

# The Forum Study Group

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Thinking for a Living:  
A Blueprint for Educational Growth

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A New North Carolina Compact  
for Better Schools

December 1988

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A Blueprint for  
Educational Growth

A New North Carolina  
Compact for Better Schools

DECEMBER 1988



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## Table of Contents

**Summary Report — 1**

**Student Counseling,  
Coaching and Outcomes  
Subcommittee — 9**

**School Structure  
and Resource Management  
Subcommittee — 15**

**Evaluation, Salary and  
Incentives Subcommittee — 19**

**Principals' Training  
Subcommittee — 27**

**Early Childhood  
Education Subcommittee — 31**

**Vocational Education  
Subcommittee — 35**

**Thinking Skills  
Subcommittee — 39**

**Workplace Subcommittee — 41**

**Resources — 45**

**Acknowledgements — 48**

**Presenters — 48**

**Study Group Staff — 49**

**Production & Graphics — 49**

**Contributors — 49**

**1987-88 Forum**

**Board of Directors — 50**



## The Impetus for Change

The crisis in our schools and industries is no less serious today than it was in 1983 when the National Commission on Excellence in Education released its report, *A Nation at Risk: The Imperative for Educational Reform*. Indeed, the emergence of truly global economic competition has, if anything, heightened the need for further change in our schools.

In North Carolina, the 1984 Commission on Education For Economic Growth laid the foundation for education reform which, through action by the General Assembly and the State Board of Education, has included what many consider the most far-reaching school reforms of the past 50 years: the Basic Education Program, the Career Development Pilot Program, salary increases for teachers of more than 40 percent, and the School Facilities and Construction Act.

*In 1987 New York Telephone Company tested 21,000 applicants in basic reading and reasoning skills for entry-level positions. Fewer than 3,700 applicants passed.*

FORTUNE MAGAZINE, 1988

While increased funding for schools through these efforts must continue as a top priority, the Forum Study Group believes that simply building on the structure of schools as they currently exist will greatly diminish the potential of those resources to improve student learning and achievement.

The Study Group believes that nothing less than a fundamental restructuring of schools will suffice.

## The Accountability Imperative

The Forum Study Group believes that accountability defined in terms of student success, combined with flexibility at the school and district level, are the critical elements of this restructuring. The Forum Study Group's recommendations are offered with that in mind.

Accountability is not new to education. In the mid-1970s, an educational accountability movement swept the nation and was a major stimulus for high school minimum competency tests.

Accountability today, however, must focus on far more complex issues and problems than passing scores on basic literacy tests. For while acquiring basic literacy skills remains an important aspect of schooling, the educational system must perform at a much higher level of effectiveness if today's students are to become thoughtful, economically productive citizens.

Accountability today must also be accompanied by the recognition that teachers and principals—those on the “shop floor” so to speak—need to have a greater role in decision making and to have “ownership” in the decisions that are made. Educational excellence cannot be mandated or prescribed. Policymakers need to establish goals, and educators, working with parents, need to strive to meet them.

## The Need for Deregulation

North Carolina's public schools are governed by hundreds and hundreds of pages of regulations and statutes. If one traces the genesis for most educational legislation or regulation, there typically was a major problem—the educational establishment was not responding to a crisis; students were not performing up to reasonable standards; abuse of some type or another was evident. Policymakers, with very good intentions, established laws and regulations aimed at correcting the problem.

Taken individually, the motivation and intent of the hundreds of pages of statutes and regulations governing North Carolina's schools are noble. Cumulatively, however, the weight of those rules and regulations now threatens to impede the progress of North Carolina's young people.

Ironically, the school reform zeal which has swept the country since 1983 has dramatically added to the weight of rules and regulations. North Carolina, a recognized leader in the school reform drive, has seen scores of new initiatives, regulations and policies enacted since 1983. Groups as diverse as the General Assembly and the Public School Forum have made well-intended proposals to address specific problems, but many of those proposals have further prescribed how educators are to teach, what they are to teach, and when they are to teach it.

# Summary Report



## The Forum Study Group

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*Ms. Diane Payne, Co-Chair*

To draw an analogy to the business world, it would be fair to say that education across the nation is finding itself in much the same position that America's automotive industry was in only a few years ago. After spawning large bureaucracies over a period of decades, the industry suddenly found itself unable to compete in the world marketplace.

*"In standardized tests between 1983 and 1986, American high school seniors came in last in biology among students from 13 countries, including Hungary and Singapore. They were 11th in chemistry and ninth in physics."*

FORTUNE MAGAZINE, 1988

Casting about for solutions, industry realized that a major part of the problem was an organizational structure that made compliance with procedures—not profitability—its goal. This structure stifled creativity instead of nurturing it and created a gulf between employees and the enterprise instead of drawing them together as full partners.

The question today is whether America's schools, like America's businesses, can respond to the challenge and find solutions that establish America's public schools as competitive in the educational marketplace. Can the education and policy-making establishments, as business is doing, step back to identify weaknesses and radically alter a system that must do much better?

## A New North Carolina Compact for Better Schools

In the fall of 1987, the Public School Forum sponsored a series of six conferences, "Talking With Educators," that brought more than 300 teachers, principals, superintendents, school board members, county commissioners and legislators together to focus on steps that could improve schooling in North Carolina. Participants expected the meetings to generate a list of specific items—additional office space, more telephones, extra secretaries and the like—that were needed in the schools. Instead, at each of the six conferences one major recommendation emerged loud and clear from superintendents and teachers alike:

**Policymakers should determine exactly what they want from schools, provide the basic resources needed to do the job, and then give professional educators the freedom to do what they need to do to meet those goals. Educators would willingly be accountable if they were given the freedom to do their jobs.**

One year later, a diverse group of 77 people, working together over a nine-month period, framed policy alternatives that could lead to better schools for North Carolina's young people. The Forum Study Group, a collection of business, educational and political leaders from across the state, reached a set of recommen-

dations that, in many respects, mirror the recommendation made by educators in the Talking With Educators conferences.

The major recommendations cluster around three central themes that, together, combine to form the framework of what could be called a new **North Carolina Compact for Better Schools**. The themes are:

**Contributing to the success of all students should be the driving rationale for any educational policies or initiatives.**

**Far more control and flexibility over educational decisions and resources should be returned to the local level in exchange for demanding student accountability standards.**

**North Carolina's schools for tomorrow should be managed, equipped and structured in such a way that all students have an optimum chance to succeed.**

Inherent in this new compact is a partnership between policymakers and educators that is built upon mutual trust and a mutual commitment to student success.

The foundation of the new Compact must be that student success, not compliance with rules and procedures, is the only yardstick that should and will be used to assess the effectiveness of public schools. Along with that is the assumption that policymakers can and will clarify their priorities and goals for students.



The second part of the equation requires a leap of faith on the part of policymakers and educators. These recommendations call on policymakers to reverse the trend of over-regulation of schools and agree to experiment with a period of deregulation that will return more flexibility and control to local boards of education and to local educators. In exchange, these recommendations call on educators and local school board members to shoulder the responsibility for meeting demanding student performance accountability standards.

The third building block in the equation for a new North Carolina Compact for Better Schools is a commitment from policymakers that schools will have a resource base sufficient upon which to build schools of excellence. That foundation extends beyond the Basic Education Program and includes such factors as a rational and competitive salary schedule for educators, training school administrators to manage more effectively in tomorrow's schools, and school facilities that can be adapted as the needs of the state and of young people change with the future.

Closely linked to this belief, however, is the expectation that local boards of education and local educators can and must make more effective use of the resources that are provided.

In very real terms, the new Compact is an illustration of the old adage, "there is no such thing as a free lunch." The new Compact envi-

sions a *quid pro quo* relationship—local school boards and educators receive a solid base of resources and the flexibility to meet student needs; in return, policymakers expect to receive greater, measurable gains in student performance.

The following pages highlight major recommendations that are included in the new North Carolina Compact for Better Schools. Following the Summary Report of the recommendations is a detailed overview of the full recommendations from the Forum Study Group with cost projections and phase-in schedules where appropriate.

**Student success must be the essential goal of all new policies and programs and must be the basis for devising a new system of state and local accountability.**

The title of the Forum Study Group's report is "Thinking for a Living: A Forum Blueprint for Educational Growth." The phrase "thinking for a living" was chosen carefully. An implicit assumption underlying this report is the strong belief that schools must become full partners in the drive to keep North Carolina competitive in a rapidly changing world. The welfare of North Carolina's people and the quality of life that those people will enjoy in the future depend to a large degree on the ability of schools to produce students who can succeed as adults.

In the simplest of terms, all school initiatives can be evaluated based

on the answers to three simple questions:

- Are students regularly attending schools, thus having the advantage of every learning opportunity?
- Are all students learning while they are in the schools?
- Will the material that is taught in school enable students to succeed as thinking, reasoning adults, as wage earners, as citizens of a democratic country and as contributing members of their families and communities?

The recommendations of the Forum Study Group place students at the heart of the school process and are offered in the belief that they will improve the educational opportunities for all young people to succeed as learners and as adults.

The major thrust of these recommendations is to provide better opportunities for all students to succeed. The Study Group, for instance, agrees with the growing number of voices that are calling for education to begin at an earlier age, especially for children who can be identified as "at risk," or likely to fail in the school environment.

**"Productivity losses caused by poorly educated workers, together with the price of remedial training, costs business about \$25 billion a year."**

THE WALL STREET JOURNAL, 1987

## Recommendations for Student Success

- *Devise, adopt and implement a greatly revised state testing program as a central component of a results-oriented, statewide accountability system that is based on student success and outcomes. End-of-course and end-of-grade tests that measure student progress based on the Standard Course of Study must be the foundation of this system (see page 9).*
- *Begin piloting developmental early childhood programs for three- and four-year-olds who can be identified as "at risk" children. The pilots should provide a foundation upon which a greatly expanded early education program could be offered to all young people (see page 34).*
- *Place far greater emphasis on the academic preparation and development of thinking skills for vocational education students and simultaneously shift the emphasis of many traditional academic approaches to "hands on" learning techniques (see page 36).*
- *Reassess current counseling programs for at-risk students and increase the emphasis on vocational counseling for non-college bound students (see pages 11 and 36).*



## Recommendations for Accountability & Flexibility

- *As part of a new state accountability system, local school systems should publish annual school report cards on student performance indicators; the state should publish an annual school report card comparing North Carolina student performance to that of students in other states (see page 10).*
- *The Career Development Program should be tied to school-based, student-centered accountability plans that focus on achieving higher levels of student performance. Additional salary rewards granted to educators on the upper steps of the Career Ladder program should be contingent on demonstrating higher levels of student performance (see pages 16 and 21).*
- *Policymakers should grant greater flexibility in the use of personnel, especially in the area of providing general assistance to teachers (see page 17).*
- *Funding regulations should be loosened; specifically, the current 70-plus non-transferable budget line items should be collapsed, giving local school boards and educators the ability to transfer funds to areas that require greater focus (see page 17).*

Major studies have concluded that an investment in giving educationally disadvantaged children a "head start" can return major dividends to society in later years as those children benefit from having received badly needed help at an early age.

The Study Group also believes that early, developmental programs are not adequate unless reinforced by programs that provide counseling and coaching throughout a student's entire school experience. With 23,000 North Carolina students dropping out of school each year, it is obvious that a better "safety net" must be created to insure that students are not being left behind, thus becoming prime targets for a life of under-employment.

The current school program focuses heavily on the extreme ends of the educational spectrum. Primary emphasis is placed on students with special learning problems or on students preparing to go to college. The great majority of students will, in all probability, attend community or technical colleges at some point in their life. They will need an equal focus that places higher expectations on them and better prepares them to enter an adult life where "thinking for a living" will be a prerequisite.

In fact, the incorporation of thinking skills into today's curriculum may be one of the most important advances education will make in the twenty-first century, and the Study Group believes the groundwork for that development must be laid

today. Thinking skills cannot be viewed as something that can be imparted in a special course in much the way one can learn to use a keyboard. Instead, students preparing for the twenty-first century must begin to acquire reasoning skills from the day they enter school.

Finally, testing programs must go far beyond providing a yardstick by which people can compare one school to another. The primary value of testing is to diagnose student needs to enable schools to shape programs in which students will succeed.

All of the recommendations under the theme of student success are aimed at creating a public school

*For the second year in a row, North Carolina ranked 49th in the nation on SAT scores in 1988. Among the 18 states with 50 percent or more of high school seniors taking the test, North Carolina was still second from the bottom.*

*If this year is typical, 23,000 high school students in North Carolina will drop out of school. Looked at another way, it's as if three busloads of students leave school each day and never return.*

*Over a working lifetime, high school graduates can expect to earn over \$190,000 more in constant dollars than a high school dropout.*

program that guarantees every child the opportunity to begin life with a successful school experience that will lay the foundation for a successful, contributing life as an adult.

**Local school boards and educators should have far more control and flexibility over local educational decisions and resources; in return, policy-makers should expect to see higher student performance results as measured by demanding accountability standards.**

In recent years, increased flexibility has become a rallying cry in school board and administrative circles. With the state assuming responsibility for more and more of the funding of schools, there has been a predictable increase in the strings attached to new funds.

As the use of funds and resources becomes more restrictive, local educators are contending, with good reason, that it is virtually impossible for statewide policies to take into account the incredible differences between the state's nearly 2,000 schools and 140 school systems.

All communities are not the same. To prescribe one way of meeting needs, one way of spending funds, or one method of evaluating results for all of the schools in a very diverse state is to overlook one of the unique factors of North Carolina life—the Coastal Plains, the Piedmont and the Mountains differ not only in geography, but they differ in the needs of their people.



When compared to a business environment, public schools are very restrictive in terms of funding and personnel allocations. While there are more than 17,000 teaching assistants on the state payroll, for instance, the overwhelming majority of them are assigned one-to-a-classroom from kindergarten to the third grade; yet, teachers in grades four through 12, have practically no general support when it comes to such non-teaching duties as hall and bus monitoring, paperwork and individualized instruction.

While the state now has more than 45,000 computers in use for student instruction, teachers and clerical staff in the average school building do not have access to computers, word processing and spread-sheet software, and printers.

A major presumption in the Study Group's recommendations is the belief that the public cannot seek accountability for results from its schools if those same schools do not have the ability to use funding and personnel resources in such a way as to address the unique needs of their students.

Implicit in that assumption is the belief that flexibility at the school building level is at least as important, if not more so, as flexibility at the central office level. In business terms, a school principal is a plant manager who must have a level of discretion over people and budgets if he or she is to meet the goals of the plant. Ideally, just as business is now moving to decentralized management structures that involve

greater numbers of people in decisions about using resources, so would school faculties have an opportunity to voice their opinions about the best use of resources at the school level.

***"By 1990, barely two years from now, three out of four jobs will require educational or technical training beyond high school. Projections for the year 2000—12 years from now—are that new jobs will require a work force whose median levels of education is 13.5 years."***

***AMERICA'S SHAME, AMERICA'S HOPE***  
*A report on at risk youth*  
*prepared by MDC, Inc., for the*  
*Charles Stewart Mott Foundation*

That belief is central to the question of meaningful accountability standards in the schools. The Study Group believes that the school building is the primary building block for excellence. The recommendations about school accountability place a premium on educators at the building level working together, establishing student performance goals, and creating strategies and programs that will help students succeed.

If student success is the only legitimate criteria to use for measuring the effectiveness of schools, all educational and personnel programs should be focused on student outcomes. Merit pay or career ladder plans, for instance, should focus on improved student out-

comes. The recommendations presume that merit pay should only be awarded in instances where students' level of performance is improving. Teacher evaluation plans should focus on the attainment of student-centered goals. Funding regulations should increase the ability of schools to meet higher student standards.

Finally, the Study Group believes that parents, taxpayers and policymakers have a right to know whether their investment in schools is paying dividends to the young people of the state. The recommendations call for annual report cards that would enable the public to examine how well schools within a particular school system are performing, how one school system is performing when compared to another, and how well North Carolina young people are performing when compared to young people from across the nation.

