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ABSTRACT

In response to a nationwide trend toward restructuring the teaching profession and redefining the role of the teacher, this paper suggests a position on developments in these areas. It rejects the idea of establishing hierarchical levels of teacher certification, but considers promising the movement toward vertical or horizontal differentiated staffing. It favors the concept of career ladders for paraprofessionals which could possibly lead to a professional career, but rejects the idea of merit-pay for teachers. The author states that the American Federation of Teachers should take a positive role in developing new concepts of teacher roles and new teacher evaluation criteria. It can do this by establishing a long-range program of basic concepts for collective bargaining, working with state education departments in the field of teacher certification, and establishing its own programs of inservice teacher education. This can be done best on a local level. (Two appendixes contain lists of suggestions for establishing local Quality Educational Standards in Teaching (QuEST) Committees and organizing local QuEST programs.) (RT)

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QuEST OCCASIONAL PAPER

On a Conceptual Framework for Collective Bargaining

Occasional Paper from the AFT Program for Quality Educational Standards in Teaching (QuEST)

9.

WHAT IS THE AFT-**QUEST** PROGRAM?

Persistent and emerging problems face the nation's schools:

- Effective teaching
- Use of paraprofessionals
- Decentralization and community control
- Teacher education and certification
- Implementation of the More Effective Schools concept
- Eradicating racism in education

As the teacher revolution sweeps through urban America, the American Federation of Teachers becomes increasingly aware of its special responsibilities to offer solutions to these other problems. In January, 1968, the AFT's executive council, with representatives on it from most of the nation's big cities, held a special two-day conference to consider these problems and the AFT's responsibilities.

Out of this conference came a mandate for a *continuing body of active and concerned AFT educators* who could—

- Anticipate some of the emerging problems resulting from the rapid social changes in our society;
- Meet on a regular basis;
- Stimulate and initiate confrontations between teachers and these problems at state, local, and national levels;
- Organize and coordinate regional and national conferences;
- Prepare tentative positions for action by AFT legislative bodies; and
- Suggest action programs to implement their findings.

Thus was born QuEST.

Reports on QuEST conferences and other mainly descriptive topics are published regularly in a QuEST Reports series. Background papers on topics of current educational concern are available in a QuEST Papers series; these are *not* AFT position papers, but are intended to stimulate ideas which could lead to programs.

For a list of Reports and Papers currently available, write:
Department of Research
American Federation of Teachers
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NEEDED: A CONCEPTUAL FRAMEWORK FOR COLLECTIVE BARGAINING IN EDUCATION

by Dr. Robert D. Bhaerman
Director of Research, AFT

Education, as the apparent inner-core of the moon, is undergoing many upheavals. Neither are the cold, inert objects that many thought them to be and, indeed, that education until only a few years ago appeared to be.

Two major and related convulsions are evident on "Planet Education" which have obvious implications for our union.

One, occurring in many state education departments, the USOE, and in several prominent colleges of education, deals with the restructuring of the profession.

The second is the corresponding movement toward redefining the conception of the teacher.

While both, in some ways, are highly promising activities which offer many positive features, both are lined with many hidden craters, as it were, of which the AFT must not only be aware but, more importantly, for which we must fashion our own comprehensive and consistent philosophy. As we stressed in our initial description of the QuEST program, we must take the lead, not simply react; initiate, not merely respond; innovate, not wait for the establishment to direct from without.

At least five major contributory factors are distinguishable which account, for the most part, for these two major currents in education:

- (1) the movement toward establishing hierarchical levels of teacher certification,
- (2) the movement toward establishing levels of differentiated staffing,
- (3) the hierarchy implicit in career ladders or lattices for paraprofessionals,
- (4) the rebirth of the merit-pay movement, and
- (5) the role of the federal government's Education Professions Development Act, the EPDA.

