. Salary level is extremely important to retaining current teachers.

A recent survey of teachers found that current teachers felt that "providing decent salaries" would most help retain current teachers. <sup>83</sup> Teacher representatives point out that some teachers wish to work for the entire year, taking on additional responsibilities in order to increase their salaries. <sup>84</sup>

### 3. Starting teacher salaries are competitive with those for other similarly educated graduates.

The general public perceives starting teacher salaries to be low. As a result fewer students are entering the field.

Minnesota starting teacher salaries are different from those in other states. The Minnesota Education Association recently reported the salary range for first year teachers with bachelor's degrees to be up from \$13,176 - \$19,700 in 1984-85 to \$15,160 - \$24,000 in 1986-87. Some persons argue that considering cost-of-living differences in the state, these salaries are appropriate.

A 1983-84 survey of University of Minnesota College of Liberal Arts (CLA) graduates found the average annual salary to be \$17,900. Average starting salaries for University of Minnesota School of Management graduates for 1986 was \$21,022 for Bachelor of Business degrees and \$21,078 for accounting majors. Students receiving Bachelor of Science degrees averaged \$19,637. Registered nurses' starting salaries ranged from \$20,280 to \$25,980. <sup>85</sup> Starting social worker salaries ranged from \$17,436 to \$23,736. <sup>86</sup> When you adjust these salaries to a nine-month period (\$13,425 -- CLA graduates; \$15,766 or \$15,808 -- business degrees; \$14,727 -- B.S. degrees -- \$15,210-\$19,485 nurses; and \$13,077-\$17,807 social workers), starting teacher salaries are competitive with those of other similarly educated individuals.

### 4. Average Minnesota public school teacher salaries compare favorably with teacher salaries of other states.

According to 1985-86 National Education Association data, the average teacher in the U.S. makes \$25,313 annually, with Minnesota teachers making an average of \$27,360. This ranks Minnesota teachers in seventh position, with Alaska, the District of Columbia, New York, Michigan, Rhode Island, and California holding the first six positions.

The average Minnesota teacher salary for the 1986-87 school year was \$26,000, up from \$22,800 in 1983, according to the Minnesota Department of Education.

5. Teacher salaries reach maximum levels.

Because beginning teacher salaries appear to be competitive, the debate over proper salary levels focuses on experienced teachers. Teachers usually reach the top of the salary level after about 15 years of service. After that, teachers are dependent solely on contract negotiations for salary increases.

6. Unlike teachers, salary increases for other professionals are more dependent on performance as well as supply and demand.

Salary increases for most professionals are contingent on continued experience and increased performance (outputs). There are no guarantees.

By contrast, teachers are compensated to a large extent by inputs. For example, some additional university credits and advanced degrees play an important part in the teacher's salary increase. The compensation of the teacher is not connected with how well the student or teacher performs.

Teacher salaries also do not reflect differences in the availability of teachers. While there are shortages of science and mathematics teachers, adjustments to salaries have not been viewed as a method of attracting more qualified teachers. In the private sector, however, some companies have dual-career pay schedules in order to allow qualified professionals to earn more money without having to move into management.<sup>87</sup>

7. The debate about proper teacher salary levels is complicated by the lack of a relationship between the amount of money spent and educational outcomes.

The relationship between spending more money on education and the outcomes of education is unclear. Two researchers recently concluded that higher pay for teachers was not the answer because "the quality of education depends less on the quality of the individual instructor per se than on the conditions under which learning is conducted."<sup>88</sup> Similarly, after reviewing education spending since 1960, economist Eric A. Hanushek of the University of Rochester (N.Y.) concluded that "expenditures are unrelated to school performance as schools are currently operated." (Emphasis added.)

Other researchers, however, have found that lower teacher/student ratios help in teaching and learning certain skills, specifically at the elementary grade levels.<sup>89</sup> Other private schools have a different approach -- individualization is accomplished by utilizing computers and hiring one teacher and two aides for fifty students.<sup>90</sup> More money for more teachers may be necessary in order to lower teacher/student ratios.

## CONCLUSIONS

### A. GENERALLY

1. Teaching is part of the process of learning. In public schools, learning is a joint effort by teachers and students.

People learn differently. In public schools, learning occurs mostly as a result of interaction between teachers and students. The student works as much as the teacher. So teaching and learning should occur in a manner that is best for the student, with the teacher as manager.