With that, policymakers have a right to reward excellence and to withhold rewards in situations where students are not attaining higher levels of success. One of the most potentially controversial aspects of these recommendations is a recommendation to make merit pay awards contingent on measurable gains in school-wide student performance. Specifically, the recommendations call for a career ladder program that provides financial incentives for individual educators and for entire school faculties that develop schools of excellence in which students are succeeding.

## Recommendations for Accountability & Flexibility

- *During the final phase-in years of the Basic Education Program, local schools should be granted the flexibility to use BEP funding to make one-time purchases that would better equip local school buildings (see page 43).*
- *Local school administrators should be granted more flexibility in the area of teacher evaluation, and evaluation instruments should be tailored to measure an individual's achievement of personal goals and his or her contribution to school-wide goals (see page 25).*
- *Local schools should have the flexibility to design special function positions for teachers on the highest level of the Career Development Program; those special functions would focus on meeting specific student-centered goals, such as increasing attendance, raising test scores, and developing new curriculum materials (see page 25).*



## Recommendations for Managing, Equipping & Structuring Schools

- *Pilot a new, state-supported principals' training program that places far more emphasis on managerial preparation than do the programs currently offered (see page 27).*
- *Implement a new salary schedule to serve as a foundation to make educators' salaries competitive with other professions (see page 19).*
- *Encourage schools of education and professional educational associations to develop and offer training sessions in participatory management techniques (see page 43).*
- *Create a "school of the future" demonstration site to serve as a working example of how innovative school structures, management systems and uses of technology could lead to greater levels of student success (see page 42).*
- *Provide adequate office and work spaces to all school-based professional educators (see page 41).*
- *Allow more flexibility with personnel resources to provide monitoring, clerical and instructional support to teachers (see page 42).*
- *Incorporate modern technology into the school environment (see page 42).*
- *Alter vacation and leave rules to provide more in-school planning and staff development time (see page 42).*

## Schools of tomorrow must be well-led, well-equipped and well-structured.

If school buildings are the primary building block in a more effective program of schooling, school buildings must also be the primary focus for improvement.

Virtually every recent study in the growing body of "effective schools" literature identifies the school principal as the essential factor in creating a more effective school climate. The Study Group examined the training and preparation of school principals carefully and recommends that the state review principal certification standards.

*Each year, the state and county and municipal governments in North Carolina lose as much as \$99 million in potential revenues from just one year of dropouts—three times the amount spent on dropout prevention.*

*"Increasingly, literacy is defined as having a high school diploma. Almost 1.7 million North Carolinians—40 percent of adults age 16 or older—fail to meet this standard of literacy."*

*LITERACY FOR THE 21ST CENTURY  
Recommendations of the Governor's  
Commission on Literacy*

Preparation in essential managerial skills is not the focus of the typical certification program that prepares North Carolina school principals. In fact, most people would describe the existing prin-

cipals' certification program as more appropriate for one preparing for a position in educational research or college teaching than for a management/leadership role in schools.

For instance, while schools are wrestling with integrating technology and modern office systems into the school environment, not one of the 14 programs preparing people for the principalship in 1987 had a course on office systems and technology. Discrete course work in such issues as employee motivation, employee evaluation, goal setting, time management and budget development are too often not a formal part of the course work of aspiring principals.

The Study Group recommendations call for piloting a new management preparation program for aspiring principals and for offering formal orientation sessions to newly appointed school administrators.

Beyond the question of leadership, the recommendations call for training in new participatory management systems to foster greater cooperation between school employees at the school-building level.

In addition to examining leadership issues and management systems, the Study Group examined the environment of schools and made recommendations intended to incorporate modern technology into the school environment, to provide all employees more functional work surroundings, and to make available more time for planning and staff development.

## A Glimpse into the Future

*North Carolina's Board of Education and General Assembly launched an experiment in local flexibility and accountability in three counties. Tbler-Oak Elementary School in Granville County is one of the schools in the experiment. Tbler-Oak is located in rural North Carolina near the Virginia Border. Seventy-six percent of the K-6 students in the school are minorities; 75 percent are designated as low income; 60 percent of the students are classified as educationally disadvantaged.*

*Everything traditional wisdom tells us about schools indicates that Tbler-Oak's student are "at risk" and likely to fail in school. Yet, test scores in Tbler-Oak increased 12 percent in the sixth grade and 16 percent in the eighth grade last year; the school's attendance record went from next-to-the-last in the county to first for the last five months of the 87-88 school year. A combination of harnessing instructional technology, an accountability goal aimed at improving instruction, an innovative personnel evaluation program jointly designed by teachers and administrators, budget flexibility and a restructured school environment may be pointing the way to a school environment driven by student success.*



The assumption underlying the recommendations was that as the Basic Education Program is providing a resource base that guarantees that every school can provide a basic educational program to all students, the state must also support efforts to insure that schools have a sound foundation of leadership and technological and office resources upon which to build stronger student programs.

## Summary

These suggestions are offered to policymakers in the hopes that they

will help bring about the next phase of school improvement in North Carolina.

As stated earlier, they are not offered with the intent of criticizing policymakers for past decisions, nor are they offered in the belief that the Study Group has discovered the "final word" in school improvement. Rather, the Study Group hopes that as the continuing dialogue about school improvement moves forward, the thinking of the members of the Study Group will provide a different viewpoint and new ideas that could result in positive change for North Carolina's schools.

As with any report of this kind, there is a necessary note of caution that must be added to these recommendations. In many instances, the Study Group believes recommendations are intertwined.

***"890,000 working-age North Carolinians have eight or fewer years of education" and 575,000 "lack the verbal and mathematical skills to function effectively on the job."***

***LITERACY FOR THE 21ST CENTURY  
Recommendations of the Governor's  
Commission on Literacy***

The Study Group believes, for instance, that it is impossible to restructure schools for participatory decision making without developing a cadre of principals well-schooled in that approach.

The Study Group also believes that it is unwise to deal with only a teacher salary schedule and not consider combining a salary schedule with a program of performance incentives.

In like fashion, the Study Group would not recommend looking at granting greater flexibility at the local level unless there were a program to enable policymakers to measure the impact flexibility has on student performance.

In short, the recommendations are closely linked. To focus on only one element while ignoring others runs the risk of continuing to deal discretely with a very inter-related educational process.



The Forum Study Group recognizes that there are substantial costs associated with some proposals and that adverse economic conditions may affect their implementation. Many proposals, however, call for little or no new expenditures; others simply require redirecting existing resources. The Study Group also recognizes that, as circumstances change, its recommendations must remain fluid. They are offered in that spirit.

These recommendations represent a consensus for improvement and a belief that, with the support of concerned business, political and educational leaders, North Carolina's schools can become second to none.





## Student Outcomes

The premise is simple: The success of a state or local school system depends on the achievement, performance and attitudes of individual students. An effective accountability system links the knowledge and skills students are expected to acquire with what is being taught in the classroom. Then it measures how well students are meeting those expectations.

The search for effective student outcome measures has been a long one, but it may be nearly over.

A major obstacle to developing effective student outcome measures has long been the use of tests to rank students in comparison to each other, instead of using them to assess how well students were meeting stated expectations. This led to the use of tests that included questions about things that were not being taught and, in some cases, weren't supposed to be taught until the following school year.

The development of end-of-course tests in which expectations, instruction and testing are all linked is a major step forward. By adopting guidelines to accompany the Standard Course of Study, the State Board of Education has clearly identified what students are expected to learn; thus, teachers are able to tailor instruction based on those guidelines. The final step now is to develop and use tests which are based on those expectations.

Another obstacle has been the limitations implicit in the use of

multiple choice tests. Not all expectations included in the guidelines can be measured using multiple choice questions. For example, it is difficult to measure writing ability without asking students to write, just as it is difficult to measure students' skill in dance or art without allowing students to perform. It is even more difficult, perhaps, to measure "thinking skills" involved in group problem solving without observing a group in action. The expectations in existing Course of Study guidelines and those that will be added as the Basic Education Program is implemented call for tests that go beyond current pencil and paper multiple choice questions.

The final, remaining hurdle has been tradition. The justification for continuing testing programs used in the past should not be "that's the way it's always been done." Tests and testing procedures that do not meet current needs should be discontinued, or at least greatly reduced.

The Forum Study Group considered all these factors in making its recommendations and concluded that if the result is to be an effective accountability system based on student success and outcomes, the State must greatly revise its current testing program. These revisions should include developing and adding new types of tests and eliminating others.

The Study Group also believes that student testing should impose as little as possible on time spent

learning. The Study Group believes the proposed recommendations will result in less time, not more, being spent on student testing.

### RECOMMENDATION ONE:

#### End-of-Course Testing

End-of-course testing should be expanded to include secondary school courses specified for graduation. The tests should assess facts, skills and understanding, and they should include written tests, performance of skills, or product portfolios. The Study Group urges local boards of education to consider using end-of-course tests as final examinations.

**RATIONALE:** The current end-of-course tests are the best measures of competencies contained in the state's Standard Course of Study. These tests provide maximum alignment between objectives, instruction and assessment. In developing end-of-course tests, the assessment of skills should be integrated within the content, not as isolated items. The use of end-of-course tests as final exams should reduce total testing time.

### RECOMMENDATION TWO:

#### End-of-Grade Tests

End-of-grade tests that assess facts, skills and understanding should be developed and used for grades three through eight.

**RATIONALE:** The expansion of the end-of-course concept to cover

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grades three through eight will provide the same level of alignment between curriculum objectives, instruction and assessment now available for some secondary courses.

**RECOMMENDATION THREE:**

### **Replace Norm-Referenced Tests**

End-of-grade tests should replace the norm-referenced tests currently used in grades three, six and eight for diagnosis and for the initial screening step used to determine if students should attend summer school.

**RATIONALE:** The end-of-grade tests will be more accurate reflectors of what North Carolina expects its third, sixth and eighth grade students to know and be able to do. Hence, the diagnostic power of the end-of-grade tests will be much greater than that of the current norm-referenced tests.

**RECOMMENDATION FOUR:**

### **Alternate Testing Methods**

Alternate methods of end-of-course and end-of-grade testing should be developed for students who are identified by teachers, counselors and parents as having special needs.

**RATIONALE:** Some students are unable to perform successfully in certain testing situations. For example, a student with a reading prob-

lem may be able to do well on a mathematics test if the directions and word problems are read orally by the person administering the test. This would provide more accurate information about the student's capabilities.

**RECOMMENDATION FIVE:**

### **Exemptions from Competency Testing**

Students who score above an established level on the eighth grade end-of-grade test or who score above established levels on ninth grade end-of-course tests in English and mathematics should be exempted from the state's minimum competency testing program.

**RATIONALE:** Exempting students who demonstrate that they have acquired the basic skills measured by the competency test will save student time and education dollars.

**RECOMMENDATION SIX:**

### **Annual Report Cards**

School- and district-level results of end-of-course and end-of-grade tests should be published by local school boards as part of an annual report card that contains the following information: performance standards in terms of what students should know and what they should be able to do, how well students are achieving those standards, and how students compare with stu-

dents living in other communities in North Carolina. Test scores should also be reported in terms of expected gains. Results should not be reported in ways that would allow for the linking of student test scores with individual teachers. The report should go beyond test scores and provide information on such indicators as high school completion rates, attendance, suspension rates, course enrollments, school climate, variety of instructional techniques, and student/teacher/parent attitudes about education.

**RATIONALE:** The public has a right to know what tax dollars are buying and how well schools are meeting the needs of students.

**RECOMMENDATION SEVEN:**

### **State-Level Assessments**

North Carolina should participate in the state-level assessment options provided through the National Assessment of Educational Progress.

**RATIONALE:** The Federal government supports the National Assessment of Educational Progress, a program designed to measure the knowledge and abilities of nine-, 13-, and 17-year-old students. The program has been operating since 1969 and contains the best data base on changes in student performance in the country. Until now, the National Assessment was not designed to provide state-level

data, but Congress has begun providing states the opportunity to collect state-level data. This gives North Carolina an excellent way to compare student performance in this state with performance across the United States.

**RECOMMENDATION EIGHT:**

### **Limited Norm-Referenced Testing**

Norm-referenced testing in grades three, six and eight should be limited to a sample of students sufficient to compare North Carolina with the national norms.

**RATIONALE:** End-of-course and end-of-grade tests will provide sufficient individual student-level diagnostic information necessary for comparing students, schools and districts within the state. Comparing students with students from other states can be accomplished by using National Assessment data. Therefore, it is possible to eliminate the current norm-referenced testing program entirely, but it may not be politically desirable to do so. Testing only a sample of students would greatly reduce total testing time and expenditures.

**RECOMMENDATION NINE:**

### **School-Site Accountability Study**

A study should be conducted to determine the effectiveness of the school-site accountability models



that are part of the Lead Teacher Project currently underway at six schools. The study results should be used to generate an issue paper on the relationship between school-site accountability systems and the state's accountability and accreditation programs.

**RATIONALE:** The six sites in the Lead Teacher Project have developed accountability models that go beyond state requirements. Teachers and administrators at the six sites have developed ownership in the accountability efforts and are using the data in planning improved opportunities for students. This study would provide information useful in determining the amount of flexibility local schools should be given in designing and operating accountability programs.

**RECOMMENDATION TEN:**

### **Beyond Test Scores**

The State Board of Education should adopt a set of indicators that go beyond test scores that can be used in evaluating the educational system. Indicators suggested by the Council of Chief State School Officers (CCSSO) should be considered.

**RATIONALE:** Quality is more than test scores. The CCSSO has been developing a list of additional indicators that can be used to determine the quality of education. Examples of these indicators are high school completion rates, atten-

dance, suspension rates, course enrollments, school climate, variety of instructional techniques, and student/teacher/parent attitudes about education.

**RECOMMENDATION ELEVEN:**

### **Statewide Quality Indicators**

Results from end-of-course, end-of-grade, state-level National Assessment efforts and the norm-referenced sample should be reviewed within the context of other indicators of the quality of North Carolina's educational system. An annual report card should be produced by the State Board of Education.

**RATIONALE:** The public has a right to information about the effectiveness of the state's educational system.

### **Counseling**

The 1986 Forum study of schools, "The Condition of Being An Educator," found that the typical principal, teacher, and secretary work long hours on a multitude of tasks with little outside help. The Forum Study Group did not undertake an in-depth examination of the role of school counselors; if it had, it would have found them suffering much the same plight.

The majority of school counselors work long hours in many different areas. Counselors do anything and everything—from advising students

on which college to attend to helping a student cope with a father's unexpected death, from scheduling students for classes to counseling a student who thinks she might be pregnant.

Throughout the day, counselors wear many different hats—coach, teacher, listener, adviser, scheduler, friend and mediator. There is little agreement on what their proper role should be and how it should vary from school to school or from grade-level to grade-level.

In recognition of the limits on its time and resources, the Study Group is making a recommendation which most study groups seek to avoid. It is recommending further study.

**RECOMMENDATION TWELVE:**

### **Testing Skills**

Teachers should be provided training to improve their skills in developing and using tests and other student outcome measures. These skills should include when to give tests and how to use test results. Teacher preparation programs should be refined to provide teachers with better test development and use skills.

**RATIONALE:** Students spend more time taking teacher-made tests than any other type of test. Teachers need to know when to use tests, how to select appropriate test strategies, how to develop tests, how to make the most effective use of test results, and how to coor-

dinate teacher-made tests with the total system testing program.

**RECOMMENDATION THIRTEEN:**

### **Further Study**

The state should fund an independent study of counseling programs, including the role of counselors, during the spring of 1989. The study should make use of existing data as much as possible and include an examination of effective counseling programs and a confidential survey of a sample of counselors. The study findings should be submitted to the State Board of Education and to the General Assembly.

**RATIONALE:** Although job descriptions for counselors are often very explicit, there is ample evidence that many counselors have little time for serving the average student. Their responsibilities seem to be divided mainly among administrative duties, helping college-bound students, and responding to students with special needs.