Levels of teacher certification. While many states are currently undergoing their periodic review of certification, an activity which recurs with the regularity of Billy Graham's appearances at the White House, three states stand out as prototypes of the thinking occurring in certification circles. Pennsylvania, for example, has instituted new regulations which provide for a level III Instructional Certificate, an extension of a level II Permanent Instructional Certificate granted at the end of three years of satisfactory teaching and the completion of 24 semester credit hours of post-baccalaureate study. Level III, which appears to be completely superfluous, is granted after five years successful teaching and the granting of a master's degree. Hence, it seems like an example of a state being involved with advanced certification for the sake of involvement alone. I can see no functional reason for adding a "permanent" certificate on top of a "permanent" certificate.

Similarly, the State of Washington, in its fourth draft of certification standards (April, 1968), is projecting a fourth-level "consultant certificate" which is intended for those who "qualify for roles which contribute to professional preparation and to the improvement of instruction...." As the Pennsylvania level III, this seems to be highly irrelevant to the purposes of certification as stated by Washington, namely, "to ensure that the professional personnel who serve the common schools are competent."

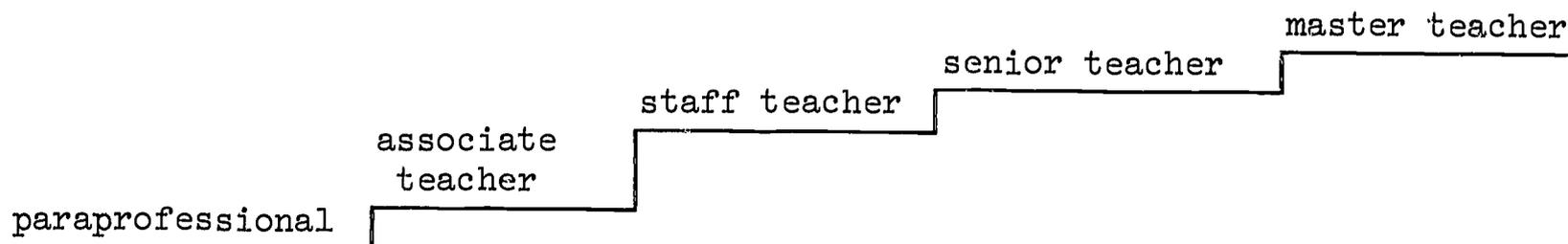
The most interesting and, from the standpoint of the AFT, the most challenging certification review is the activity which has taken place within the last year or two in Massachusetts. (This has been discussed at some length in two previous *QUEST Papers*, #2--*Which Way for Teacher Certification* and #3--*Some New Thoughts on the AFT's Role in Inservice Education*. I would suggest that these papers be read "as a whole" for they represent an attempt to fashion a comprehensive educational point of view as an alternative and a response to the challenges being raised.) Two main points, however, in the Massachusetts Advisory Council on Education or MACE Report of June, 1968, need to be reviewed:

"Four levels of licenses are suggested: internship licenses for those in training; associate-teacher licenses for beginning teachers; professional licenses for those who demonstrate ability to handle professional assignments independently of supervision; and educational specialists' licenses for "high level" teachers..... Provisions should be made for periodic renewals of licenses, without reference to tenure, based upon demonstrated maintenance of scholarship and professional competence. Suggested renewal points are internship licenses--annually; associate teacher licenses--every three years; professional and educational specialists licenses--every seven years. (pp.13 and 14 of the MACE report.)

"Failure to maintain the level of performance for licensure could result in nonrenewal, thus disqualification. In some instances, however, when the failure is inability to perform at an advanced professional level, such as professional or specialists, it may be decided to reduce the level of license to that of performance capabilities. Thus, a professional teacher who fails to maintain competence to perform independently might be licensed as an associate teacher and permitted to work under supervision." (p. 72)

End of quote. No additional comment needed.