But teachers don't generally teach in a manner that is consistent with the differences in students, partly because of policy. School structure provides few incentives to adjust teaching methods into ways that translate into better student performance. And while teachers might adjust teaching methods within their classroom, they work within the constraints in the educational system (i.e. 25-30 students per teacher for six hours a day, etc.)

Teachers have ideas about how to increase student performance. These ideas are waiting to be tapped. When incentives for increased student learning are in place, these ideas are likely to be implemented.

2. The school environment is a significant factor in determining teacher satisfaction and student performance.

Teachers cite working conditions, particularly the lack of input and independence, the amount of non-teaching duties, and the diversity of student populations and needs, as important factors in determining teacher satisfaction. If teachers are not satisfied with the school environment, it will affect their teaching and ultimately student performance.

### B. SUPPLY AND DEMAND

3. The expected retirement of a large portion of current teachers presents an unprecedented opportunity for making changes beneficial to the teaching profession and student learning.

Minnesota is not likely to experience a shortage of teachers, except in some subject areas. At the same time, many current teachers are expected to retire.

While large numbers of retirements are potentially a problem, they also represent a unique opportunity for schools -- to insist on hiring the best teachers available, to change the structure of schools (giving teachers more authority, accountability, and incentives for increasing student performance), and to change the mix of people working in schools. In the process of these changes, important messages will be sent to the public about the rewards and expectations of the profession.

High turnover also presents teachers with an opportunity to redefine how learning occurs at a certain school. Teachers should not feel tied to teaching methodologies currently in use. If teachers participate in the operation of schools, they could organize their schools in a manner more consistent with other professionals, including mixed staff and responsibilities, and greater use of technology, peer teaching, cooperative learning, and other resources.

### C. TEACHER EDUCATION

#### 4. Improving the quality of education and increasing K - 12 educational outcomes depends partly on improving the quality of teacher education programs.

A teacher's education and training is related to (and partly responsible for) future success in a school. The quality of teacher education and training should, therefore, be constantly improving and changing as more is known about effective learning and teaching methods.

#### 5. Diversity and experimentation in preparing future teachers is important.

Teachers, like students, learn differently. A variety of teacher training strategies by different institutions provide Minnesota with the opportunity to analyze the relationship of teacher and student performance to teacher preparation format.

By endorsing diversity and experimentation we are rejecting the requirement of a fifth year of preparation for teachers. But that rejection is subject to change with experience.

#### 6. Teacher training is rigid.

Teacher training is rigid, requiring completion of specific courses and not giving credit for past professional experiences. This rigidity may hamper the entrance into teaching by persons trained and experienced in other areas. At a time when the quality of teachers is being questioned it is important to ensure that entrance into teaching by other professionals is facilitated.

### D. TEACHER LICENSURE

#### 7. Teacher licensing procedures in Minnesota do little to assure the public of competent teachers.

Initial Licensure -- Licensing teachers is unrelated to the ability to teach. Successful completion of courses at a university does not assure all of the skills needed in classrooms. Demonstrated subject-matter competency is necessary as one component of licensing.

Re-Licensure -- Meaningful re-licensure should require continued competency. Renewal of licenses in areas that teachers have not taught or studied for years diminishes the value and credibility of the licensing process.

E. PUBLIC SCHOOL MANAGEMENT

8. Ideas for improving public schools are abundant. But structural changes are necessary to provide incentives and opportunities to create an atmosphere that rewards and encourages improvement.

Teachers have ideas to improve public schools and student learning. Public school structure does not, however, provide teachers with consequences for failure or rewards for excellence. That teachers do not have a stake in the school's existence is proper when teachers are not making decisions integral to the operation and success of the school.

Teachers should have a stake in the school in which they work. Other sectors of the economy recognize the importance of involving their professional staff in making decisions that are central to the enterprise. Schools are only slowly recognizing the contributions to be made by allowing teachers to share in decision-making. Where teachers are involved, students tend to perform better and teachers tend to be more satisfied.

9. School structure needs to recognize that teachers are in the best position to respond to the needs of students.

Teachers lack authority in decisions related to school management. Where delegation of responsibility occurs, the decision to delegate is made by persons other than teachers.

Daily contact with students puts teachers in the best position to know what needs changing in any particular school. Teachers should not only be asked for their advice; they should be involved in the decision-making process.