**RECOMMENDATION FOURTEEN:**

### **Recommendations by a Review Commission**

The State Board of Education should review the results of the study and commission a policy review by a group of counselors, teachers, administrators, high school students and parents. The review should result in a set of



recommendations to improve counseling services for all students. These recommendations should be submitted to the State Board of Education no later than February 15, 1990.

**RATIONALE:** If the report resulting from the implementation of Recommendation Twelve confirms that there are discrepancies between what counselors are doing and what counselors should be doing, then there is a need to better define the role of the counselor and to implement strategies and programs that will assist counselors in performing their duties.

#### **RECOMMENDATION FIFTEEN:**

### **Increased Numbers of Counselors**

The number of persons and other resources assigned by the State Department of Public Instruction to provide technical assistance and services to counselors should be kept at a level sufficient to meet current needs and should be increased as the number of counselors expands during the implementation of BEP.

**RATIONALE:** The evidence suggests that the amount of technical assistance provided to counselors is extremely limited and that the number of staff and other resources currently assigned are insufficient. This is likely to be more critical as the BEP is implemented.



#### **RECOMMENDATION SIXTEEN:**

### **Workplace Visits**

Secondary-school counselors should be given opportunities to follow employees of various businesses and industries for a day to get first-hand knowledge about life in the workplace. These experiences should become part of the job. The Study Group encourages businesses to provide these opportunities.

**RATIONALE:** Such programs would provide counselors with

opportunities to learn more about what is expected in the workplace, so they can provide students with better information about the "world of work."

#### **RECOMMENDATION SEVENTEEN:**

### **Serving At-Risk Students**

Counselors should be provided staff development opportunities for developing skills needed to serve at-risk students. There should be a special emphasis on crisis intervention techniques.

**RATIONALE:** Although counselors are not expected to be trained psychologists, they are often confronted with crisis situations similar to those faced by psychologists. It is important that counselors know how to respond to a crisis while arrangements are being made for a student to receive appropriate help.

#### **RECOMMENDATION EIGHTEEN:**

### **Special Recruiting Efforts**

Special efforts need to be made to increase the number of persons enrolling in counselor training programs.

**RATIONALE:** The number of new counselors needed to fill positions called for in the BEP exceed the number of persons currently being trained.

### **Related Recommendations**

Statistical "snapshots" of North Carolina's public school system describe the challenge of serving "at-risk" students, but they don't give the historical perspective needed to plan the steps to reduce their numbers. Knowledge of this sort is vitally important in planning services for at-risk students.

Since the turn of the century, each economic downturn has been followed by a major effort to reach more young people through the nation's schools. This pattern continued until the mid-1960s when, with the passage of Title I of the



Elementary and Secondary Education Act and Headstart, the federal government undertook a massive effort to improve educational opportunities for children living in poverty. After several years of trial and error, the program started paying dividends. Since the early 1970s the academic performance of at-risk students has steadily improved, yet the job is far from finished.

Educators have developed a number of successful approaches for educating academically at risk students. The current challenge is to train teachers and counselors to use those approaches. This training was one of the major concerns of the Study Group.

The Study Group also examined another set of at-risk students—those who do well in school, but whose low self-esteem also puts them at risk of eventual academic failure. These are the students who turn to drugs and alcohol, who become suicidal, who ultimately drop out of society. Low self-esteem has many causes. Some students come from broken homes, others have been targets of physical or sexual abuse. Some simply lack positive adult role models and supportive home environments.

At-risk students with low self-esteem most often exhibit depressed or aggressive behavior. The challenges associated with responding to this group of at-risk students are still being defined, and responses are in early stages of development.

The Study Group limited its consideration of at-risk students to the above two concerns. This does not imply that other ways of serving at-risk student are not needed, but it reflects the group's belief that these two challenges require immediate attention.

#### RECOMMENDATION NINETEEN:

### Identifying At-Risk Students

Teachers should be provided with staff development opportunities designed to help them develop the skills necessary to identify and serve all at-risk students.

**RATIONALE:** Currently there are many at-risk students who are not being identified and served.

#### RECOMMENDATION TWENTY:

### Teacher Training

Teachers' pre-service programs should prepare them to work with at-risk students. Specifically, teacher training should include direct contact with students who have special needs.

**RATIONALE:** A student teaching internship in a middle income suburban community cannot provide a person with the training necessary to be successful in an inner-city or rural school. Theory alone will not prepare a person to help a student who may be culturally isolated. Reading about how to identify students with drug-related problems is not enough training for a person

## Estimated Costs for Student Outcomes and Counseling Recommendations

RECOMMENDATION	ONE-TIME	OPERATING
RECOMMENDATION 1	\$ 225,000	\$ 217,000
RECOMMENDATION 2	\$ 450,000	\$ 425,000
RECOMMENDATION 4 Recommendations 1, 2 and 4 include the cost of developing and administering new tests.	\$ 400,000	\$ 700,000
RECOMMENDATION 5 Cost savings from exempting eligible students from the competency test.	NA	(\$ 200,000)
RECOMMENDATION 7	NA	\$ 150,000
RECOMMENDATION 8	NA*	NA*
RECOMMENDATION 9 Assess school-site accountability models.	\$ 60,000	NA
RECOMMENDATION 10 Adopt national indicators of student success.	\$ 30,000	NA
RECOMMENDATION 11 Cost of annual "report card."	NA	\$ 120,000
RECOMMENDATION 13 Cost of study survey and staff.	\$ 180,000	NA
RECOMMENDATION 14 Travel and per diem for review.	\$ 25,000	NA
RECOMMENDATION 17 Staff development for counselors.	NA	\$ 80,000
RECOMMENDATION 18 Scholarship-loan grants costs.	\$ 2,000,000	NA
RECOMMENDATION 19 Staff development for teachers of at-risk students.	NA	\$1,000,000
RECOMMENDATION 21 Develop and field-test 16 pilot programs.	\$ 240,000	NA

\*Cost reduction will occur when contract expires. Savings will depend upon sample size.





who will be expected to serve such students. These examples illustrate shortcomings in current pre-service programs.

**RECOMMENDATION TWENTY-ONE:**

**Community-Based  
Pilot Project**

Community-based programs designed to provide potentially at-risk elementary students with adult role models should be developed and field tested in 16 pilot sites.

**RATIONALE:** Many students come from single-parent families or from families where both parents work. Many of these students do not have access to adult role models from whom they can learn the skills necessary for being successful. "Big brother" and "big sister" programs provide some opportunities in urban areas, but many students are not being served.

**RECOMMENDATION TWENTY-TWO:**

**Parent Involvement**

The Study Group strongly urges the business community to promote and support parent involvement in schools. Businesses can show their support by giving employees time off from work to meet with teachers, sponsoring workshops on parenting skills, making education a top priority on the job, and by sponsoring activities for parents and their children.

**RATIONALE:** Study after study has shown the importance of involving parents in schools. Some studies show parent involvement to be the single most important factor in student success. Our economic well-being and the future of our state are closely tied to our public schools, and the business community can help give every child an opportunity to be successful.



## The Need for Deregulation

The weight of laws and regulations governing the operation of schools in North Carolina is overwhelming:

- More than 220 pages of statutes in Chapter 115C of North Carolina General Statutes,
- 130 pages of education-related statutes not included in Chapter 115C,
- 58 pages of state rules and regulations contained in Title 16 of the North Carolina Administrative Code as adopted by the State Board of Education,
- 29 pages of detailed accreditation standards in 31 different program areas,
- More than 200 pages in the Uniform Chart of Accounts for schools, and
- More than 120 pages in the state budget allotment manual for schools.

As daunting as these numbers are, they do not reflect other regulatory burdens, such as the 18 state and federal reports that local school systems are required to submit annually or the 15 separate documents that must be completed and placed in every handicapped child's folder to avoid an audit exception.

State rules and laws govern virtually every aspect of schooling, from maximum size of classes to the use of teaching assistants in the

primary grades, from the selection of textbooks to the certification and hiring of teachers. The state funds about 74 percent of the cost of those regulations. Higher levels of state funding due to the Basic Education Program have been accompanied by higher levels of state control.

Although the Forum Study Group strongly supports the continued funding and implementation of the Basic Education Program, the Study Group also believes that schools must strive to make more effective use of available resources.

In 1988 alone, for example, the state will spend \$2.7 billion in aid to local schools through nearly 80 categorical line items. With few exceptions, these funds cannot be moved or transferred between categories.

In other words, the state, through its funding and through laws and regulations detailing how that money must be spent, determines how schools will be run.

These numbers alone would seem to indicate that something is terribly wrong with the way schools are run, but other numbers, with human faces and costs behind them, are far more disturbing.

- The state's average on the SAT is 841 out of a possible 1600—49th among all states.
- Nearly 30 percent of the state's students drop out before completing high school.
- On any given day, nearly six percent of the state's students—

approximately 60,000—are absent.

While some gains have been made, progress in many areas has been painfully slow.

## The Need for Accountability

The Forum Study Group believes that the crisis in our schools is no less serious today than it was in 1983 when the National Commission on Excellence in Education released its report, "A Nation at Risk: The Imperative for Educational Reform."

The Forum Study Group also believes that while increased funding for schools through the Basic Education Program must continue as a top priority, simply building on the structure of schools as they currently exist will greatly diminish the potential those resources have to improve student learning and achievement.

Nothing less than a fundamental restructuring of schools will suffice.

The Forum Study Group believes that accountability for results with flexibility at the school and district level are the critical elements of this restructuring. The Forum Study Group's recommendations are offered with that in mind.

## Assumptions and Definitions

Accountability is not new to education. In the mid-1970s, an

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educational accountability movement swept the nation and was a major stimulus for high school minimum competency tests.

Accountability today, however, must focus on far more complex issues and problems than passing scores on basic literacy tests. While acquiring basic literacy skills remains an important aspect of schooling, the educational system must perform at a much higher level of effectiveness if today's students are to become thoughtful, economically productive citizens.

Accountability today must also be accompanied by the recognition that teachers and principals—those on the “shop floor,” so to speak—need to have a greater role in decision-making. Educational excellence cannot be mandated or prescribed. Policymakers need to establish goals and educators need to strive to meet them.

In any case, a common understanding of terms and definitions is vital. *The Forum Study Group defines accountability as an approach to education which focuses on results as measured by student success.* School-level accountability is an approach to school management in which principals and teachers closely monitor student performance and, working closely with parents, use that information to plan, modify and strengthen the school program.

Student-centered accountability is the notion that accountability has to emphasize student achievement and learning as the key indicators

of effectiveness. It differs from other approaches that attempt to assess educational quality by focusing on inputs, such as spending per student and certification standards, or on processes, such as the number of instructional hours in each school day.

#### RECOMMENDATION ONE:

### Tie Career Development with Accountability

The state should develop and implement a statewide student-centered, school-based accountability system and phase it in over a three-year period coinciding with the completion of funding for the Basic Education Program. Continued participation in the Career Development Program would be contingent upon school systems successfully meeting accountability goals.

**RATIONALE:** The State Board of Education recently adopted “State-wide Educational Standards” to accompany the state accreditation program. Performance standards outlined in the Student Outcomes section of this report and in the state’s mandatory accreditation program provide a starting point for reaching a consensus on the goals for student achievement.

Within this framework, local school districts would set goals based on their specific needs and circumstances.

Recognizing the disparities in local resources available to many

school districts and the effects that economic disadvantage and parents’ level of education have on student achievement, the State would develop an index of educational requirements. A three- or five-year average of test scores and other indicators would provide a baseline for assessing progress in meeting goals. School districts, for example, which are identified by the index as having a high incidence of poverty would not be required initially to meet the same standards as more affluent and more educated communities.

To discourage school districts from concentrating their efforts on raising only the scores of the top one-fourth or one-half of their students, achievement gains should be evaluated at the 25th, 50th and 75th percentiles of students.

The incentive for teachers and principals to improve student learning gains would be bonuses awarded through the Career Development Program. Participation in the program would hinge on the performance of schools, not individuals, as measured by student success. The Career Development Program would be administered as described in the Salary, Incentives and Evaluation section of this report.

As a condition for initially participating in the Career Development Program, school districts would be required to develop a district-level educational improvement plan incorporating school-level improvement plans. Then, to remain in the program, school districts would have to show acceptable progress toward meeting their

### Estimated Costs for School Structure and Resource Management Recommendations

RECOMMENDATION	ONE-TIME	OPERATING
RECOMMENDATION 1 Three-year cost for accountability-related studies.	\$450,000	NA
RECOMMENDATION 2 School improvement plan task force meetings and travel.	\$ 15,000	NA
RECOMMENDATION 3 School Finance Commission staff, meetings and travel.	\$175,000	NA



accountability goals. Each school district would fall into one of three categories in the accreditation program: exemplary, acceptable or unacceptable. School districts which reached the level of exemplary performance for an indicator would not be required to show further improvement in that area. Exemplary schools would also be eligible for financial incentives and grants as "Schools of Excellence." Grants ranging from \$5,000 to \$20,000 would be awarded to exemplary schools with the stipulation that funds be used for activities to increase student achievement gains.

School districts whose performance was unacceptable would not be allowed to remain in the program, although individual schools within the district could participate if they met or exceeded acceptable levels. School districts with unacceptable performance would be re-evaluated on an annual basis and reinstated when acceptable gains had been demonstrated. Support teams from the State Department of Public Instruction would provide planning and technical assistance to those districts.

#### **RECOMMENDATION TWO:**

### **Educational Improvement Plan**

The General Assembly should authorize creation of a task force to develop a procedure to establish a

single educational improvement plan that local school districts would submit annually to the State Board of Education and the Department of Public Instruction.

**RATIONALE:** Every business has a bottom line, and the bottom line for schools is student success and achievement. State plans and reports that do not relate to those goals should be eliminated. Plans that do relate directly to accountability goals should be combined into a single plan.

The district-level educational improvement plan described under the state accountability model should be substituted for all other plans currently required by the state. The focus of the plan should be goals relating to student success and achievement. Except for data specifically needed to set policy goals, all unit-level information on progress in meeting accountability goals should be reported annually in a year-end report.

#### **RECOMMENDATION THREE:**

### **School Finance Commission**

The General Assembly should authorize the State Board of Education to appoint a School Finance Commission to develop a new method of allocating state school funds. The commission should report its findings and recommendations to the Legislative Commit-

tee on Joint Governmental Operations prior to the 1990 Session of the General Assembly.

The system of school finance that is adopted should do two things: First, it should provide sufficient resources for the local school system to offer the full instructional program called for in the Basic Education Program. Second, it should provide considerable flexibility within just a few categories of funding. Existing allotment items should be collapsed within these broad categories:

- Instructional Personnel
- Instructional Supplies and Equipment
- Instructional Support Personnel
- General Administration
- Auxiliary Services
- Categorical Programs

The finance formula should incorporate a weighted cost approach for the first three categories based on the staffing and funding levels called for in the Basic Education Program. In addition, a minimum level of funding per school, such as at least one principal and secretary, should be provided under the General Administration allotment. The Auxiliary Services and Categorical Programs categories should include such programs as transportation and such federal programs as child nutrition, Chapter 1 and aid to handicapped children.

**RATIONALE:** Too little flexibility in deciding how resources should be used—not taking into account the differing backgrounds and needs of students—will undermine the support of school-based staff for accountability measures. A system of financing schools which severely limits flexibility in setting goals and priorities must be changed.

#### **RECOMMENDATION FOUR:**

### **School-Based Decision-Making**

The state should expand opportunities for innovative ways of introducing participatory decision-making in schools across the state, such as the lead teacher pilot project currently underway in Granville, Haywood and Stanly Counties. Further, the State Board of Education and the Department of Public Instruction should consider ways of integrating the lead teacher role and the Career Development Program special function position.

**RATIONALE:** One of the most important assumptions underlying the adoption of a statewide accountability system is that teachers and principals are in the best position to know what needs to be done to meet the needs of students. That is why the recommended accountability system is school-based. That is also why the recommended school finance system is designed to provide considerable latitude and flexibility at the local and school levels.