Differentiated staffing. Differentiated staffing has been described as "a division and extension of the role of the teacher through the creation of a teacher hierarchy with job responsibilities that are commensurate with a range of pay." (Again, for details, the reader is referred to *QUEST Paper #7*, which presents a viewpoint on the theoretical problem involved in establishing a vertical hierarchy for teachers and to *QUEST Report #2*, a study outline on differentiated staffing. While many models are currently being devised, and variations of all types exist, the common feature is usually a vertical structure along these lines:



In the past, whereas all teachers have been paid on a single-salary schedule, the differentiated-staffing concept suggests that teachers would be paid according to the level of their assignment and "responsibility." The base-salary level will continue to approximate the salary presently being paid on bachelor-degree schedules, although it is projected that a few teachers at the top of the ladder could earn as much as or more than some administrators. Teachers aspiring to higher levels usually would forego tenure in lieu of additional salary; senior teachers and master teachers normally would acquire tenure only at the staff-teacher level. In some proposals, teachers are evaluated by supervisors and by colleagues both above and below them. This, of course, has the potential of creating tensions and conflicts, particularly when those at lower levels aspire to the positions of those who are evaluating them and who they, in turn, are evaluating. Some proposals provide that an academic senate, composed of personnel on the higher levels, will coordinate and conduct the evaluation.

Differentiated staffing is still highly experimental, but is quite widespread, ranging from simple patterns of team teaching to intricate hierarchical models. New patterns undoubtedly will be tried as the concept gets more "seed money" from the federal government. Nevertheless, even at this time, it has been estimated that there are more than 220 demonstration centers which have some *elements* of the differentiated concept in operation.

Career ladders and the use of paraprofessionals. One of the more promising innovations in education is the increasingly widespread use of auxiliary personnel. In recent convention action, the AFT is on record in supporting this movement. For example, in 1967, the following resolution was passed:

"RESOLVED: That the AFT support a program of career ladders to enable community residents to participate in the operations of their schools while improving their employment potential;*

"That the AFT support scholarship programs, summer institutes, and inservice courses to provide training for participants in the career-ladder program;

"That each local make every effort to initiate such programs in its community.

"*Career-ladder programs are currently being developed for advancement of paraprofessionals from school aide, to teacher aide, to educational assistant. A continuation of the ladder leads, for those who desire, to a teaching career."

In 1968, the two following resolutions dealt with this issue:

"RESOLVED: That the AFT actively support the use of both men and women of minority-group background in paraprofessional positions;

"That the AFT continue to support a program to enable these men and women to participate in paraprofessional duties while improving their educational potential as fully trained and certificated professionals in their own right."

"RESOLVED: That teachers should be offered the services of paraprofessionals;

"That the responsibility of paraprofessionals is to assist teachers by performing functions which are assigned directed by these teachers, without infringing upon the professional responsibilities reserved for certificated teachers."

Obviously, there are many problems--as well as potentialities--involved in the use of paraprofessionals. One the most pressing and, from our point of view, most relevant issues centers about a number of unresolved questions. For example: What *should* aides and assistants be allowed to do? Should they be allowed to perform instructional tasks or should they be limited to noninstructional tasks only? How are these roles defined? *Who* defines them? In posing these questions, it is easy to see that the moment they are raised for the paraprofessional, they also become pertinent for the professional. When the definition of the role of one group is established, it immediately raises similar concerns for the *other* group. These questions remain unanswered. Much confusion and vagueness surround them.

The rebirth of merit-pay schemes. While the concept of merit pay may never have expired completely, after reviewing Albert Fondy's list of 21 reasons why the merit system is unworkable for teachers, I believe it may have taken the initial steps to *rigor mortis*. (This list, compiled by the president of the Pittsburgh Federation of Teachers, AFT Local 400, was published in the Spring, 1969, issue of Changing Education. Copies are available from the Research Department.) Nevertheless, the Council for Basic Education is attempting a resurrection of sorts by its recent publication by Weber and Marmion called "Merit Pay and Alternatives: Descriptions of Some Current Programs." I don't think their job will succeed. Yet, it is significant in that the controversy highlights the need for us to develop a more positive alternative and a purposeful objective for the *evaluation* of teaching competencies for both auxiliary and regular personnel, which is implicit in both the trends toward vertical certification and hierarchical staffing plans.