10. Teacher salary structures are too rigid.

Teacher salary level is unrelated to either teacher or student performance. Instead, teacher salaries are rigid and set according to factors unrelated to performance (e.g., the success of students).

Studies show that many of the most academically-capable teachers leave the profession. Some leave in search of better pay and some leave in search of an employment opportunity that distinguishes and rewards different levels of performance. Until teacher salaries recognize performance and responsibility differences within schools and market supply and demand, attrition patterns are not likely to change.

## RECOMMENDATIONS

### Introduction

Schools are diverse institutions. Student populations, parents, home environments, economic status, teachers, administrators, and school boards all contribute to the pupils' and schools' success or failure. While our recommendations focus exclusively on the role of teachers, we recognize that the success of schools, like the success of learning, depends on all these influences working together.

Our recommendations also take into consideration the changes occurring in Minnesota's public schools. "Choice" is becoming a reality for many students. To maintain and attract students, teachers need flexibility to experiment and diversify the offerings in schools.

In making recommendations we assume that most teachers:

- a) know and understand the importance of other persons involved in schools;
- b) know and understand research about effective teaching, and
- c) are ready and willing to become influential in the education of children by participating in or making decisions previously reserved exclusively for others.

Public school teachers are captive to many forces. Policies debated and decided by others prescribe many aspects of their working lives. A look at how much or often individual teachers are able to influence educational policy indicates the level of "institutional" regard for teachers as professionals. Instead of consulting with teachers, local policy allows teachers to be by-passed when important educational issues are being discussed.

Our recommendations focus on three areas:

- A. Public School Management -- making structural changes to the public K-12 education system that increase the decision-making authority of teachers, provide incentives for higher levels of performance, and increase accountability;
- B. Teacher Licensing -- raising teacher licensing and relicensing standards to ensure and sustain competence, and
- C. Teacher Education -- strengthening teacher education programs.

#### A. PUBLIC SCHOOL MANAGEMENT

1. Teachers should propose (and school boards act on) plans for COOPERATIVELY-MANAGED SCHOOLS where operational decision-making authority would be shared by teachers and administrators in an individual school building. Specifically, teachers should have the option to: a) be a part of the school decision-making team or b) manage the school themselves, making all operational decisions.

Teachers should participate in most operational decisions within their school. And teachers within a school should determine the extent of their participation in making these decisions.

We distinguish between policy decisions and operational decisions. School boards, parents and community members should help set overall school policies and priorities for individual schools in a district. These policies and priorities are extremely important -- teachers must know what the system expects them to achieve. Operational decisions should, however, be delegated to the professionals in a school.

Specifically, teachers within a school should participate in decisions regarding what subjects and teaching techniques are to be used in a school, resource allocation, staffing, school schedules, and liability insurance.

Shifting authority provides opportunities for teachers to address issues of professional concern, including:

- a) colleagues (i.e. input into hiring and retention),
- b) professional and support staffing,
- c) compensation,
- d) promotional opportunities, and
- e) training and development.

We expect the involvement of teachers in the management of schools to result in:

- a) increased professionalism, because teachers will take the credit or the blame for the success of their students;
- b) implementation of effective teaching methods documented in education research literature because of the need to succeed in order to continue cooperative-management;
- c) more use of technology, paraprofessional staff, and other professional support staff, in order to make efficient use of resources;
- d) differentiation among teaching staff responsibilities, risk, and compensation to offer a variety of professional experiences and opportunities;
- e) relief from emotional stress, and
- f) better student performance.

In short, we expect that cooperatively-managed schools will resemble more closely the world in which students will work. Teachers should become coaches instead of lecturers.

2. In addition to opportunities to participate in the management of schools, teachers should be accountable for the performance of other teachers and the educational achievement of students.

With a shift in operational decision-making comes professional accountability. Teachers in cooperatively-managed schools must fulfill student performance goals set by schools boards or demonstrate why those goals were not met. Other measures of successful performance in a cooperatively-managed school include staff satisfaction, client (student and parent) satisfaction, and better attendance/dropout rates. Similarly, teachers will be accountable for other decisions they make (i.e. school course offerings, personnel, and resource allocation).



Teachers should also be accountable for the performance of other teachers in the school building. Teachers, as a profession, need to develop measurement systems. Peer evaluation of performance by experienced and successful teachers should become extremely important.