If educators are going to be held accountable for results, they need to have the resources and flexibility that will allow them to meet their goals.

### RECOMMENDATION FIVE:

## School-Business Partnerships

The Forum Study Group strongly supports the establishment of school-business partnerships throughout the state. The business community's major contribution could well be sharing time, ideas, and innovative approaches to managing schools more effectively.

**RATIONALE:** The Study Group believes that good schools are often the result of a community-wide commitment to excellence. As part of this larger community, business people have much to share and schools much to learn from the exchange.





Studies in many states wrestled with ways to create salary schedules for educators that are both competitive in the marketplace and that provide salary rewards for individual educators and faculties that demonstrate exceptional performance.

The two issues, creating competitive salary schedules and providing performance incentives, are not easily separable. Research on performance pay plans in the private sector has found that such plans work best in environments that have competitive salary structures. On the other hand, in environments where employees are already disgruntled because of uncompetitive salaries, merit pay plans intensify employee disgruntlement.

North Carolina has begun to respond to the challenge of attracting top candidates into teaching. Over the last five years, teaching salaries have made substantial gains as both the North Carolina General Assembly and local county commissioners have raised salary schedules.

Those steps, however have just begun to address the problem. While beginning salaries are growing more competitive, maximum salaries pale when compared to other fields. In fact, a recent study by the Southeastern Educational Improvement Laboratory found that the average teaching salary is more than \$10,000 behind the average salary paid to college graduates in other white collar fields of employment.

Worse, the statewide freeze of teaching salaries in 1982-83 and subsequent across-the-board increases have created a situation where a beginning teacher is making the same salary as a third-year teacher; a fifth-year teacher makes the same salary as an eighth-year teacher.

Finally, while the 16 Career Development Program pilot projects have begun to introduce salary incentives that reward superior performance, the great majority of the state's teachers are not rewarded for superior performance. There remain real or perceived problems with the system after four years.

In looking at the issue, the Forum Study Group jointly addressed the two critical issues—salaries and a system of evaluation. The Study Group felt that it was imperative that the state continue its effort to devise a fair and workable system of rewarding outstanding teaching. In making recommendations in these areas, the Study Group has attempted to:

- Propose a salary schedule that would make teaching more competitive with other white collar jobs in North Carolina.
- Eliminate the existing inequities in the State's salary schedule.
- Reduce the current reliance on years of experience and earned degrees for salary advancement by combining modest annual longevity increments and a lessened salary reward for earned degrees with a system that would

reward superior teaching performance as demonstrated by gains in student outcomes.

- Recommend ways to make the evaluation process more goal-oriented and professionally enhancing for practitioners.

The Study Group recommendations go far beyond proposing a system that would increase the earning potential for educators. What is suggested is a student-centered plan that would reward individuals and faculties that contribute to greater student success. *The underlying premise of the recommendations is that better student performance should be at the heart of any salary plan.* The Study Group believes that if student performance is the goal of a salary plan, the solution is two-fold: the salary foundation needs to be high enough to attract top college graduates, and voluntary performance incentives need to be directly tied to student performance. The two issues should be addressed simultaneously.

#### RECOMMENDATION ONE:

### New Salary Schedule

Over a three-year period, phase in a new salary schedule for teachers and school administrators.

**RATIONALE:** The proposed schedule would result in two things that could greatly increase the likelihood that performance pay could be made an integral part of

## Evaluation, Salary and Incentives Subcommittee

**Mrs. Cynthia Zeger, Chair**  
*N.C. Teacher of the Year*

**Sen. Marvin Ward**  
*Senate Education Appropriations Committee*

**Mr. Richard Daugherty**  
*Research Triangle Park Site Manager IBM Corporation*

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*Teacher, Asheville City Schools*

**Mr. Edward Jennings**  
*Nationwide Insurance*

**Dr. Ken Jenkins**  
*Appalachian State University*

**Dr. Raymond Sarbaugh**  
*Executive Director, N.C. Association of School Administrators*



North Carolina's educational policies.

First, the schedule is far more competitive than that which currently exists, particularly in terms of offering more professional maximum salaries. Second, it establishes relationships between job levels that better reflect responsibilities at each level.

### Overview of the Proposed Salary Schedule for Teaching Staff

1. The schedule provides 30 discrete salary grades that correspond to years of experience. A first-year teacher, for instance, would be on Grade 1 while a teacher with fifteen years of experience would be on Grade 15.

2. There are modest salary differentials between each salary grade. Between the first and second year of teaching and between the third and fourth year of teaching, the differential is only 1.5 percent because the teacher is in a Provisional or Probationary status. When a teacher successfully passes beyond the Provisional status, the movement to Permanent Status or Level I is rewarded with a 6 percent salary increase. From that point forward, the differential between salary grades is 2 percent.

3. Teachers earning an advanced degree, such as a masters, sixth-year, or doctorate, would be moved to a graduate degree salary schedule that is 5 percent higher than

that of teachers with only a bachelor's degree.

4. Unlike the current salary schedule, longevity is not paid separately; rather, it is incorporated into

the salary schedule. The rationale for that is simple: the annual salary differentials for years of experience are intended as a longevity reward; to have higher salary grades for

years of experience in addition to today's longevity bonuses would be to reward longevity twice.

5. Table I shows the recommended three-year, phase-in plan. At the

**TABLE I.**  
**Three-Year Phase-In Program for Proposed Salary Schedule**

CURRENT		PROPOSED GOAL BACHELOR'S DEGREE				THREE-YEAR PHASE-IN TEACHER WITH A BACHELOR'S DEGREE							
CUR. YRS. EXP.	PAY GRADE	ANNUAL 1988-89 PAY	YRS. EXP.	1991-92 SALARY GOAL	TOTAL % INC.	ANNUAL % INC.	ANNUAL INC. REQ'D PER YR.	1989-90 SALARY SCHEDULE	% INC.	1990-91 SALARY SCHEDULE	% INC.	1991-92 SALARY SCHEDULE	% INC.
			1	\$20,500								\$20,500	
			2	20,808						\$19,776		20,808	5.22%
			3	21,120				\$19,053		20,086	5.42%	21,120	5.14
0	21	\$18,330	4	22,387	22.13%	7.38%	\$1,352	19,682	7.38%	21,035	6.87	22,387	6.43
1	21	18,330	5	22,835	24.57	8.19	1,502	19,832	8.19	21,333	7.57	22,835	7.04
2	21	18,330	6	23,291	27.07	9.02	1,654	19,984	9.02	21,637	8.28	23,291	7.64
3	22	19,150	7	23,757	24.06	8.02	1,536	20,686	8.02	22,221	7.42	23,757	6.91
4	23	20,030	8	24,232	20.98	6.99	1,401	21,431	6.99	22,831	6.54	24,232	6.14
5	23	20,030	9	24,717	23.40	7.80	1,562	21,592	7.80	23,155	7.24	24,717	6.75
6	23	20,030	10	25,211	25.87	8.62	1,727	21,757	8.62	23,484	7.94	25,211	7.35
7	24	21,005	11	25,715	22.43	7.48	1,570	22,575	7.48	24,145	6.96	25,715	6.50
8	24	21,005	12	26,230	24.87	8.29	1,742	22,747	8.29	24,488	7.66	26,230	7.11
9	24	21,005	13	26,754	27.37	9.12	1,916	22,921	9.12	24,838	8.36	26,754	7.72
10	25	22,285	14	27,289	22.46	7.49	1,668	23,953	7.49	25,621	6.96	27,289	6.51
11	25	22,285	15	27,835	24.91	8.30	1,850	24,135	8.30	25,985	7.67	27,835	7.12
12	26	23,292	16	28,392	21.90	7.30	1,700	24,992	7.30	26,692	6.80	28,392	6.37
13	26	23,292	17	28,960	24.33	8.11	1,889	25,181	8.11	27,070	7.50	28,960	6.98
14	27	24,364	18	29,539	21.24	7.08	1,725	26,089	7.08	27,814	6.61	29,539	6.20
15	28	25,783	19	30,130	16.86	5.62	1,449	27,232	5.62	28,681	5.32	30,130	5.05
16	28	25,783	20	30,732	19.20	6.40	1,650	27,433	6.40	29,083	6.01	30,732	5.67
17	29	27,057	21	31,347	15.86	5.29	1,430	28,487	5.29	29,917	5.02	31,347	4.78
18	29	27,057	22	31,974	18.17	6.06	1,639	28,696	6.06	30,335	5.71	31,974	5.40
19	30	28,342	23	32,613	15.07	5.02	1,424	29,766	5.02	31,190	4.78	32,613	4.56
20-22A	30	28,549	24	33,266	16.52	5.51	1,572	30,121	5.51	31,693	5.22	33,266	4.96
23-25A	30	28,849	25	33,391	17.62	5.87	1,694	30,543	5.87	32,237	5.55	33,391	5.25
26-28A	30	28,849	26	34,610	19.97	6.66	1,920	30,769	6.66	32,689	6.24	34,610	5.87
29+A	30	28,849	27	35,302	22.37	7.46	2,151	31,000	7.46	33,151	6.94	35,302	6.49
	31	30,326	28	36,008	18.74	6.25	1,894	32,220	6.25	34,114	5.88	36,008	5.55
	32	31,799	29	36,728	15.50	5.17	1,643	33,442	5.17	35,085	4.91	36,728	4.68
	33	33,377	30	37,462	12.24	4.08	1,362	34,739	4.08	36,101	3.92	37,462	3.77



end of the three-year implementation, all teachers would be at the pay grade that corresponds to their years of experience. To see the impact of the salary schedule on an individual teacher, simply read from left to right to see what an individual would be making during each year of the phase-in. Because of the "bunching effect" caused by several years of across-the-board increases, raises to individuals during the three-year time period would differ.

**NOTE:** Column three shows annual pay totals; those pay levels incorporate the longevity pay currently

awarded based on years of experience. Teachers who currently have more than 10 years of experience now receive longevity awards of 1.5 percent to 4.5 percent.

### Overview of the Recommended Administrative Salary Schedule

1. The proposed schedule consists of 16 salary grades. There are fewer grades than the total proposed for the teacher salary schedule because the average administrator assumes his or her position after serving several years in a teaching position.

2. The annual salary differential between steps is 2 percent between the first and second and between the second and third years when administrators are in a Provisional or Probationary period. When an administrator receives Permanent status, the differential is 8 percent. From that point forward, the differential between steps is 4 percent.

3. If an administrator receives a graduate degree higher than that required for his or her position, he or she would move to a Graduate Degree salary schedule that is 5 percent higher than the normal ad-

ministrator's schedule. Specifically, if an administrator's position requires a sixth-year degree, a person would move to the Graduate Degree schedule if they acquire a doctorate degree.

4. As with the proposed teacher salary schedule, this recommendation eliminates separate longevity bonuses and replaces them with salary differentials between steps.

### Overview of Salary Ranges for All Employees

Tables III and IV illustrate the salary relationships between positions. As the tables show, the plan would enable a teacher to remain in the classroom while still aspiring to salary levels comparable to those earned by administrative staff.

#### RECOMMENDATION TWO:

### Rewards for Higher Student Achievement

Initiate a statewide Career Development Program that rewards individual performance while requiring that participating school systems meet higher student achievement goals. Such a plan would enable eligible teachers and school administrators to aspire to a Level II status that would place them on a salary schedule 6 percent higher than the schedule for Provisional and Level I teachers and administrators; continuation on that schedule would depend on a combination of individual performance and student achievement.

**TABLE II.**  
**Administrative Salary Schedules (Monthly) — 1991-92**

Step	SALARY GRADES															
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
1	\$2,240	\$2,330	\$2,423	\$2,520	\$2,621	\$2,726	\$2,835	\$2,948	\$3,066	\$3,189	\$3,318	\$3,450	\$3,588	\$3,732	\$3,881	\$4,036
2	2,285	2,376	2,471	2,570	2,673	2,781	2,892	3,007	3,127	3,253	3,383	3,515	3,660	3,807	3,959	4,117
3	2,330	2,423	2,520	2,621	2,726	2,835	2,948	3,066	3,189	3,318	3,450	3,588	3,732	3,881	4,036	4,197
4	2,520	2,621	2,726	2,835	2,948	3,066	3,189	3,318	3,450	3,588	3,732	3,881	4,036	4,197	4,365	4,540
5	2,621	2,726	2,835	2,948	3,066	3,189	3,318	3,450	3,588	3,732	3,881	4,036	4,197	4,365	4,540	4,722
6	2,726	2,835	2,948	3,066	3,189	3,318	3,450	3,588	3,732	3,881	4,036	4,197	4,365	4,540	4,722	4,911
7	2,835	2,948	3,066	3,189	3,318	3,450	3,588	3,732	3,881	4,036	4,197	4,365	4,540	4,722	4,911	5,107
8	2,948	3,066	3,189	3,318	3,450	3,588	3,732	3,881	4,036	4,197	4,365	4,540	4,722	4,911	5,107	5,311
9	3,066	3,189	3,318	3,450	3,588	3,732	3,881	4,036	4,197	4,365	4,540	4,722	4,911	5,107	5,311	5,523
10	3,189	3,318	3,450	3,588	3,732	3,881	4,036	4,197	4,365	4,540	4,722	4,911	5,107	5,311	5,523	5,744
11	3,318	3,450	3,588	3,732	3,881	4,036	4,197	4,365	4,540	4,722	4,911	5,107	5,311	5,523	5,744	5,974
12	3,450	3,588	3,732	3,881	4,036	4,197	4,365	4,540	4,722	4,911	5,107	5,311	5,523	5,744	5,974	6,213
13	3,588	3,732	3,881	4,036	4,197	4,365	4,540	4,722	4,911	5,107	5,311	5,523	5,744	5,974	6,213	6,462
14	3,732	3,881	4,036	4,197	4,365	4,540	4,722	4,911	5,107	5,311	5,523	5,744	5,974	6,213	6,462	6,720
15	3,881	4,036	4,197	4,365	4,540	4,722	4,911	5,107	5,311	5,523	5,744	5,974	6,213	6,462	6,720	6,989
16	4,036	4,197	4,365	4,540	4,722	4,911	5,107	5,311	5,523	5,744	5,974	6,213	6,462	6,720	6,989	7,269

Add 5% for advanced degree schedule (higher degree than required for certification).



**RATIONALE:** The underlying premise of all of the Study Group's recommendations is that all school policies and initiatives should be assessed on the basis of their impact upon student achievement. That is the premise behind this recommendation. The Career Development Program that has been piloted in 16 school systems looks only at an individual teacher's ability to teach as measured by a standardized evaluation system; it does not take into account whether students at the building- or school system-level are actually performing better or worse.

While there continue to be debates about the ability of schools to measure student performance, there are indicators that cannot be ignored. Student attendance, for instance, provides a good measure of probable student success. Schools that do not have students attending class on a regular basis are far more likely to have high dropout rates and a higher rate of student failure. Standardized reading and mathematics tests typically are indicative of whether students are receiving a learning foundation that will enable them to "think for a living." The widely administered SAT test continues to be viewed as the most reliable measure of a high school student's learning foundation.

More to the point, the State Board of Education has recently adopted accreditation standards which school systems must meet if they are to be accredited. Those

standards provide a starting point for developing a system of measuring student performance as outlined in the Study Group recommendations on student outcomes. This recommendation presumes that all school systems have room for improvement in one or more of the accreditation areas. Which areas a system would choose to focus on should be up to local educators and should be based on local needs and circumstances.

From the state's point of view, the critical question is whether a system has goals for higher student performance and whether those goals are being met. If they are not being met, the recommendation calls for performance pay awards to be withheld until progress can be documented.

### Overview of the Career Development Salary Schedule

1. The proposed Career Development Program would build on the foundation provided by the 30-step salary schedule described on previous pages.

2. Teachers in school systems that opt to participate in the Career Development Program could aspire to Level II status. To reach that status, they would undergo a rigorous evaluation process. If they successfully reach Level II, they would be moved to a salary schedule that is 6 percent higher than that provided for Provisional or Level I teachers.

TABLE III.