The Education Professions Development Act. The Education Professions Development Act is designed to help local school districts, state education agencies, and colleges and universities develop more effective ways to recruit, train, and utilize educational personnel. The USOE has described the program in essentially these terms:

The Education Professions Development Act ties together a number of programs aimed generally at the same objective: training and retraining of educational personnel. Since passage of the NDEA in 1958, the federal government has had an increasing stake in the preparation of educational personnel. The original emphasis was on preparing teachers in specific subject areas, e.g., modern foreign languages. With amendments to NDEA and the subsequent passage of additional legislation, the categories were expanded to include a variety of specialized personnel and specific academic areas. Legislation providing such training opportunities was passed at various times and was administered by various parts of the Office of Education. Under EPDA, however, a number of these programs including short-term summer training institutes, academic year fellowships for both prospective and experienced teachers, and the Teacher Corps, were brought together and expanded.

Parts C and D of the act are the two provisions which have greatest relevance to the AFT, for they include the Career Opportunities Program (COP), in many ways the most worthwhile part of the EPDA. The COP is focused upon the need for more and better-trained personnel in schools serving low-income populations. It is based upon the career-ladder and work-study concepts for recruiting and training people, mainly from low-income backgrounds, to work in schools as auxiliaries and, through work and study, to progress upward to standard teaching positions.

From the standpoint of the AFT, the COP is important in that it involves the establishment of ladders *below the teacher level* which give the recruit the opportunity to advance to this higher level; just as significant are the "seed money" training projects which are being designed. For example, one was listed in an HEW news release on April 26, 1969: "A University of Wisconsin project to conduct a training program in new ways of staffing schools as a *first step toward a state-wide differentiated staffing model.*" (Italics added.)

Needed: A positive response. My purpose in elaborating these seemingly diverse and yet highly related factors is simply this: taken separately, they appear to be isolated instances of some of the major issues in education today. However, they are much more than that. Taken together, as they must be, they represent a complex mixture of positive and negative features, some desirable and some very highly undesirable elements. They represent the movement in education toward the *restructuring of the profession and the redefinition of the concept of the teacher.*

Nothing in this world is sacrosanct and, hence, I believe that the structure of the profession and the conception or role of the teacher must be reviewed and, wherever possible, the elements must be strengthened. Further, I believe that the AFT will play a major role in this review. We have been constantly in the forefront of change. It has never frightened us in the past and will not do so now. Therefore, I believe we must work toward discarding the unworkable aspects of the vertical hierarchies implicit in the multi-level concepts of certification and differentiated staffing. Conversely, we must work toward improving those aspects which are promising of greater education productivity. These are seen in the *potential* underlying the use of new careerists and other auxiliary personnel, in the opportunities available in the EPDA under the COP for the training and retraining of teachers, and in the possibilities for improving teaching through the assessment of teaching performance and behaviors. Even a differentiated-staffing concept of a *horizontal nature* (i.e., the wider use of teaching specializations) could be workable provided it included such aspects as the following:

- It must improve the pupil-teacher ratio, not make it more burdensome.
- It must eliminate, not increase, clerical chores.
- It must boost dramatically the salaries of *all* certificated staff.
- It must provide tenure protection and a grievance procedure to assure every member of the staff due process.

In short, there is a compelling need to fashion a conceptual framework in which *we* will have a major voice in determining the way things will be *vis-a-vis* the structure of the profession and the definition of our role within it (and "not wait for the establishment to direct from without").

Essentially, there are three approaches we should follow in this decision-making process: the legislative route, through action programs, and by means of collective bargaining. (For example, through legislative activities we must work toward a greater voice in determining the direction of teacher certification regulations in order to counter the multi-level certification plans.) We must work to develop AFT programs for entrance into the profession; that is, begin to establish as widely as possible AFT internship programs. We need not stop at developing one AFT internship model. Many plans can be devised to meet unique needs in an AFT local school district. But, most important of all, the means by which we can affect change for the better is clearly through collective bargaining. To a considerable degree, we have begun to do this. The negotiating areas through which I believe we can meet the challenge facing us are in the *evaluation* of competencies, *inservice* education, and the use of *paraprofessionals*.

However, instead of isolated clauses (and we have negotiated some excellent ones), the broader need exists for us to meet the problem *directly*, as a *totality*, and to begin to negotiate a comprehensive and total educational component. To do this, we will need a long-range plan, a five- or 10-year, or perhaps even longer, program of educational improvement.