3. Cooperatively-managed schools should negotiate special agreements with school districts.

Shifting decision-making authority changes the relationship between teachers and administrators. Teachers in cooperatively-managed schools should negotiate special agreements with school districts that recognize this new relationship and new responsibilities.

Special agreements are necessary to ensure that cooperatively-managed schools have flexibility to establish compensation, staffing arrangements, school schedules, daily and yearly working hours, and retention and re-assignment patterns that may differ from agreements other teachers arrange. The special agreements should also ensure that cooperatively-managed schools have adequate time in which to succeed.

4. Cooperatively-managed schools should receive similar percentages of funding as other schools in the district.

Experience shows that "new" ideas in public schools are the first to get cut in times of funding shortages. To ensure that cooperatively-managed schools have opportunity to succeed and avoid discrimination, state and local per-pupil fundings should be distributed in similar percentages to cooperatively-managed schools. When cuts are necessary, cooperatively-managed schools should make the cuts necessary in their school. And if available funds are insufficient, cooperatively-managed schools should be free to raise revenue by offering additional services (e.g. tutoring or continuing adult education).

To recommend that cooperatively-managed schools receive similar percentages of funding as other schools in the district and decide how those funds should be spent is not to say that the need for central administration will disappear. There are some services that are best run centrally (e.g. bus schedules, food services). Cooperatively-managed schools might contract with the central administration to provide these and other services for their schools, making central administrators as responsive to the school as the school will be to its clients and school board.

5. The State Department of Education should evaluate the effectiveness of cooperatively-managed schools.

Information about cooperatively-managed schools should be gathered and evaluated to determine the effectiveness of the new structure for teachers and students. The State Department of Education should be responsible for following the progress of these schools and reporting results to the public.

B. TEACHER EDUCATION

6. Colleges of education and the Minnesota Board of Teaching should strengthen teacher education programs by:

- a) increasing the clinical opportunities available to students;
- b) developing strong links with public schools;
- c) increasing attention to and research in effective teaching, and
- d) instilling in teachers the value of and skills to become actively involved in decisions made for their schools.

a) Increasing clinical opportunities -- Students preparing to be teachers should have field experience in public schools early in their training, to gain practical experience about teaching. This experience should occur in a variety of schools -- both in terms of the school organization and student population.

b) Developing links with public schools -- Teacher training institutions should develop strong links with the public schools through shared staffing. California law requires that any college education professor return to the public school classroom at least once every five years. Shared staffing between K-12 public schools and teacher training institutions should curb criticism by practicing teachers that training institutions are out of touch with current practice.

c) Increasing attention to and research in effective teaching -- Teacher training institutions, in conjunction with public school teachers, should conduct ongoing research on effective teaching and expose student-teachers to the research. The research should be broad because education is influenced by many factors. Teachers should research ways to affect educational influences outside of the school (i.e. working with parents).

Partnerships between teacher training institutions and public schools should be used to promote research findings and change teaching methodologies when necessary to achieve greater efficiency (measured in cost and outcomes) in schools.

d) Instilling in teachers the value of and skills to become actively involved in the management of their schools -- Teachers should learn the value of being actively involved in the management of their schools. And teacher education programs should equip teachers with the skills necessary to participate in educational decisions to be made in cooperatively-managed schools.

7. Teacher education should be flexible.

While we have explicitly rejected requiring a five-year program for all teachers, we recognize the need to adapt education programs for experienced professionals wishing to enter teaching. In order to facilitate this entrance, teacher education programs should be flexible by recognizing past professional experience when determining placement in a teacher-education program.

### C. TEACHER LICENSING

8. The Board of Teaching should strengthen and raise teacher licensing standards by involving practicing teachers in the decision to license and by requiring successful completion of: a) subject matter tests, b) an internship period, and c) performance goals in schools.

a) Subject-matter tests -- Initial teacher licensing procedures should assure the public that persons licensed to teach are competent in the subject matter they are to teach. Requiring successful completion of subject-matter tests provides an opportunity to assure the public of well-trained teachers.

b) Internship period -- Teaching requires many skills beyond a firm grasp of the subject matter being taught (i.e. abilities to lead students in learning, to communicate, to motivate). We recommend that beginning teachers be required to successfully complete an internship period, after graduating from college and prior to being fully licensed. The internship period should be viewed as a learning period and structured to maximize learning with regular periods for discussion.