### Proposed Teacher Salary Schedule

*Starting salary of \$20,500 by 1991-92; annual increments of 1.5% in the provisional period; 6% increase on reaching Level I; 2% increments thereafter. Five percent additional if one earns a graduate degree; 6% additional if one earns Level II status and 5% funding if one reaches Level III. However, depending upon the Level III roles designed locally, the Level III award for a special function could result in a salary award of more or less than 5%.*

YRS. EXP.	BA DEGREE	GRAD. DEGREE	LEVEL II (6%)	LEVEL II WITH GRAD. DEG. (6%)	LEVEL III (5%)	LEVEL III WITH GRAD. DEG. (5%)
1	\$20,500	\$21,525				
2	20,808	21,848				
3	21,120	22,176				
4	22,387	23,506				
5	22,835	23,976				
6	23,291	24,456	\$24,689	\$25,923	\$25,923	\$27,219
7	23,757	24,945	25,182	26,442	26,442	27,764
8	24,232	25,444	25,686	26,970	26,970	28,319
9	24,717	25,953	26,200	27,510	27,510	28,885
10	25,211	26,472	26,724	28,060	28,060	29,463
11	25,715	27,001	27,258	28,621	28,621	30,052
12	26,230	27,541	27,803	29,194	29,194	30,653
13	26,754	28,092	28,360	29,778	29,778	31,266
14	27,289	28,654	28,927	30,373	30,373	31,892
15	27,835	29,227	29,505	30,981	30,981	32,530
16	28,392	29,811	30,095	31,600	31,600	33,180
17	28,960	30,408	30,697	32,232	32,232	33,844
18	29,539	31,016	31,311	32,877	32,877	34,521
19	30,130	31,636	31,937	33,534	33,534	35,211
20	30,732	32,269	32,576	34,205	34,205	35,915
21	31,347	32,914	33,228	34,889	34,889	36,634
22	31,974	33,573	33,892	35,587	35,587	37,366
23	32,613	34,244	34,570	36,299	36,299	38,114
24	33,266	34,929	35,262	37,025	37,025	38,876
25	33,931	35,627	35,967	37,765	37,765	39,653
26	34,610	36,340	36,686	38,520	38,520	40,446
27	35,302	37,067	37,420	39,291	39,291	41,255
28	36,008	37,808	38,168	40,077	40,077	42,080
29	36,728	38,564	38,932	40,878	40,878	42,922
30	37,462	39,336	39,710	41,696	41,696	43,781



**TABLE IV.**  
**Administrative Salary Ranges by Position**

<i>SALARY GRADE</i>	<i>POSITION</i>	<i>PROPOSED SALARY/MONTH MIN.-MAX.</i>
1	Child Nutrition Consultant Transportation Supervisor	\$2,240-4,036
2	Child Nutrition Coordinator Speech/Language Pathologist	2,330-4,197
3	Transportation Director (Up to 1,500 ADM) Maintenance Director (Up to 1,500 ADM) Child Nutrition Director (Up to 1,500 ADM) Psychologist Observer Evaluator	2,423-4,365
4	Business Administrator (Up to 1,500 ADM) Transportation Director (1,501-5,000 ADM) Maintenance Director (1,501-5,000 ADM) Child Nutrition Director (1,501-5,000 ADM) Assistant Principal Program Consultant	2,520-4,540
5	Business Administrator (1,501-5,000 ADM) Transportation Director (5,001-10,000 ADM) Maintenance Director (5,001-10,000 ADM) Child Nutrition Director (5,001-10,000 ADM) Program Coordinator	2,621-4,722
6	Business Administrator (5,001-10,000 ADM) Transportation Director (10,001-20,000 ADM) Maintenance Director (10,001-20,000 ADM) Child Nutrition Director (10,001-20,000 ADM) Principal (Up to 300 ADM)	2,726-4,911
7	Business Administrator (10,001-20,000 ADM) Transportation Director (20,001-30,000 ADM) Maintenance Director (20,001-30,000 ADM) Program Director Principal (301-600 ADM) Child Nutrition Director (20,001-30,000 ADM)	2,835-5,107
8	Business Administrator (20,001-30,000 ADM) Transportation Director (30,001-50,000 ADM) Maintenance Director (30,001-50,000 ADM) Child Nutrition Director (30,001-50,000 ADM) Principal (601-900 ADM) Assistant Superintendent	2,948-5,311
9	Business Administrator (30,001-50,000 ADM) Transportation Director (50,000+ ADM) Maintenance Director (50,000+ ADM) Child Nutrition Director (50,000+ ADM) Principal (901-1,200 ADM) Association Superintendent (10,001-20,000 ADM)	3,066-5,523
10	Business Administrator (50,000+ ADM) Principal (1,201-1,500 ADM) Associate Superintendent (20,001-30,000 ADM) Superintendent (Up to 1,500 ADM)	3,189-5,744
11	Principal (1,500+ ADM) Associate Superintendent (30,000+ ADM) Superintendent (1,501-5,000 ADM)	3,318-5,974
12	Superintendent (5,001-10,000 ADM)	3,450-6,213
13	Superintendent (10,001-20,000 ADM)	3,588-6,462
14	Superintendent (20,001-30,000 ADM)	3,732-6,720
15	Superintendent (30,001-50,000 ADM)	3,881-6,989
16	Superintendent (50,000+ ADM)	4,036-7,269

3. The state would provide funding to enable up to 50 percent of the total teaching force to reach Level II.

4. Level III positions would be "Special Function" teaching positions designed by school systems. The Level III Special Function teachers would perform tasks designed to aid school systems in reaching their student performance goals.

5. The intent of Level III Special Function roles is to directly enable school systems to reach their student achievement goals. It is a very flexible role. The state would provide funding equivalent to one Level III position for every 15 teaching positions; the funding would be based on a 5 percent salary differential and a one-third teaching partner allocation for each Special Function position allotment. That funding would enable a school system to pay a salary differential and it would enable the school system to provide a teacher partner for a portion of the school day. Schools choosing to grant salary differentials of more than or less than 5 percent would have the flexibility to do so; other schools might opt to provide more or less than one-third teacher partner time depending on the particular role performed by the Special Function teacher; also, a school system might opt to extend the term of employment for a Special Function teacher. Finally, Special Function assignments would rotate as the student performance goals of a school system change.

#### **RECOMMENDATION THREE:**

### **Educational Improvement Plans**

Invite schools systems that want to participate in the salary incentives available through Level II and Level III of the proposed Career Development Program to submit Educational Improvement Plans to the State Board of Education for approval. The plans should describe a three-year program of attaining higher student performance outcomes. Those outcomes should directly relate to the accreditation standards adopted by the State Board of Education.

Plans also should indicate how Level III "Special Function" teachers would help the school system achieve its goals, and the plan should include measurable student outcomes that will be used to determine whether the system is meeting its goals. Each plan should establish overall school system goals, such as a 6 percent reduction in absenteeism for an entire county. Within each plan, there should be individual school building goals, such as an 8 percent improvement in one school, 5 percent in another.

**RATIONALE:** By making participation in this plan voluntary, school systems that are not willing to establish measurable student goals will be denied the opportunity to receive performance pay. By allowing local school systems the flexibility to determine their specific goals,



systems can focus on their top student priorities. Finally, by requiring that goals be established within the context of the state accreditation plan, the state would not be requiring two different outcome models.

#### RECOMMENDATION FOUR:

### Stagger Implementation

Once a school system's performance goals are approved by the State Board of Education, half of the eligible teachers could voluntarily apply to undergo the rigorous evaluation process that would lead to Level II status. The following year, the remaining eligible teachers could apply for Level II. Once all eligible teachers have an opportunity to apply for Level II status, Level III Special Function teachers would be selected from the pool of Level II applicants.

**RATIONALE:** By spreading out the eligibility period, the state could stagger the implementation costs of a Career Development Program. This plan would defer the Level III Special Teacher costs until after the implementation of the Basic Education Program. It also would eliminate a sharp rise in the number of evaluations and would dramatically decrease the need for as many full-time evaluators.

#### RECOMMENDATION FIVE:

### Demonstrated Progress Required

Participating systems would an-

nually submit progress reports to the State Board of Education. If at the end of the second year of participation a school system was unable to demonstrate significant progress toward meeting its student performance goals, the system would be placed on probationary status. If at the end of the third year a system had not met its student success goals, all central office administrators and all faculty

members in schools that fell short of their goals would lose Level II and Level III salary awards.

**RATIONALE:** This recommendation would assure that Career Development funds would be used to increase student performance, and it would reward successful efforts.

#### RECOMMENDATION SIX:

### Phase-In After BEP

Integrate the phase-in of a new salary schedule with the statewide implementation of a Career Development Program in such a way that the costs can realistically be absorbed.

**RATIONALE:** By 1992-93, the state will complete the final installment of

TABLE V.

### Five-Year Implementation Schedule of Proposed Career Development/Performance Pay Plan

1989-90	1990-91	1991-92	1992-93	1993-94
First year of salary schedule phase-in.	Second year of salary schedule phase-in.	Third year of salary schedule phase-in.	New schedule in place; annual increments as earned.	Level III teachers begin their work and the career ladder program is in place for all teachers.
Administrators placed on new salary levels.	New schedule in place; annual increments as earned.	New schedule in place; annual increments as earned.	Provisional evaluation continues; as people are eligible and choose to submit to Level II review, they can apply for Level II status.	School systems submit third annual performance report to the State Board of Education; this report must show gain or career ladder awards are suspended in the following year.
School districts decide if they will join the career ladder program. Those opting in submit a plan to the State Board of Education.	Evaluators hired & trained; evaluation begins with provisional teachers and with any teacher with 15 or more years of experience who applies for Level II review.	Provisional evaluation continues; eligible teachers with less than 15 years of experience can apply for Level II review.	Successful applicants for Level II rewards receive salary differentials.	
	School systems submit first annual performance report to the State Board of Education.	Successful applicants for Level II rewards receive salary differentials.	All level II teachers with graduate degrees are eligible to apply for Level III roles. Level III teachers are chosen before the end of the school year.	
		School systems submit Level III job roles, selection process and evaluation plans to State Board of Education for approval.	School systems submit third annual performance report to the State Board of Education.	
		School systems submit second annual performance report to the State Board of Education.		



the Basic Education Program. Those costs will exceed \$100 million of new revenue each year. With new revenue projections varying widely, it is unlikely that the state could assume an accelerated implementation schedule for Career Development at the same time it was completing the phase-in of the BEP. This recommendation calls for a phase-in schedule that is coordinated with the BEP; specifically, it would defer the largest cost factors until the BEP phase-in is completed.

#### RECOMMENDATION SEVEN:

### Modify Evaluation Process

The current teacher evaluation process should be modified to reflect the different responsibilities and assignments of teachers as they progress through the Career Development Program. Specifically, the Study Group recommends that the performance instrument for Probationary teachers and Career Level I teachers should be used as it is currently with the modification that appropriate use of content knowledge also become a criteria for evaluation.

As teachers progress through Career Levels I, II and III professional development plans should become increasingly important, shifting the emphasis of evaluation from technical competence to the attainment of student-centered goals set during the evaluation process. At least one of the goals of a Career Level II teacher should

be in the area of student outcomes, such as attendance, achievement or attitude. At Career Level III, the emphasis on reaching goals would continue but would be based on the specific duties and job description for that position.

Further, an extensive training program should be instituted for evaluators to improve consistency in the use of the TPAI and in evaluations, and to acquaint evaluators with the shift in emphasis as teachers progress through the Career Development Program. In addition, the number of people with evaluation responsibilities should be increased and the frequency of evaluations for Career Teachers should be decreased.

**RATIONALE:** The current evaluation instrument is appropriate for beginning teachers, but falls far short of being effective for assessing what is expected of experienced teachers. The shift in emphasis from technical competence to goal-setting and attainment will require considerable training. Sharply decreasing the number of teachers that each evaluator must observe would allow for more in-depth and consistent evaluations.

#### RECOMMENDATION EIGHT:

### Focus on Student Outcomes

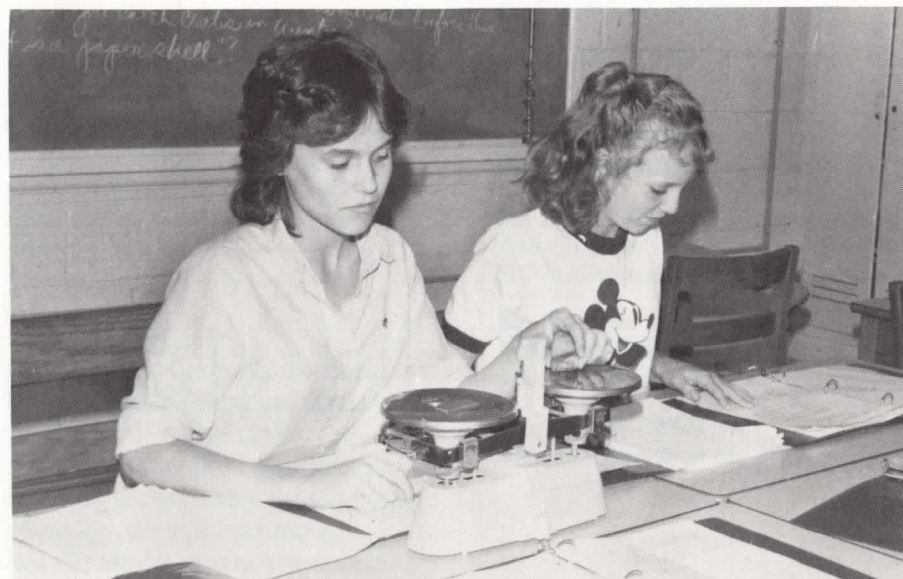
The current evaluation system should be modified to more closely integrate the evaluation process

with the emphasis on student outcomes. Specifically, provisional teachers should be recommended using a modification of today's instrument which stresses technical proficiency. On successfully completing the probationary period, a teacher would automatically become a Level I teacher.

The evaluation system for Level I teachers should shift from technical proficiency to growth beyond technical competence. The evaluation of Level II teachers should focus on their contribution to achieving building- and system-level student performance goals.

Finally, applicants for Level III status should be measured against a locally agreed-to standard of acceptable performance, not against an evaluation instrument. Further, the rating system should have five,

*Some members of the Study Group felt that the proposed salary schedule should have gone farther than it does. The proposed schedule is offered as a framework that would result in a more competitive salary schedule; if the framework were used, one could reasonably argue for larger annual increments, a higher starting salary goal or a higher maximum salary. There is no guarantee that, if this proposal were implemented, North Carolina teacher salaries would reach the national average, much less lead the Southeast. The intent of the proposal is to offer policymakers a framework that could improve teacher salaries and re-establish a rational system of salary administration.*





not six, rating scales to enable evaluations to more easily rate above-average performance.

**RATIONALE:** Both a study commissioned by the General Assembly and feedback from practitioners recommends less reliance on the current evaluation system and a heavier reliance on individual goal setting between principals and experienced teachers. This recommendation parallels both of those.

It appears that the state is gaining positive dividends from the current evaluation system when it is used on inexperienced or weak teachers. By maintaining that system in all school systems, the state would guarantee a consistent "qual-

ity control" standard for new teachers. The same system, however, does not adequately measure individual teacher growth and impact on students for experienced teachers.

*The North Carolina Association of Educators is formally canvassing its local affiliates regarding support or opposition for any career ladder plan. Since the results of that canvass are not known, the NCAE representatives to the Study Group could not be part of the consensus on the Career Development Program.*

## Estimated Costs for Salary, Evaluation and Incentives Recommendations

RECOMMENDATION	ONE-TIME	OPERATING
RECOMMENDATION 1 Three-year cost of phasing-in a new salary schedule for teachers.	NA	\$292.1 Million

\*NOTE: This phase-in would require an average annual increase in teacher pay of 5.73 percent over three years.



A growing body of research agrees that an effective school is led by an effective school principal. That finding should be no surprise to educators or to people from the private sector or to parents. An effective enterprise demands effective leadership—whether the enterprise is a public school or an IBM research facility.