More than just good contract clauses in evaluation and inservice education are called for, since the nature and scope of the problem outlined above demand a broader response, e.g., a total concept of continuous growth for all teachers. Elsewhere, I have called this concept the Continuous Progress Alternative. It would be a meaningful, total, growth program which would include evaluation and inservice education primarily, but not exclusively.* (See Footnote on page 10)

This highly individualized and personalized inservice component of the Continuous Progress Alternative should have the following characteristics:

- Opportunities for both the inexperienced and experienced teacher, the professional and paraprofessional, the specialist and the generalist. The starting points and needs of each would be respected.
- Opportunities to help teachers proceed toward carefully selected, highly important goals, such as learning to teach inductively or learning group-process skills useful in working cooperatively with children.
- Opportunities for teachers to become aware of development in fields other than their own, e.g., in government, the humanities, or the natural sciences, as the need demands.
- A variety of group approaches found useful in adult education--various kinds of formal and informal courses, workshops, seminars, group discussions, role playing, lectures, demonstrations, field trips, investigations, projects, and the like.

- High-level teaching by competent instructors who have recent or current classroom experiences and who would use the most current and most appropriate instructional methods.
- Groups of teachers with common needs cutting across building-unit lines would be brought together in joint endeavors, as the need demands.

The Continuous Progress Alternative is merely a skeleton outline which each local could adapt in order to build a long-range response as an alternative to the vertical hierarchy and all it implies. Similarly, we have set forth another framework for collective bargaining relating to the use of auxiliary personnel. This has been presented in *QuEST Paper #8, Education's New Dualisms*. Neither approach should be misconstrued as an attempt to force one pattern on anyone. (I am not an AFT policymaker. You, the members of AFT locals, are.) What I am suggesting is a possible beginning step for the searching dialogue which must take place in every AFT local and state federation.

I have attempted to present the over-all problem, and some of the main factors involved, and some ideas about possible alternatives. And now we must *organize*; organize local and state QuEST committees in order to build the needed expertise in the areas toward which we must move in collective bargaining: in-service education; certification; staffing patterns; governance of the profession. The need to establish such committees is urgent, for such things as differentiated staffing and merit pay will not wait. We must be ready first with a comprehensive, well-conceived program, a conceptual framework for collective bargaining, a *frame of reference* upon which to structure *our* profession and define *our* role in it.

APPENDIX A

SUGGESTIONS FOR ESTABLISHING LOCAL AND STATE QuEST COMMITTEES: THE FIRST STEP IN DEVELOPING A CONCEPTUAL FRAMEWORK FOR COLLECTIVE BARGAINING.

1. QuEST is primarily a *grassroots movement* intended to give voice and a platform to classroom teachers. Hence, the establishment of local and state committees is the first major task. The primary purpose of these committees is to work toward establishing AFT-sponsored action programs at the local school building unit and district levels. At the outset, priority probably should focus on:
 - a. A local AFT-internship program, and
 - b. A local AFT-inservice program.

In addition, local and state QuEST units no doubt should have subcommittees involved with certain key issues as they are relevant to local conditions, e.g.:

- certification and licensure,
- preservice teacher education (especially student teaching and other laboratory experiences),
- the use of paraprofessionals,

--the issue of differentiated staffing,

--the analysis and assessment (i.e. evaluation) of teaching behaviors.

2. *Collective bargaining* is the prime goal. Therefore, in addition to QuEST committee involvement with licensure (especially at the state level) and with action programs (especially the internship and inservice ones, which probably have to be negotiated anyway), the committees would develop and coordinate negotiation demands in educational areas, e.g., those dealing with the use of paraprofessionals, student teaching and laboratory experiences, the goals and methods of teacher evaluation, class size, flexible scheduling, instructional technology, discipline, textbook and other curriculum materials selection, etc.... all of the above as they affect the conditions of teachers and teaching.
3. *The role of the national office* primarily will be to coordinate these local and state activities, serving as the central communication unit to share ideas and feedback from the local and state groups. The national office serves also as *catalyst* by distributing the following publications:
 - a. Reports on QuEST conferences and other mainly descriptive topics.
 - b. *QuEST Papers*, to provoke discussion, thought, and action. (These are *not* AFT position papers, but are intended to stimulate ideas). Eight of these already are in print; a number of other papers *and* reports are forthcoming on such topics as:

differentiated staffing, inservice education, the use of paraprofessionals, flexible/modular scheduling, evaluation, internship programs, class size, the National Teacher Exam, instructional technology, discipline, textbook selection, and decision making.
4. *The consortium*: As local committees become active, people with similar interests will meet to form broader-based common interest groups, e.g., groups will be formed dealing with curriculum development, evaluating curricular materials, utilizing instructional technology, etc. Here, too, the role of the national office is to serve as coordinator and catalyst.
5. A suggested format for local and state QuEST Committees would include subcommittees on:

certification and control of entry into teaching; curriculum design and development; paraprofessionals and school-staffing patterns; collective bargaining in curriculum and instruction; internship programs; teacher education (pre-service and in-service); and teacher evaluation.
6. In summary, QuEST consists of the *rank and file*, the *professional*, the *expert*, the *classroom teacher*, planning his own destiny, formulating his own educational environment, working to control his own future, and beginning to govern his own profession through collective bargaining.

APPENDIX B

SOME SUGGESTIONS ON ORGANIZING *QuEST* PROGRAMS

What follows is in response to requests that the QuEST Council offer some concrete suggestions to AFT affiliates on how to organize local and statewide QuEST councils. These suggestions are not all-inclusive. We are certain that, as such local QuEST councils are being planned and QuEST programs being devised, those participating will have additional suggestions and will improve upon those which are listed below. The main thing is to get started on a professional task that needs to be done--by those of you in the AFT who, by training, experience, and interest, are committed to do so.

1. Each AFT affiliate should select one or more members genuinely interested in the aims of QuEST: to work toward establishing "quality educational standards in teaching." This is parallel and supplementary to the MES program. *The QuEST program is needed for all schools, but is especially important to those schools in which the MES programs are being implemented.*
2. Those selected, because of their interest and knowledge, should become the nucleus for a local or regional QuEST council.
3. Each of these local and/or regional QuEST councils should decide what educational problem or problems it considers of greatest importance and may elicit the maximum interest and participation from members and others.
4. The local QuEST councils should meet regularly.
5. The cooperation of knowledgeable and friendly consultants should be used, including those from other disciplines when relevance makes such necessary.
6. Specific programs should be discussed and written up in tentative position papers providing for feedback from members and others who may receive such papers for discussion purposes.
7. Those specific items which are finally accepted by the local and/or regional council should be considered as possible contract items.
8. The local and regional QuEST councils must set up a professional library and research center. This is an ongoing process, but it should be started even if first with only the material printed by the AFT research and publication departments. However, there is a plethora of professional material printed by HEW, state departments of education, etc. It is really a problem of wise selection.
9. Carefully planned QuEST conferences should be planned and held only when such conferences may serve some predetermined purpose or purposes.
10. Timely and newsworthy articles should be printed in local news media and sent into the American Teacher. Local research projects should be encouraged.
11. The national QuEST council should be kept informed. File this address:
AFT-QuEST, 1012 14th St. N.W. Washington, D.C. 20005.

As always, the AFT research and publications departments are ready to help-- as are the other AFT departments.

Robert D. Bhaerman, Director of Research
Simon Beagle, Executive Secretary
The Council for Quality Educational
Standards in Teaching (QuEST)

FOOTNOTE:

*The entire concept of the Continuous Progress Alternative deals with such concerns as:

Meaningful inservice programs contractually provided for; personalized and individualized inservice education; independent study; travel; purchase of professional books and materials; meaningful workshops and institutes. Also, regularly established sabbaticals; research into instructional problems; staff-development laboratories for analyzing and solving instructional problems; self-development; self-evaluation; self-improvement. And, mutual agreement on teaching assignment; mutual agreement on the direction of self-development programs; renewed concentration on selection; renewed concentration on recruitment; cooperation among teachers; teachers and teaching as part of a coordinated effort.