Experienced teachers should be designated as "mentors". "Mentor" teachers should closely supervise and regularly evaluate teacher beginning teachers while they are interns.

c) Performance goals in schools -- Interns and practicing teachers should be evaluated by "mentor" teachers recognized for their professional performance to assure that school performance goals and professional standards are being met. Re-licensure should depend partly on these performance evaluations.

In addition, teachers should not be re-licensed in areas where no recent teaching experience or study has occurred.

Experienced and successful practicing teachers are in the best position to evaluate the practice of teachers in schools. These teachers should be recognized through national certification and given the responsibility for evaluating the quality of other teachers. Evaluations by these teachers should be required and central to the licensing decisions.

9. The Board of Teaching should also provide special licensing provisions to permit professionals from other fields with special qualifications to teach in public schools.

Experienced and highly trained specialists from other fields should be able to enter teaching without having to fulfill rigid teacher education requirements. The addition of experienced professionals to teaching staffs and K-12 schools should enhance the professional image of teachers and the school.

To provide special licensing procedures is not meant to diminish the importance of ensuring teaching skills. But the extent of teaching skills necessary may vary, depending on the amount of time spent with students. Some persons may not wish to teach on a full-time basis. Instead, they may offer their particular expertise to a school on a very limited basis. Licensing procedures should be flexible enough to allow these persons to enhance the educational offerings available in public schools.

FOOTNOTES

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WORK OF THE COMMITTEE

Charge to the Committee:

The committee worked in response to the following charge from the Citizens League Board of Directors:

Making teaching the kind of profession it needs to become--School-age children in coming years will need to learn from highly-motivated, well-trained and well-qualified teachers if quality of children's education is to be adequate. Moreover, an absolute shortage of teachers in some subject areas is developing.

The committee shall have the broad charge to recommend how to assure quality teaching of elementary and secondary students in Minnesota in coming years.

The committee should gain an understanding of:

- likely supply and demand for teachers in Minnesota in coming years, including the likely impact on supply of more efforts at retention,
- number of persons likely to be trained for teaching, assuming a continuation of recent trends,
- the process of selection of students for admission to undergraduate and graduate teacher-training programs,
- the academic and in-classroom training of elementary and secondary teachers,
- the academic ability of prospective teachers,
- the process of licensing teachers,
- the role of teacher associations in improving teacher quality, including a comparison of their goals and purposes with those of other professional associations,
- relationships between teachers and administrators, focusing separately on elementary and secondary teachers, including questions of professional freedom and supervision,
- effects of "bumping" (when teachers with higher seniority assume jobs that have been held by teachers with lower seniority),
- salary and benefit levels, hours of employment and periods of time off, and continuing education and career growth opportunities compared to other careers,
- the effect of working conditions on job satisfaction and retention.

The committee should gather data concerning demand, supply and quality of the teaching profession. It should review recent studies and proposals of teachers and teacher organizations recommending major changes in the way persons are prepared for teaching and the way the profession is structured.

The committee should evaluate whether a teacher shortage will occur, and if so, whether the shortage presents an opportunity for change to improve the quality and productivity of those entering the profession. If the nation is encountering difficulty in attracting highly qualified persons to teaching, should the shortage be handled only by replacing all teachers who leave one-for-one? Such an approach assumes that education in coming years should be provided in the same way as in the past. Would the nature of the teacher shortage be different if, for example, fewer teachers with different responsibilities were hired and if new technology were used more effectively?

The committee shall be free to explore all types of possibilities for making teaching more attractive in Minnesota, keeping in mind that conditions vary among school districts. Such possibilities could include, but not be limited to, (a) differentiated staffing, (b) giving teachers the right to be self-employed, serving their schools as consultants, not employees, (c) attracting highly-talented persons into the classroom, parttime or fulltime, who may not fulfill technical requirements of teacher licensing, (d) changing licensing requirements, and (e) influencing the quality of administrators who are placed in management positions.