Ironically, while there is little debate about the importance of school leadership, the state has traditionally invested very little money or effort in the identification and development of potentially talented school principals. While more and more money is being devoted to training principals who are already on the job, the state has only recently supported development of a doctoral program at the University of North Carolina that places heavier emphasis on management preparation for school administrators.

In contrast, by 1990-91 the state will be spending nearly \$9 million dollars on scholarship programs for aspiring teachers.

The central premise of the recommendations that follow is that leadership of schools is too important to leave to chance. While many people are pursuing formal education programs that lead them to meet the principals' certification requirements of North Carolina, at the moment there is not a stringent quality control filter.

The curriculum for the principals' certification program has traditionally been slanted toward preparing a

prospective principal to be an "instructional leader," not necessarily a manager. Worse, much of the course work was apparently designed to prepare candidates for a teaching or research position in an institution of higher education.

The Study Group feels strongly that the certification program for principals should prepare them to manage and lead a school enterprise. Implicit in that belief is an assumption that many of the skills required of a successful school manager are, in fact, teachable—office technology and office systems, time management, team-building and budget development are only a few of the examples of valuable skills courses to which the private sector routinely exposes aspiring managers.

Also implicit in the recommendations is the recognition that the great majority of school administrators enter school management with little previous managerial training or experience. Thus, the quality of the principals' certification program will shape the management style of the overwhelming majority of tomorrow's school superintendents and assistant superintendents. For this reason, the Study Group opted to focus exclusively on the preparation of school principals. It should be noted, however, that the Study Group views training and preparation as a critical issue for all levels of school administrators.

The intent of these recommendations is to urge policymakers to do three things:

- Invest in the identification and training of potentially talented school principals.
- Re-evaluate the certification requirements for school principals and place a far heavier emphasis on managerial skills.
- Attempt to develop a management culture and shared goals among principals across the state of North Carolina.

The recommendations were developed by practicing school administrators, policymakers and private sector managers who share a belief in the importance of the leadership/management role.

#### RECOMMENDATION ONE:

### Identification/Training Program

Create a "fast track" pilot program aimed at experimenting with a state-supported management identification/training program for school principals. Such a program should require nomination of candidates by local school superintendents and financial commitments from the state and from local school boards.

**RATIONALE:** Currently, 14 institutions of higher education prepare principals for North Carolina's schools. Rather than attempting to establish experimental programs at 14 widely diverse institutions, a training model at one site could become a model for programs at

## Principals' Training Subcommittee

**Mrs. Betty West**, Chair  
Personnel Director  
Davie County Schools

**Rep. Billy Watkins**  
House Appropriations Expansion  
Budget Committee Chairman

**Dr. Lee Monroe**  
Senior Education Advisor to  
the Governor

**Dr. Zane Eargle**  
Superintendent, Winston-Salem/  
Forsyth County Schools

**Mr. Robert Harris**  
IBM Corporation

**Mrs. Mary Morgan**  
Member, State Board of Education

**Mr. Lowell Thomas**  
Vice President  
NCNB National Bank

**Mr. Malcolm Forde**  
President, N.C. Association of  
School Administrators

**Mrs. Donna Oliver**  
National Teacher of the Year



more than one institution after it is field tested.

The program should require nominations from local school systems that agree to assume part of the financial support for candidates accepted into the program. School systems could nominate one or more candidates for the program, depending on the size of the school system. Regional finalists would be selected from the pool of candidates; at the regional level, teams would assess the academic and professional abilities of the candidates in addition to interviewing and assessing the interpersonal skills of the candidates.

Finalists would undergo an additional assessment process such as the Principals' Assessment Program administered by the State Department of Public Instruction.

The state should assume the cost of the candidate's annual salary, living and travel expenses and all tuition and book fees. The local school system should assume the cost of the candidate's salary during a full-year internship program.

#### **RECOMMENDATION TWO: Oversight Board**

An oversight board divided equally among practicing school administrators, representatives of institutions currently training principals' candidates, representatives of management training departments of private businesses and at least

one teacher should oversee the program, identify a program director and help shape the content of the curriculum and the design of the internship component of the program. The program should be two years in duration with the first year spent in residency at a college campus and the second year spent in a principals' internship program with nominating school systems.

**RATIONALE:** To shape a new training program for principals, three groups could contribute invaluable insight to the process. Management trainers from the private sector have developed sophisticated training packages that focus on personnel, planning and budget issues and could aid in strengthening that portion of the principals' training experience. Faculty members from existing principals' training institutions could incorporate the best of the current curriculum into the program design. Finally, practicing school administrators would bring a "front-line" view of the strengths and weaknesses of their training experience.

In recommending an independent oversight board, the Study Group also recommends that for the duration of the experimental piloting period the program should be either attached to an independent entity, such as the Principals' Executive Program, or to a UNC campus as a stand-alone program administered by the tripartite board described above.

#### **RECOMMENDATION THREE: Assessment Process**

At the completion of the two-year training program, candidates would have to successfully undergo a Principals' Assessment Process and pass an exit examination.

**RATIONALE:** Just as the standards for entering a principals' preparation program are currently less than those required in other professional programs, so are the exit requirements for school principals. There is nothing in education similar to a Bar examination. This proposal presumes higher standards for entry into the program and a combined "paper/pencil" examination test coupled with a Principals' Assessment Process similar to that in use by the State Department of Public Instruction. The intent is to have a very demanding quality control screen on candidates for the program.

#### **RECOMMENDATION FOUR: Two-Year Service Requirement**

Persons who complete the training program should be required to serve at least two years as a school administrator or as a professional educator.

**RATIONALE:** Currently, applicants for school principalship subsidize the total cost of their preparation.

This proposal would cover their salary and full college costs. It is not unreasonable for the state to expect service in exchange for support of candidates in the program. One year of service, hopefully as a school administrator, should be required for each year a candidate is in the preparation program. If a candidate, for whatever reason, cannot secure an administrative position, he or she could repay the state through teaching service. If a candidate does not complete the service requirement, he or she would be obligated to repay the state and local school system the full cost of the program.

#### **RECOMMENDATION FIVE: Program Evaluation**

After two or three classes of candidates have completed the program, the State Board of Education should assess the outcome of the pilot and determine whether the program should be expanded, altered or discontinued.

**RATIONALE:** If the program appears to be delivering a better training package to aspiring school managers, the State Board should consider expanding the approach to more than one location and expanding the number of candidates entering the program. If, on the other hand, it does not appear that the program is delivering greater benefits to the state, it should be discontinued.



**RECOMMENDATION SIX:****High Standards**

The State Board of Education should require that candidates for the principals' certification program

meet Graduate Record Examination or Miller Analogies scores comparable to those required by other professional degree programs. To avoid an over-reliance on standard-

ized test scores, candidates should also undergo an assessment screening process devised by the State Department of Public Instruction to determine a candidate's

leadership and management potential. Candidates should be required to pay a fee to undergo the assessment process.

**RATIONALE:** It is projected that 50 percent of today's principals will retire or leave in the next four to seven years. Making immediate moves that will upgrade the quality of potential administrators could have a major impact on the principalship.

**RECOMMENDATION SEVEN:****Exit Examination**

Candidates for principals' certification should successfully complete an "exit" examination comprised of a written test and satisfactory performance on SDPI's Principal's Assessment Program.

**RATIONALE:** Combining a written examination with the Principal's Assessment Process would both test the candidate's learning and his or her ability to apply the learning to practical situations.

**RECOMMENDATION EIGHT:****More Management Training**

The State Board of Education should seek to increase the amount of formal training in the area of personnel management, strategic planning and office systems.

**TABLE VI.****A Proposed Implementation Schedule for the Principals' Training Pilot Project**

1988-89	1989-90	1990-91	1991-92	1992-93
The schedule for all subsequent years depends upon whether the State Board of Education and General Assembly are responsive to the experiment and authorize piloting a new principals' training program.	<p>An oversight board is created and begins work on the design of the program and the selection standards.</p> <p>The selection process is in place and announced by the end of December.</p> <p>The Assessment Center begins work on creating a process to screen final candidates.</p> <p>The oversight board sets criteria for the project director, interviews candidates and employs a director by February.</p> <p>Local nominations are received by March 1; regional screening takes place during March.</p> <p>The project director focuses on facilities, staffing and the final design of the academic program with the goal of bringing the first year program to the State Board of Education by July 1.</p> <p>Final candidates are chosen by May 1 and the Assessment Center screens all finalists by July 1; award winners are announced at the July meeting of the State Board.</p>	<p>The State Board takes action on the proposed first year plan.</p> <p>The award winners begin their one-year residence program in the fall; that program will continue through the first summer session of 1991.</p> <p>The oversight board and the project director finalize the standards for the one-year internship and conduct appropriate training and orientation of local school officials who will be coordinating internships.</p> <p>The nomination process for the second-year candidates begins in September and the timetable is moved ahead to provide more time for the Assessment Center process.</p> <p>Continued monitoring of the academic programs takes place and the governing board and project director make program modifications as needed for the second year.</p>	<p>Award winners for the second year of the project are announced at the July meeting of the State Board.</p> <p>Program adjustments as needed are in place prior to the opening of the fall session.</p> <p>The nomination process for the third year begins in September; the second class of award winners begins their one-year residence program.</p> <p>The internship program begins in the fall; project staff begin a monitoring and evaluation process.</p> <p>The oversight board and the project director continue to assess and modify the academic program.</p>	<p>Award winners for the third year of the project are announced at the July meeting of the State Board.</p> <p>The first class of award winners undergo the principals' Assessment Center process and complete the program.</p> <p>The nomination process for the third year begins in September; the second class of award winners begin their one-year residence program.</p> <p>The oversight board and project director have in place a system to monitor the success/failure rate of graduates in securing administrative positions.</p> <p>The second class of award winners begin their one-year internship; the third class begin their one-year academic programs.</p> <p>The State Board assesses the program and makes a recommendation to continue, discontinue or expand the program; the General Assembly takes action on the recommendation.</p>



**RATIONALE:** Critics of the current principals' certification program contend, with justification, that too little of the required course work is focused on practical skills required on the job. As the demands on school administrators increase, more management training could better prepare school principals to meet the demands of the future.

**RECOMMENDATION NINE:**

### Strengthen Existing Programs

The state should seriously consider experimenting with the newly proposed Doctoral Program in School Administration at UNC. The UNC system should redouble its efforts to strengthen the certification training program for principals as well as a Masters in School Administration program to guarantee that the large majority of school principals receive top-quality preparation for school administration.

**RATIONALE:** The newly proposed UNC doctoral program puts a far heavier emphasis on management preparation for school administrators; however, it would require a substantial commitment of time and, in all probability, money on the part of candidates. If the number of school administrators currently pursuing doctoral degrees holds relatively constant, the quality of the Masters in Administration program will largely frame the quality of future school administrators.

**RECOMMENDATION TEN:**

### Encourage Doctorate Degrees

To provide more incentives for school administrators to pursue formal training in school administration, the UNC system should formally consider integrating the Study Group's recommendations into the newly proposed doctoral program. Specifically, courses required in the proposed masters

program should dovetail those proposed in the doctoral program to encourage administrators to pursue a Doctorate in School Administration on the completion of their masters program.

**RATIONALE:** Currently, only 130 of the state's 3,500 principals and assistant principals hold doctorate degrees; therefore, the primary training focus should be placed on the masters program. If barriers,

such as course work that cannot easily transfer from one program to the other, were removed, the pilot program in principals' training proposed in this document could be incorporated into the UNC proposal for a doctoral program, thus strengthening the basic training of principals while providing an incentive for principals to pursue a doctorate degree.

**RECOMMENDATION ELEVEN:**

### Quarterly Orientation Sessions

The state should sponsor quarterly orientation sessions for all newly appointed principals and assistant principals.

**RATIONALE:** Unless school administrators attend meetings of their professional organizations, they can serve as a school administrator for years without hearing a state official describe the educational goals of North Carolina. Such sessions ideally would be combined with meetings of the State Board of Education and would offer newly appointed school administrators an opportunity to hear from key SDPI officials, members of the State Board of Education and legislative leaders in the General Assembly. The long-term goal of such sessions should be to begin developing a management culture within the ranks of North Carolina's school administrative staff.

**TABLE VII.**  
**Projected Cost Implications of a State-Supported Principals' Training Program**

EXPENDITURE	1989-90	1990-91	1991-92	1992-93
Administration; screening process; planning; promotion	\$150,000	\$ 150,000	\$ 150,000	\$ 150,000
Staff Salaries (Director; two staff members; two support staff; phased-in during 1989-90 and in place by 1990-91)	120,000	265,000	265,000	265,000
Stipends to trainees (costed at 25 award winners receiving a \$25,000 average salary plus fringes)		750,000	750,000	750,000
Tuition and housing stipends (estimated \$4,000 per)		100,000	100,000	100,000
Materials (estimated \$500 per)		12,500	12,500	12,500
Staff and board travel	5,000	10,000	10,000	10,000
Additional personnel, program funding and travel for the Assessment Center	100,000	100,000	100,000	100,000
PROJECTED ANNUAL COSTS	\$375,000	\$1,387,500	\$1,387,500	\$1,387,500

**Note:**

*If an existing campus could not house the program within existing facilities, the cost projections could increase dramatically; also, annual stipends would have to be adjusted as teaching salaries increased.*



"Too little, too late" is one of the major charges leveled against current dropout prevention efforts as an estimated 23,000 students drop out of North Carolina public schools without a high school diploma each year.

Despite state spending of \$30 million a year, the dropout rate has remained essentially unchanged for several years. What seems obvious is that programs focusing on high schools aren't enough. All too often, by the time a student turns 16, it is too late to change whatever it is that causes him or her to drop out.

But while students drop out of school for any number of reasons, the most common reason may be their lack of success in school. Students for whom school has been one failure after another can see no reason not to drop out. The only way to prevent that from happening is to prevent the cycle of failure from occurring in the first place.

Research on dropouts shows this pattern is established much earlier than high school. It begins at home, long before potential dropouts reach high school. It begins, in fact, during the period from birth to four years of age.

(Indeed, some research suggests that it begins even before birth. Low birth weights caused by inadequate diet and prenatal care, for instance, have been linked to low academic achievement. Although the integration of health and prenatal care with child care programs

are not specifically addressed in this report, the Forum Study Group strongly urges state and local policymakers to address the issue.)

The research also shows that young children living in poverty are particularly "at risk" of failure in school and later becoming dropouts. (The term "at risk" simply means that the incidence of academic failure is higher among these groups of students. Other indicators associated with high risk of academic failure include such factors as the absence in the home of one or both parents, limited formal education of parents, and child abuse.) Yet, far too little is being done within the school setting to address the needs of these children.

Excerpts from the "Proceedings from the Conference on Public Preschool for North Carolina's Children, 1987," depict a devastating picture of substandard care for thousands of the state's preschoolers:

- Nearly 60 percent of the mothers of preschool children in North Carolina are in the labor force. An estimated two-thirds of these mothers are single, divorced or have husbands who earned less than \$15,000 a year.
- An estimated 65 percent of the mothers of four-year-olds in North Carolina are in the labor force.
- Head Start programs exist in 80 counties for low-income three- and four-year-olds, but they can

serve only about 10,000, or 20 percent of the eligible children.

- An estimated 43,000 four-year-olds, most of them from poor families, are not now enrolled in any preschool program.

A 1986 report from the National Governors' Association and the High/Scope Educational Research Foundation documented the long-term benefits of quality preschool programs, noting that:

"Good early childhood programs help reduce the need for poor children to be placed in special education programs or to repeat grade levels. . . decrease the dropout rate [and] can lead to consistent improvement in the achievement of poor children, increased rates of post-secondary enrollments and employment at age 19, and substantially decreased rates of delinquency and arrest, teenage pregnancy, and dependency on welfare at age 19."

The report also found that the financial benefit to society "amounted to nearly six times the cost of a one-year program or three times the cost of a two-year program."