#### Committee Membership:

Under the leadership of Andy Czajkowski, chair, and Lorraine Palkert, vice-chair, 38 Citizens League members participated actively in the deliberations of the committee. They are:

David Allen	Janet Magnuson
John Anderson	Maxine Mandt
Lois Anderson	Karine Swenson Moe
Moirra Cross	Dick Niemiec
Gary Dodge	Allen Olson
Douglas Elsass	Craig Olson
Virginia Flygare	Karen Panton
Carol Freeman	Mary Pattock
Leah Harvey	Daniel Peterson
Mary Heinisch	Ruth Pierce
Beverly Himmelman	Jack Rossman
David Hols	David Rusinko
Stan Hunt	Robert Schmelzer
J. David Hutcheson	Erika Sitz
Herbert Johnson	Paul Taylor
Edward Knalson	Diane Vanderpoel
Steve Lindgren	Robert Wedl
Jim Lindquist	Dale Weeks
Terrence MacTaggart	T. Williams

Committee Meetings/Resource Speakers:

The committee met for the first time on October 22, 1986 and concluded its work at a meeting on July 1, 1987. A total of 24 meetings were held. As a part of the study process, the committee heard from -- and asked questions of -- the following resource speakers:

Ken Ames, dean, College of Education, St. Cloud State University  
Dick Anderson, representative, Minnesota School Boards Association  
Frank Ario, teacher, Washburn High School  
Robert Astrup, president, Minnesota Education Association  
David Bennett, superintendent, St. Paul Public Schools  
John Brandl, Minnesota State Senator and Professor, Humphrey Institute  
Howard Casmev, former commissioner Minnesota Department of Education, owner Health Edutech  
Vincent DeLosia, vice president, Minnesota Alliance of Black School Educators (MABSE)  
George Drubie, manager, personnel licensing, Minnesota Department of Education  
Launa Ellison, teacher, Barton Open School  
William Gardner, dean, College of Education, University of Minnesota  
Paul Goldberg, mediator, State of Minnesota  
John Harper, former teacher  
Diane Hedin, Center for Youth Development, University of Minnesota  
Paul Hetland, attorney, Knutson, Flynn, Hetland, and Dean  
David Hunt, associate director, Twin Cities Community Project for Affordable Health Care  
Carol Johnson, vice principal, Jefferson Elementary School  
Margaret Johnson, teacher, Jefferson Elementary School  
Kathleen Kies, deputy commissioner, Higher Education Coordinating Board  
Ted Kolderie, fellow, Humphrey Institute of Public Affairs  
John Mauriel, professor, School of Management, University of Minnesota  
Ken Nelson, State Representative, and chair, House Education Finance Committee  
Ruth Anne Olson, president, Private Practice Advisors  
Ken Peatross, executive secretary, Board of Teaching  
Harry Sjulson, president, Minnesota School Boards Association  
Louise Sundin, chair, Minnesota Federation of Teachers  
Terry Tofte, principal, Minnewashta Elementary School

In addition, committee members were invited to attend a Citizens League seminar, October 15, 1986, on "The Future of the Teaching Profession." Featured speakers were Marc Tucker, executive director, Carnegie Forum on Education and the Economy; Joe Nathan, consultant, National Governors' Association Education Project, and Guy Doud, 1985 Minnesota and National Teacher of the Year.

Staff Support

The committee was assisted throughout this study by Citizens League staff members Marina Lyon, Nancy Jones, and Joann Latulippe.

APPENDIX A

Performance of Minnesota students by size and type of school district for statewide assessments conducted during 1985-86 and 1982-83.

SOURCE: Minnesota Department of Education, Assessment Division.

SOCIAL STUDIES 1985-86

	<u>Grade 4</u>	<u>Grade 8</u>	<u>Grade 11</u>
Minneapolis, St. Paul, Duluth	64.7	53.1	58.2
Suburban (7-County Metro Area)	69.8	56.3	64.5
Other Districts			
More than 2,000 students	69.6	57.2	65.1
1,000-1,999 students	70.1	57.0	68.7
500 - 999 students	71.0	56.8	62.7
1 - 499 students	69.4	58.9	62.3
STATE AVERAGE	69.4	56.5	64.3

Deviation from State Average

	<u>Grade 4</u>	<u>Grade 8</u>	<u>Grade 11</u>
Minneapolis, St. Paul, Duluth	-4.7	-3.4	-6.1
Suburban (7-County Metro Area)	+0.4	-0.2	+0.2
Other Districts			
More than 2,000 students	+0.2	+0.7	+0.8
1,000-1,999 students	+0.7	+0.5	+4.4
500 - 999 students	+1.6	+0.3	-1.6
1 - 499 students	0.0	+2.4	-2.0

READING 1985-86

	<u>Grade 4</u>	<u>Grade 8</u>	<u>Grade 11</u>
Minneapolis, St. Paul, Duluth	71.3	71.9	69.7
Suburban (7-County Metro Area)	76.4	79.1	76.3
Other Districts			
More than 2,000 students	78.0	79.7	76.9
1,000-1,999 students	76.9	79.6	77.9
500 - 999 students	78.8	77.2	77.3
1 - 499 students	76.4	79.2	76.5
STATE AVERAGE	76.6	78.4	76.3

Deviation from State Average

	<u>Grade 4</u>	<u>Grade 8</u>	<u>Grade 11</u>
Minneapolis, St. Paul, Duluth	-5.3	-6.5	-6.6
Suburban (7-County Metro Area)	-0.2	+0.7	0.0
Other Districts			
More than 2,000 students	+1.4	+1.3	+0.6
1,000-1,999 students	+0.3	+1.2	+1.6
500 - 999 students	+2.2	-1.2	+1.0
1 - 499 students	-0.2	+0.8	+0.2

MATHEMATICS 1982-83

	<u>Grade 4</u>	<u>Grade 8</u>	<u>Grade 11</u>
Minneapolis, St. Paul, Duluth	71.3	63.7	64.1
Suburban (7-County Metro Area)	74.7	70.3	68.0
Other Districts			
More than 2,000 students	76.0	69.0	68.5
1,000-1,999 students	73.9	69.7	66.6
500 - 999 students	74.1	68.7	63.3
1 - 499 students	76.8	66.1	63.8
STATE AVERAGE	74.6	68.8	66.7

Deviation from State Average

	<u>Grade 4</u>	<u>Grade 8</u>	<u>Grade 11</u>
Minneapolis, St. Paul, Duluth	-3.3	-5.1	-2.6
Suburban (7-county metro area)	+0.1	+1.5	+1.3
Other Districts			
More than 2,000 students	+1.4	+0.2	+1.8
1,000-1,999 students	-0.7	+0.9	-0.1
500 - 999 students	-0.5	-0.1	-3.4
1 - 499 students	+2.2	-2.7	-2.9

APPENDIX B

Ombudsman -- Sample of Minnesota Students Served 1985-86 School Year

<u>Student</u>	<u>Age at Entry</u>	<u>Months in Program</u>	<u>Entry Levels</u>			<u>Current/Exit Levels</u>		
			<u>Vocab</u>	<u>Rate</u>	<u>Math</u>	<u>Vocab</u>	<u>Rate</u>	<u>Math</u>
1.	18	6	10	200	8	10+	220	9
2.	19	1	9	150	3	9	150	5
3.	18	1	4	80	5	4	125	6
4.	16	8	10	150	9	10	375	11
5.	17	8	7	200	9	10	300	11
6.	17	2	6	100	1	6	100	3
7.	18	7	10	250	8	10+	265	9
8.	20	7	5	200	6	7	225	6
9.	16	7	9	250	9	10	300	11
10.	16	7	8	175	8	10	375	11
11.	16	6	6	175	3	7	200	5
12.	17	5	4	100	6	5	200	6
13.	18	5.5	9	200	9	10+	250	11
14.	18	6	10	175	5	10+	250	5
15.	19	3	10	300	6	10+	550	6

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# RECENT CITIZENS LEAGUE STATEMENTS