The Forum Study Group believes that the economic future of North Carolina depends greatly on educating all children in the state to their full potential. Without access to quality preschool programs,

## Early Childhood Education Subcommittee

**Senator William Martin**, Chair  
*Senate Committee on  
Higher Education Chairman*

**Rep. Betsy Cochrane**  
*House Minority Leader*

**Sen. Tony Rand**  
*Senate Majority Leader*

**Dr. Craig Phillips**  
*State Superintendent of  
Public Instruction*

**Dr. Pamela Mayer**  
*Associate Superintendent  
Wake County Public Schools*

**Mr. James Mebane**  
*President-Elect, N.C. School  
Boards Association*

**Mrs. Nancy Nuckols**  
*President-Elect, N.C. Association of  
School Administrators*

**Mrs. Becky Spell**  
*Teacher, Clinton City Schools*



however, the opportunity to later become productive members of society will be beyond the reach of many youngsters, particularly those living in poverty.

#### RECOMMENDATION ONE:

### Optional Access for All

All three- and four-year-olds, not only those at risk of academic failure, should have access to voluntary quality early childhood educational and child care programs on an optional basis.

**RATIONALE:** Quality preschool child care is beyond the means of many North Carolina families, even those not considered poor. Quality child care services are not available in many communities, and many current providers do not meet quality standards for preschool that research indicates are necessary. Since parent support and involvement are crucial to the success of the program, however, children should not be required to attend.

#### RECOMMENDATION TWO:

### State Funding

The major portion of the funding should be provided by the state.

**RATIONALE:** Because the focus of this program is economically disadvantaged three- and four-year-olds, their parents are unlikely to be able to afford to pay for it. However, families with the ability to pay should contribute to the support of the program based on a sliding scale.

#### RECOMMENDATION THREE:

### Comfortable Learning Environment

The curriculum of the program should be broad enough to meet developmental needs of children. The program should not be academic in nature, but it should provide a non-stressful and comfortable learning environment.

**RATIONALE:** Three- and four-year-olds learn best in an unstructured environment. The Study Group is particularly concerned that preschool programs not attempt to duplicate learning experiences better left to kindergarten and first grade.

#### RECOMMENDATION FOUR:

### Year-Round Program

The program should be offered year-round and should meet the day care needs of families in the community.

**RATIONALE:** North Carolina has one of the highest percentages of working mothers with children under six in the U.S. The care of these children, including those who are not at risk, is an important concern. The Study Group feels that a half-day developmental program would still leave a large gap for families in which both parents work or for families headed by a single parent. For that reason, a year-round, full-day program is recommended.

#### RECOMMENDATION FIVE:

### Maintaining Quality

Program staff should receive training prior to becoming involved in the program and periodically afterwards to maintain the quality of the program. Criteria for site certification should be the same for both public and private sites. Staff cer-

tification criteria should be flexible enough to accept persons completing university programs specializing in child care. Parents should have access to training at regular intervals.

**RATIONALE:** The quality of child care provided through these programs is of the utmost importance. Standards for skills training and

## Estimated Early Childhood Program Costs

### Assumptions:

- Each class has no more than 16 children.
- The ratio of adults to children is 1 to 8.
- Full-day sites are open 12 hours each day; half-day sites are open 8 hours each day.
- All sites are open year-round.
- All staff work an eight-hour day.
- Full-day and half-day costs are annualized.
- Number of students served assumes 170,000 three- and four-year-olds and a poverty rate of 21.7 percent.
- Estimates include costs of staff, materials, transportation, child nutrition, energy and utilities.

LARGE SITE*		
	PER CHILD	STATEWIDE
Full-Day Program	\$6,227	\$229.7 Million
Half-Day Program	\$2,664	\$ 98.3 Million
SMALL SITE*		
	PER CHILD	STATEWIDE
Full-Day Program	\$5,961	\$219.9 Million
Half-Day Program	\$2,421	\$ 89.3 Million
	CLASSROOM CONSTRUCTION	SCHOOL BUS PURCHASE
Full-Day Program	\$199.2 Million	\$20.4 Million
Half-Day Program	\$ 99.6 Million	\$10.2 Million

\*Large site per-child costs are higher due to greater administrative overhead.





knowledge are essential to maintaining a quality program. Parent training and involvement are essential to reinforcing developmental aspects of child care in the home.

**RECOMMENDATION SIX:**

**Low Student-Teacher Ratio**

There should be a 1-to-8 staff/child ratio at each site.

**RATIONALE:** Caring for three- and four-year-olds and providing a developmentally sound curriculum takes a lot of work. The Forum Study Group envisions a class of 16 children with a teacher and an aide present at all times. The Study Group believes these ratios are necessary to provide a quality program that will achieve the desired long-term goals.

**RECOMMENDATION SEVEN:**

**Prohibit Standardized Testing**

Standardized testing for the purposes of pre-screening or determining individual progress should be prohibited.

**RATIONALE:** Most three- and four-year-olds are not ready for the

heavy emphasis on reading and academics that comes with first and second grade. Learning for these youngsters should be fun and exciting. Thus, the emphasis in preschool programs should be on broadening each child's perspective and vocabulary through play and other developmentally sound approaches.

**RECOMMENDATION EIGHT:**

**Program Evaluations**

The program should be evaluated by examining a broad range of effects on the child, family and society.

**RATIONALE:** Although the Forum Study Group believes that standardized testing is inappropriate for preschool children, the Study Group feels strongly that programs must be evaluated for their effectiveness. Evaluations should focus on:

- The child and his or her cognitive, physical and social development.
- The family's ability to meet its needs for child care and education.
- The social impact of working parents, the relationship between schools and families and the role of the family as the primary source of learning.



**RECOMMENDATION NINE:****Long-Range Study**

The state should authorize and fund a long-range study of the effect of the preschool programs on participants. The study should track participants for at least two years beyond high school graduation.

**RATIONALE:** The Study Group believes that a long-term assessment of the programs costs and benefits is essential to a better understanding of the need for such programs. While at least one 15-year study of high-quality preschool programs has been done, the Study Group feels that a similar study should be done in North Carolina.

**RECOMMENDATION TEN:****Pilot Programs**

The state should fund pilot preschool programs for two to four years at 16 sites, two in each educational region. All pilots should be operated by local school districts, and at least two sites should be joint efforts between districts and employers who provide day care programs for their employees.

**RATIONALE:** The complexity of a statewide early childhood program and the need to develop program standards make piloting a necessity. The Study Group also recognizes that, despite the enormous long-term benefits to society, quality preschool programs are not inexpensive, and statewide implementa-

tion should be timed to coincide with completion of the phase-in of the Basic Education Program.

**Estimated Costs for Early Childhood Recommendations**

RECOMMENDATION	ONE-TIME	OPERATING
RECOMMENDATION 1 Cost of serving all eligible three- and four-year-olds in full-day, large site models.	\$219.6 Million	\$229.7 Million
RECOMMENDATION 9 Long-range study of preschool programs, data gathering and research.	\$75,000	\$25,000
RECOMMENDATION 10 Cost of two large site and 12 small site pilot programs.	NA	\$6.4 Million



North Carolina's economy is in the midst of sweeping changes, the likes of which have never been seen. Foreign competition, a rapid increase in the use of technology in the workplace, and the need of business and industry to respond quickly and effectively to changing markets are just three of the forces fueling this economic upheaval.

Along with this transformation, the nature of work itself is changing. The growing complexity of the workplace has redefined "basic skills." Entry-level jobs once capably filled by workers with a high school diploma or less now demand sophisticated training coupled with a solid grasp of science, mathematics, and communication and thinking skills. At least one expert has predicted that by the mid-1990s, three-fourths of all new jobs in North Carolina will require a minimum of 14 years of education.

Yet, by almost any measure, North Carolina is ill-prepared to meet this challenge.

In 1980, more than 1.5 million adults in North Carolina had not finished high school, and some 800,000 adults were found to be functionally illiterate. Annually, 23,000 students become high school dropouts. As many as 60 percent of all high school students will not attend a community college or a university before seeking a job. Of young people who do complete high school, many do not have the skills needed to take advantage of two-year technical training programs.

That realization has led to programs like "Tech Prep," an effort by Richmond County Schools and Richmond Community College to jointly upgrade high school vocational courses and strengthen the academic preparation of high school graduates enrolling in the community college. Unfortunately, the need for programs like Tech Prep far outstrips current efforts to provide them.

North Carolina's economy has reached a point where "business as usual" simply isn't good enough. If North Carolina is to compete successfully in the emerging new economy, its public schools will have to produce high school graduates with more preparation in mathematics, science, English, and thinking and reasoning skills than they now are getting. Tomorrow's—indeed, today's—workplace demands young people who can adapt to changing conditions and who, even more importantly, have learned how to learn.

The Forum Study Group wishes to make clear that there is much going on in vocational education that should continue. Vocational education's hands-on, practical approach to learning has much to offer traditional academic disciplines.

Each year, however, North Carolina invests more than \$150 million of state, local and federal tax dollars in vocational education. Last year, more than 300,000 students took at least one vocational education course, and the estimated time spent in vocational courses ex-

ceeds 81 million hours annually. By any yardstick, this represents an enormous investment of resources. The members of the Forum Study Group believe several changes are needed to assure that those resources are used as wisely and effectively as possible. With that in mind, the Study Group offers these recommendations.

#### RECOMMENDATION ONE:

### Two-Plus-Two Programs

The General Assembly should encourage community colleges and public schools to put in place "Two-Plus-Two" programs that integrate academic and vocational courses in the last two years of high school with community college programs. The General Assembly should promote this by providing financial incentives and greatly expanded flexibility to community colleges and school systems that successfully implement such programs.

**RATIONALE:** Currently, only 27 of the state's 58 community colleges and 49 of its 140 school systems have approved cooperative programs, called articulation agreements, for the 1988-89 school year. These agreements will serve about 2,900 students—compared with a statewide 11th and 12th grade enrollment of more than 140,000 students. According to the Department of Community Colleges, most of these agreements are focused

## Vocational Education Subcommittee

**Mr. Thomas Graves, Chair**  
*Executive Director*  
*N.C. Citizens for Business and Industry*

**Former Gov. Robert Scott**  
*President*  
*N.C. Community Colleges*

**Mr. Billy Ray Hall**  
*Executive Director*  
*N.C. Rural Development Commission*

**Dr. Kenneth Newbold**  
*Former Superintendent*  
*Greensboro City Schools*

**Mrs. Jeanette Council**  
*Elementary Supervisor*  
*Cumberland County Schools*

**Mrs. Pamela Brewer**  
*Teacher*  
*Person County Schools*

**Dr. Ernestine Ragan**  
*Manager of Education Services*  
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**Mrs. Jan Holem-Crotts**  
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on dual enrollment and college credit courses for qualified high school students, not fully integrated "Two-Plus-Two" programs.

In return for flexibility and financial incentives, schools would have to set high goals for student success in the job market and in community colleges following graduation. One indicator, for example, might be the percentage of graduates who receive training at a community college without first undergoing remediation.

Information on student success would be provided by follow-up surveys (see Recommendation Seven) and should be required of all high schools. School systems should report those findings to the public as part of their accountability for results.

#### **RECOMMENDATION TWO:**

### **High School Graduation Requirements**

The State Board of Education should strengthen high school graduation requirements to specify that the two units of mathematics now required include at least one unit of algebra and that the two units of science also now required include one unit of biology and one unit of chemistry or physics. Other courses now required for graduation, such as four years of English, should likewise be strengthened for all students.

**RATIONALE:** Whether a high school graduate enrolls in a com-



munity college training program or enters the work force directly, he or she needs a strong foundation in mathematics and science, a command of written and oral communication skills, and effective thinking and reasoning skills.

While the Study Group recognizes that some students may require more than one year to complete a unit of algebra or chemistry, it presumes that all students who are not mentally han-

dicapped are capable of mastering the concepts involved. Indeed, the Study Group believes it is a grave disservice to any student not to expect him or her to successfully complete these requirements.

#### **RECOMMENDATION THREE:**

### **Hands-On Instruction**

The State Board of Education and the Department of Public Instruction should begin developing

study guides and alternative curricula for traditional academic subjects using an "active learning" and "hands on" approach to instruction. Further, teachers should receive training in the use of these methods and how to apply them to such academic subjects as mathematics, English, science, and history.

The Study Group believes that this is a two-way street, and while vocational education courses should give greater emphasis to academic skills, academic courses should likewise make greater use of "hands-on" approaches long part of the vocational curriculum.

**RATIONALE:** Many historians trace the origin of vocational education to the manual training movement, which began in the 1870s. The manual training movement was founded on the simple observation that many students learned faster and more easily by "doing" rather than "listening." To succeed in school, these students needed active, hands-on experiences.

The Study Group believes and a great deal of research supports that many students learn more easily through "active" and "experiential" learning.

#### **RECOMMENDATION FOUR:**

### **More Vocational Counselors**

The Study Group recommends increasing the Basic Education Pro-



gram allotment of one counselor per 400 students by adding vocational counselors to the current allotments in a ratio of one counselor per 1,200 students for students in grades 7-12. This increase should not occur, however, until implementation of the Basic Education Program is completed in 1993.

In addition, all counselors should receive training in the career and educational needs of non-college-bound students, and counseling opportunities should be expanded for these students, particularly in the 9th and 10th grades, when they are or should be making decisions about what they plan to do after high school.

**RATIONALE:** Better, more relevant and more timely counseling for non-college-bound students was among the top concerns of nearly every speaker who appeared before the Vocational Education Subcommittee and of every report and study which the Subcommittee reviewed. The Study Group believes that more and better counseling opportunities for these students are absolutely essential.

**RECOMMENDATION FIVE (PART A):**

### **Teachers' Degree Requirements**

In the future, four-year degrees should be required for all secondary vocational education teachers, with the exception of trade and industrial and skilled trade teachers,

who should have at least a two-year degree. Degree-granting programs should be flexible, however, in approving credit for work experience. This requirement should be phased-in over a four- to five-year period, during which time the State Board of Education should assess the impact of this policy on the supply of vocational teachers, especially in the trade and industrial areas.

**RECOMMENDATION FIVE (PART B):**

### **Training Stipends**

The state should provide stipends for secondary and community college vocational education teachers to receive up-to-date, state-of-the-art training in their field at least every other year. This training preferably would be done through cooperative agreements with businesses and industries from around the state.

**RATIONALE:** The Study Group believes that the quality of instruction in vocational courses is of the utmost importance and that quality begins with teachers. The Study Group also believes that raising certification standards for secondary vocational teachers will enhance the status and the image of vocational education in the high school. Given the rate of technological change occurring in the workplace, frequent and regular retraining is also essential if vocational educators are to stay current in their fields.

**RECOMMENDATION SIX:**

### **On-Site Training**

Training involving expensive "high-tech" equipment should be done on-site at businesses and in community colleges, unless training at those locations is not feasible. Also, the current allotment of \$5 per secondary student should gradually be increased to \$55 per student to offer the vocational instruction called for in the BEP.

**RATIONALE:** Because the state's economy is increasingly dependent upon technological innovation for productivity gains, it is vitally important that training for specific occupations stay as up-to-date as possible. The high cost of state-of-the-art equipment and the increasing need for all students to have some kind of post-high school training make it imperative that highly technical training involving expensive and complex machinery and equipment be done at a work site or on community college campuses.

**RECOMMENDATION SEVEN:**

### **Performance Surveys**

Statistically valid follow-up surveys should be conducted annually for all high schools. These surveys should "track" students for at least five years after graduation to assess their performance in the work force and in postsecondary studies at community colleges and universities.

**RATIONALE:** Student success should be the primary measure of effectiveness for all school programs. Indeed, the ultimate measure of educational quality is how well students perform as adults following graduation. While vocational education staff currently conduct limited follow-up surveys of students, the Study Group believes that the current follow-up effort needs to be modified.

**RECOMMENDATION EIGHT:**

### **Assess Students' Work Hours**

Businesses should assess the number of hours high school students are allowed to work. The Study Group also calls on the business community to take responsibility for encouraging school attendance and discouraging students from dropping out of school.