Statement to U of M Regents re: Commitment to Focus	7- 7-87
Statement to Governor and Legislature on Innovation and Cost Control (Governor's Budget)	4- 8-87
Selection of a New State Commissioner of Transportation	10-30-86
Letter to RTB re: Metro Mobility Price Competition Ideas	6-12-86
Testimony to Legislature on Bloomington Stadium Site Bill	2-20-86
Letter to RTB re: Policy Committee's Study of Metro Mobility from CIC	12-6-85
Statement to House Tax Subcommittee on Fiscal Disparities	10-31-85
Statement to Legislature on Preserving Metropolitan Tax-Base Sharing	9- 6-85
Statement to Legislature & Metro Council on Bloomington Development Proposal	8-15-85
Statement to Metropolitan Council on Organized Collection of Solid Waste	4-24-85
Statement to Metropolitan Council on Long-Term Care	3- 8-85
Statement on Transit Alternatives	1-23-85
Statement on Solid Waste Disposal	1-21-85
Statement to Tax Study Commission	8-22-84
Statement on Light Rail Transit	4- 6-84
Statement to Legislative Study Committee on Metropolitan Transit	12-15-83
Statement to Governor's Tax Study Commission	11-22-83
Statement to Minnesota's Highway Study Commission	9-29-83
Statement on the Metropolitan Council's Proposed Interim Economic Policies	8-29-83
Statement to Mpls. Charter Commission: Proposal to have Mayor as non-voting member of Council	8-11-83
Statement to Metropolitan Council & Richard P. Braun, Commission of Transportation on Preferential Treatment in I-35W Expansion	7-21-83
Statement to Members, Steering Committee on Southwest-University Avenue Corridor Study	7-19-83
Statement to Commission on the Future of Post-Secondary Education in Minnesota	6-22-83
Statement to the Metropolitan Health Board	6-20-83
Appeal to the Legislature and the Governor	4-26-83
Citizens League Opposes Unfunded Shifts to Balance Budget	12- 1-82
Longer-Term Spending Issues Which the Governor and Legislature Should Face in 1982	1-18-82
Statement Concerning Alternatives to Solid Waste Flow Control	1-12-82
Amicus Curiae Brief in Fiscal Disparities Case	12-17-81
Statement to the Minnesota State Legislature Regarding the Reconstruction Project	12-14-81
Letter to the Joint Legislative Commission on Metropolitan Governance	11-13-81
Statement to Metropolitan Health Board on Phase IV Report	11- 4-81
Statement to Metropolitan Council on I-35E	9-24-81
Statement to Minneapolis Charter Commission	7- 6-81
Letter to Metropolitan Council re CL Recommendations on I-394	6-23-81
Statement to the Governor and Legislature as They Prepare for a Special Session	5-26-81
Statement to the Minnesota State Legislature Regarding the University of Minnesota Hospitals Reconstruction Bill, as amended	5- 8-81
Statement to the Governor and Legislature Concerning Expenditures- Taxation for 1981-83. Issues by Tax & Finance Task Force	4-28-81
Statement Concerning Proposed Legislative Study of the Metropolitan Council. Issued by the Structure Task Force	4-27-81
Statement to the Governor and Legislature Opposing Abolition of the Coordinating Function in Post-Secondary Education	4-24-81
For list of earlier statements, contact the League office, 338-0791	7-87

## WHAT THE CITIZENS LEAGUE IS

The Citizens League has been an active and effective public affairs research and education organization in the Twin Cities metropolitan area since 1952.

Volunteer research committees of League members study policy issues in depth and develop informational reports that propose specific workable solutions to public issues. Recommendations in these reports often become law.

Over the years, League reports have been a reliable source of information for governmental officials, community leaders, and citizens concerned with public policy issues of our area.

The League depends upon the support of individual memberships and contributions from businesses, foundations and other organizations throughout the metropolitan area.

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*Through the Citizens League, thousands of metropolitan citizens  
and businesses play a constructive role in dealing with the public  
issues our community faces.*

### RESEARCH and REPORTS

- Citizen committee research and debate develops new policy ideas which often become law.
- Experts equip the committees with facts and judgments.
- Comprehensive reports make the rounds, inform the public and frequently shape the debates.

### PUBLICATIONS

- *Minnesota Journal* – twenty-two issues of engaging public affairs news, analysis and commentary — news you can't find anywhere else.
- *CL Matters* – an update of the League's community activities, meetings and progress on issues.
- *Public Affairs Directory* – a listing of agencies, organizations and officials involved in the making of public policy.

### ACTION and IMPLEMENTATION

- Citizens communicate the League's work to the community and public officials, precipitate further work on the issues and get things to happen.

### LEADERSHIP BREAKFASTS

- Public officials and community leaders meet with League members in locations throughout the metropolitan area to discuss timely issues.

### SEMINARS

- Single-evening meetings offer debate and education covering pending public issues — an opportunity to become fully informed about and have an impact on issues that affect you.

### INFORMATION RESOURCES

- A clearinghouse for metropolitan public affairs information and a resource of educational materials and speakers for the community.



*Public affairs  
research and education  
in the Minneapolis-Saint Paul  
metropolitan area*

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***Citizens League***

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