**RATIONALE:** The Forum Study Group believes that after-school jobs are a major factor contributing to poor academic performance in high schools. Research shows that grades drop sharply when students work more than 15 hours per week.

**RECOMMENDATION NINE:**

### **Compulsory Attendance**

The Study Group strongly urges the General Assembly to assess the effect of raising the age of compulsory school attendance from 16 to 18 years of age. In doing so,

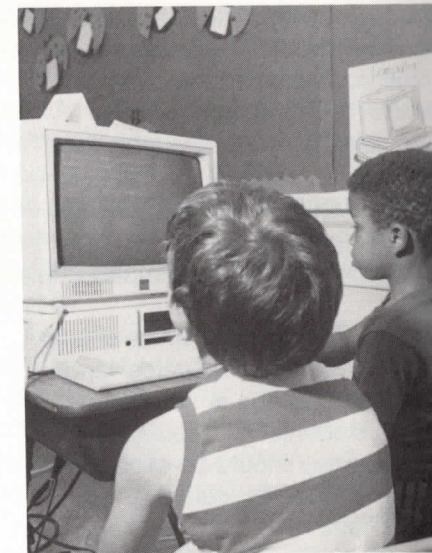


the General Assembly should consider whether alternatives to regular public school classes such as evening sessions or a joint public school-community college program, would keep students in school.

**RATIONALE:** Since the turn of the century, the compulsory school attendance age in North Carolina has steadily risen from 12 to 14 to 16 years of age. The current age of 16, however, is based on the agrarian economy of a bygone era. At least one expert is now predicting that by the mid-1990s, three out of four new jobs in North Carolina will require 14 years of schooling.

## Estimated Costs for Vocational Education Recommendations

RECOMMENDATION	ONE-TIME	OPERATING
RECOMMENDATION 1 Planning grants of \$25,000 per community college and school units in service area.	NA	\$ 1.5 Million
RECOMMENDATION 4 Cost of additional counselors, including fringe benefits.	NA	\$12.9 Million
RECOMMENDATION 5B Cost of 3,000 \$500 stipends each year.	NA	\$ 1.5 Million
RECOMMENDATION 6 Increase equipment allotment for grades 7-12.	NA	\$16.8 Million
RECOMMENDATION 7 Follow-up surveys.	NA	\$250,000





Recent reports sponsored by business, government and educational groups have voiced concerns that students in American schools are not proficient thinkers. These concerns not only are for the potential loss to the individual, but also for the very survival of this nation economically and politically.

All students can think. Thinking is an individual's ability to handle information. It is a complex process involving many aspects of the individual. It is not a simplified action involving only a part of the brain such as promoted by programs called left/right brain thinking. There is no support for such programs or for any specific list or hierarchy of thinking skills in the biological literature. Thinking is not an act in isolation; it involves the individual in thinking about something. In our schools, students should learn strategies and concepts to organize the information they are acquiring.

The teaching of thinking skills has been recognized by the State Department of Public Instruction as an important element of the Basic Education Program. Curriculum guidelines encourage the teaching of thinking skills as an integrated activity and not as a separate topic. However, this recognition and guidance is relatively new, and many teachers have not had the opportunity to develop the skills and strategies necessary to conduct integrated learning activities. Teachers also have not had training in appropriate assessment techniques required to measure and

diagnose students' thinking skills. Staff development, new assessment strategies and integrated learning activities are needed to implement fully the teaching of thinking skills as an integral part of the curriculum.

#### **RECOMMENDATION ONE:**

### **Integrated Instruction**

Thinking skills are mandated by the Basic Education Program and must be developed as an integral component imbedded within all content areas and across all grade levels to enable young people to cope and succeed as adults.

**RATIONALE:** Thinking is an integral process, which involves the manipulation of information. It is a process which uses many strategies simultaneously and in complex patterns. Learning involves thinking about something. Thinking skills should be developed and reinforced throughout the curriculum and during every activity of the school day. It is also important that students be helped to apply these skills to "real life" situations outside the school.

#### **RECOMMENDATION TWO:**

### **Staff Development**

Focus on staff development and teacher education to help teachers continue as learners in their subject areas and develop the ability to use different methods to create appro-

priate learning opportunities for their students. The teacher certification process should be reviewed to ensure the appropriate recognition of training in the use of the integrated activity. Pilot projects should be established in five to seven sites around the state to facilitate the initial development of a flexible support program across the state.

**RATIONALE:** The methods and skills necessary for teaching integrated activities should be included in teacher education, both as pre-service preparation and as staff development. There should be an emphasis placed on integrated activities as part of university and teacher preparation accreditation requirements. Staff development should be available to all school personnel to provide them with the needed knowledge and skills to incorporate and assess thinking within the content areas. Personnel and resources should be available through the regional centers which will act as technical assistance centers for the dissemination of information and assistance as school systems begin developing programs.

#### **RECOMMENDATION THREE:**

### **Environment for Learning**

Create an environment conducive to learning at all levels of the educational system, from the pre-school program to the teacher education programs, from the school

## Thinking Skills Subcommittee

**Ms. Janet Wilson**, Chair  
Former President  
N.C. School Boards Association

**Mr. Richard Franco**  
Vice President, Glaxo Inc.

**Rep. Aaron Fussell**  
House Education Committee  
Chairman

**Mr. Larry Nixon**  
Bass, Nixon & Kennedy

**Mr. Jack Hibbits**  
Word Power Inc.

**Dr. Donald Ensley**  
East Carolina University

**Ms. Karen Garr**  
President-Elect  
N.C. Association of Educators

**Ms. Libby Linker**  
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Burke County Schools

**Ms. Mary Ruth Coleman**  
Graduate Student  
UNC-Chapel Hill



room to the superintendent's office and the school board meeting.

**RATIONALE:** The development of thinking skills requires a climate in which students are not only permitted but encouraged to ask questions. Students need to feel comfortable in being able to raise questions and to offer alternative explanations. A climate that requires every student to respond with exactly the same answer in all situations is not conducive to the development of thinking skills. Students need academic discipline, but they also need encouragement to be academic explorers.

#### **RECOMMENDATION FOUR:**

### **Modify Appraisals**

The teacher appraisal instrument and procedures should be modified to include the assessment of a teacher's ability to use different methods and integrated activities to foster the development of students' thinking skills as well as a broader concept of measurable outcomes of student success.

## **Estimated Costs for Thinking Skills Recommendations**

RECOMMENDATION	ONE-TIME	OPERATING
RECOMMENDATION 2 Staff development for all instructional personnel.	NA	\$2.0 Million
RECOMMENDATION 5 Test and assessment development.	\$175,000	NA

**RATIONALE:** The current appraisal instrument does not explicitly address a teacher's ability to use such techniques as seminar teaching and problem solving. The appraisal instrument is perceived by many to guide teachers into using one specific instructional approach instead of fostering different methods.

#### **RECOMMENDATION FIVE:**

### **Develop Assessments**

The North Carolina Testing Com-

mission should appoint a task force to develop assessment methods for measuring thinking skills. The task force should give special attention to techniques for measuring discussion, problem-solving and other group-related activities.

**RATIONALE:** Traditional testing techniques are not appropriate for measuring many aspects of thinking skills. For example, instructional approaches that encourage all students to participate in discussions and problem-solving as a group activity help students develop skills

that cannot be measured with pencil and paper multiple choice tests. Techniques for testing groups of students need to be developed.





While school reformers are calling for curriculum offerings that will prepare students for the twenty-first century, most are silent on creating school environments that are equipped and managed for the twenty-first century.

The Study Group focused on a broad array of issues relating to the workplace. In looking at environmental factors impacting schooling, the Study Group chose to look not only at facility and equipment issues, but also at managerial issues affecting the school environment.

The recommendations that follow presume that a key component of more effective schooling is an environment that nurtures and supports professionals; one that provides a foundation or infrastructure that supports student success. In looking at specific issues impacting the school workplace, the Study Group focused on facilities, technology, support staff, time, flexibility and management systems.

The Study Group assumes that a well-built, modern building cannot take the place of a well-managed, well-equipped work environment; conversely, a well-equipped, well-managed building with roofs that leak is unlikely to support a school of excellence.

The recommendations that follow do, in some instances, parallel or overlap other recommendations in this report. In the area of flexibility, for instance, the Workplace recommendations overlap with those in the School Structure & Resource

Management section. Specifically, the Study Group is advocating far greater local control over issues relating to the work environment, especially to the funding and resource allocation in the work environment.

In the area of management systems, the Study Group concluded that the system would benefit from a more participatory style of management, mirroring its recommendations on Salary & Evaluation.

#### **RECOMMENDATION ONE:**

### **Facilities Advisory Committee**

The State Board of Education should establish a Facilities Advisory Committee which would include practicing educators, specialists in office automation and educational technologies, school architects and others to annually recommend changes that would allow the state facilities standards to evolve as needs and design breakthroughs dictate. Such an advisory board should draw heavily on private sector representatives that are on the cutting edge of workplace design and technology.

**RATIONALE:** To support schools of the future, newly constructed schools need to use technology and provide flexible work areas and adequate work space for faculty members. In recent years, dramatic advances have been made in office automation, and workplace design

and technology continue to change even more rapidly. Schools have not been on the cutting edge of these advances, and the educational community could greatly profit from a more formalized, on-going dialogue with private sector experts in the area. In this way, plans for advances in technology and new educational initiatives can be incorporated into new buildings. For example, flexible instruction areas can be developed for early education programs and conduits for cable TV and computer connections can be installed.

#### **RECOMMENDATION TWO:**

### **Annual Facilities Conferences**

Working with a school facility advisory committee, the SDPI's Division of School Planning should annually sponsor conferences on school facility planning. Such conferences should have a special focus on advances in school facility and technological advances, efficiencies possible through innovative facility and technological initiatives, and economies possible through alternate uses of existing facilities.

**RATIONALE:** County commissioners, school administrators and school board members across North Carolina are making multi-million-dollar decisions regarding school facilities without the benefit of extensive training or exposure to alternatives in the school facility arena.

## **Workplace Subcommittee**

**Mr. James Barber, Chair**  
*Controller*  
*State Board of Education*

**Rep. Ed Warren**  
*House Education Base Budget Committee Chair*

**Sen. Robert Warren**  
*Senate Education Committee Chair*

**Mr. Sherwood Smith**  
*President and CEO*  
*Carolina Power and Light Co.*

**Mr. Howard Haworth**  
*State Board of Education Chair*

**Dr. Bruce McPherson**  
*Executive Director*  
*N.C. Center for the Advancement of Teaching*

**Dr. Gladys Graves**  
*President*  
*N.C. Association of Educators*



### RECOMMENDATION THREE: School of the Future

North Carolina should create a School of the Future that could serve as a demonstration center for school planners, practicing educators and policymakers. Such a school should combine three critical areas. First, the school should be a showcase that illustrates the efficiencies possible through harnessing office technology to the school environment. Second, the school should use technology in the instructional process. Finally, the school should demonstrate the possibilities of a different, more participatory style of management. To facilitate these activities, particularly the third critical area, the General Assembly should grant full flexibility with regard to the use of resources at the school site. In return, the school staff would be required to develop an effective accountability plan based on student achievement and performance.

**RATIONALE:** Just as the Research Triangle serves as a statewide showcase for economic growth, such a school would serve as a showcase for the potential for educational growth. Teams of county commissioners, school board members and administrators could visit the center, observe the experiment, gain hands-on experience with new technologies and receive training in each of the areas.

### RECOMMENDATION FOUR: Coordinate Information Management

School systems should establish committees of computer "users" and appoint one person to coordinate information management within the system.

**RATIONALE:** As computer technology enters the school environment, coordination is needed to avoid problems businesses encountered in the early stages of computer advances. Anyone who has been confronted with the problems resulting from incompatible computer systems, poor advanced technology planning and a proliferation of incompatible software usage knows the amount of time and money that can be expended attempting to bring an information management system into a coordinated whole. Typically, schools that experimented with computer instruction began with a mix of Apples and IBM compatibles, and they continue to have a mix of software and hardware in the classroom. Many systems introduced yet another type of hardware into front offices only to face converting to equipment compatible with the state information management systems program.

### RECOMMENDATION FIVE: Increased Staff Support

The state should take steps to improve the current ratio of support

staff to professional staff at the school building level. Specifically, an assessment should be done of the adequacy of clerical and general support staffing available in the Basic Education Program. Also, the state should conduct a cost-benefit study to determine the potential benefit of granting local school systems far more flexibility in the assignment of teaching assistants.

**RATIONALE:** Before the Basic Education Program, the ratio of school-based clerical staff to professional staff was only one clerical to every 25.6 professional staff members. If the current trend holds true, the ratio after full implementation of the BEP will only fall to one to 23.9, because of the large number of additional professional positions being added to the schools. Even if technology is widely introduced into schools, the need for additional clerical support will not be eliminated.

Currently the state has more than 12,000 teaching assistants on payroll. If, instead of assigning one teaching assistant to every K-3 classroom, the ratio were changed to allow flexibility in the deployment of assistants, the state could re-deploy thousands of support positions throughout the schools. The value of such a move would be potentially even greater if position descriptions for teaching assistants could be changed to include clerical duties, hall monitoring support, substitute teaching and instructional support duties.

### RECOMMENDATION SIX: Annual Leave

To provide more training and planning time for faculties, change existing policies to enable teachers with annual leave credit to take up to five days of annual leave on days when students are in school, subject to local policies. In ex-

### Estimated Costs for Workplace Recommendations

RECOMMENDATION	ONE-TIME	OPERATING
RECOMMENDATION 1 Facilities advisory committee staff, meetings, travel.	NA	\$ 75,000
RECOMMENDATION 2 Annual school facilities conference.	NA	\$ 25,000
RECOMMENDATION 3 One-time costs include construction, equipment and software. Operating costs include staff, travel, training.	\$750,000	\$150,000



change, eliminate the granting of personal days. Further, grant local schools more latitude over scheduling, length of classes and deployment of staff.

**RATIONALE:** Isolation and the pressure of time during the school day are frequently cited as culprits that conspire against faculties creating individualized student-oriented plans that could make a real difference in the lives of students. Part of the problem may be inherent in a system that forces teachers to take annual leave days on teacher "work days" that could be devoted to quality planning and training among faculties. The other part of the problem could be the intransigence of the system and the inability of schools to redeploy faculties and support staff and to alter time restraints that now exist.

#### **RECOMMENDATION SEVEN:**

### **One-Time Equipment Needs**

To enable school buildings to meet unique one-time equipment and instructional needs, grant schools the flexibility to phase in the Basic Education Program. Specifically, the State Board should determine a list of approved one-time purchases that could be made with earmarked BEP funding with the understanding that the lapse between funding and implementation of BEP-required resources could not be more than one year.



**RATIONALE:** More than 16,000 professional staff members are scheduled to be added to schools as a result of the BEP. The schools already suffer from an inadequate infrastructure, especially in the area of equipment, technology and instructional tools. If schools could opt to delay expenditures funded by the BEP for one year to make one-time equipment or material purchases, the state could, in essence, double the value of its BEP expenditure. Instead of being

confronted with calls for additional funding to meet infrastructure needs after the BEP is implemented, this policy could enable schools to meet needs that go beyond the funding in the BEP.

#### **RECOMMENDATION EIGHT:**

### **Participatory Management**

If the school environment is to foster higher student productivity through a higher degree of em-

ployee satisfaction, the state should do all that it can to encourage a fundamental overhaul in the way in which schools are managed.

**RATIONALE:** Several vehicles could help achieve this goal. First, the state could require training in participatory styles of management as part of the principals' certification program. Second, the SDPI's Principals Institute and the Principals' Executive Program at the University of North Carolina in Chapel Hill could be directed to include training in different management styles. The "School of the Future" that was recommended earlier could serve as a demonstration center in which the benefits of an innovative management system could be examined. Finally, the N.C. Association of School Administrators, the N.C. Center for the Advancement of Teaching, the N.C. Association of Educators and other education groups could voluntarily develop innovative management training programs.





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