

# MICROFILM DIVIDER

OMB/RECORDS MANAGEMENT DIVISION

SFN 2053 (2/85) 5M



ROLL NUMBER

DESCRIPTION

1157

2001 HOUSE EDUCATION

HB 1157

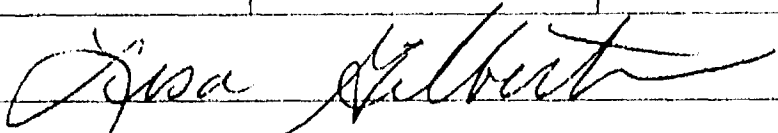
2001 HOUSE STANDING COMMITTEE MINUTES

BILL/RESOLUTION NO. HB1157

House Education Committee

☐ Conference Committee

Hearing Date 01/17/01

Tape Number	Side A	Side B	Meter #
#1	X		2327 to 6218
		X	1 to 1731
Committee Clerk Signature 			

Minutes:

Chairman R. Kelsch, Vice-Chair T. Brusegaard, Rep. Bellew, Rep. Grumbo, Rep. Haas, Rep. Hanson, Rep. Hawken, Rep. Hunsakor, Rep. Johnson, Rep. Meier, Rep. Mueller, Rep. Nelson, Rep. Nottestad, Rep. Solberg, Rep. Thoreson

Chairman Kelsch: We will open the hearing of HB1157.

Bill Goetz: (Chief of Staff for the Governor's office) I'm here on behalf of HB1157. In terms of what our objectives are in terms of this bill, because there are several changes that the governor wishes to express, that committee would entertain and work with us on the terms of somewhat of a new direction. You will note that the bill has an appropriation, and the presentation has been made from when the governor's office budget was presented that this appropriation be brought forth into the governor's office budget. That is because the governor is taking the position that this initiative should be brought into the governor's office, rather than create a separate commission. The feeling is that the commission in itself is not needed; that is can be handled

within the governor's office, and the dollars, then would be used to outsource the necessary work that would take place in advancing the proposal as it is presented in the bill. That does not change or diminish the importance the objective that has been put forth in this bill. The objective is the same, the importance of obtaining that goal is the same, it's just that we're looking at convening that objective within the governor's office. A little bit of background in terms of what has led up to this. There's been a tremendous amount of work that has gone into this effort. It was realized through quite a number of discussions within the governor's office that due to the complexity of the issue that surround the face of education today in ND, that if we're going to do the job that we should be doing in the area of policy development, we just simply need much more information than we have currently to make good policy decisions. Be it the governor, be it the legislative branch, and be it generating the necessary public support in order to make those policy decisions. You all know that the underlying fundamental issue that is driving so much of what we're faced with in education today in ND is demographics. That changing environment, the objective, then, was to begin to assess the quality of our schools, and as a result, a committee was convened, it was called the North Dakota Quality Schools Committee, and it was composed of the various interests that had a vital direct interest in education. It was a time that was most appropriate in terms of bringing together the interests and being able to sit down and have some very good dialogue. I think that step was a definite advancement in addressing the issues that confront us today as it relates to education. Not only was it bringing together these interests and having some very positive dialogue and some very positive outcome at this point in time, but it also was generating some financial resources. So, it's not been a situation where we've had people just sitting around and talking, necessarily, and lightly discussing, but it has been a very

serious dialogue that is backed up with some financial resources. The objective, then, to develop a process that would better offer information and to guide us in making those policy decisions, framework has been developed to identify indicators of quality. What are those indicators? These indicators, then, would be used by the schools in assessing themselves. Let me speak of the various areas we need to speak of when we're talking about quality and assessment. For most people, when we talk about assessment, we immediately think about student achievement, and the reaction is that we're already testing and we're already doing some things in terms of student achievement. That's true, but measuring quality of our system in ND means more than just measuring student achievement, it means looking at the curriculum, in terms of delivering; it means looking at our teachers, our faculty, in terms of issues like their preparation of professional development and salaries and the concerns about having an adequate teacher supply in years to come. It talks about environment, the environment of our education system: classroom size, teacher turnover, parental involvement, that's part of quality as well, that needs to be assessed. It talks about that important ingredient which is so much a part of our infrastructure today, and that is technology. Where are we at in terms of technology, as it pertains to every single school in ND. As important, if we're going to do the job that needs to be done in addressing policy change for education, we also need to be as concerned about school administration, and our school board situation, those people then that advance the policy at the local level. This work must continue if we're going to be doing the job that needs to be done in addressing policy changes for our future.

Rep. Solberg: Who determines the framework for this quality schools?

Goetz: To save time, I would suggest you wait for that discussion in a few minutes.

Rep. Solberg: What seems to be the problem with this standardized testing that's now in place?

Is there something wrong with that that is in place now?

Goetz: We do have testing that is taking place. Obviously that testing, those assessment tools will be brought to bear in terms of focusing in on that component, and one of those components is student achievement, but by far, when we talk of quality schools in ND to get ahead a handle on what we needs to address as it relates to quality schools is much more than student achievement. Those tests will be utilized as one component of many that need to be looked at.

Don Vangness: (Quality Schools Committee) \*attached handout\* If you turn to page 3, regardless of the format, whether we get commissioned or directly from the governor's office, the work has not changed, so if you look at the middle of the page when it talks about what the outcomes of committee would be, those outcomes still would remain. It provides a comprehensive assessment of the current condition of the K12 schools; the assessment process would be adapted and would also utilize current activities and the information that would be obtained during this process would be used for recommendations for future policy decisions. The assessment process, there are currently a set of 21 scales that have already been developed in regard with technical review, with outside reviewers and so forth. About the assessment process itself, it's based on a combination of current research, current best practices that are taking place in schools, and also some basic common sense applying those types of issues to ND. It does not rely simply on a high stakes test. We already have standardized testing in the state, what we are doing with this assessment is taking what we already have. It's a comprehensive assessment. In ND, it's CTBS. While we always do well on it in ND, and it has value, looking the status of k12

education, it needs to go way beyond that, and we've put together a framework of 6 categories of which student achievement is one that starts to look at some of those ideas. The assessment we're talking about does not add a lot of new requirements for schools as far as data collection. The intent is to use what's already being collected, DPI and various other agency already have considerable that's collected, so the notion with this framework is to take that existing data and fit it into that framework and use what's already there. This includes things that have been done through NCEA and the state's school improvements process as well. Obviously there would be a few things that might be additional, but they will not be extensive. The idea is to work with agencies to create a database. If you look on page 4, there are a series of scales on there, and these are some that have already been developed; as I said we have 21 scales that have already been developed, mainly in the student achievement area, and we started with student achievement, because that's where the focus was initially. The first scale is with CTBS, and what we are doing is using ND standards, because ND always scores above the national average. If you look at that scale, and this scale would be the format for every single scale developed, meets quality expectations in the middle, and that's where the largest amount of schools, statistically would fall in ND. The intent is not to create a rank order necessarily, but obviously schools would see where they were placed. This type of scale would be done by the researchers, so schools would not have to process data and find out where they stand. At the bottom of the page, you see a little more of a qualitative type scale that's more of a narrative, and that would be based more on subjective data. This would be the type of scale that the schools would respond to, they would place themselves in one of those categories, and obviously with further development, some of those general terms would be replaced with some actual benchmark.

Beyond these student achievement scales, there would be a series of capacity scales, and that's what Mr. Goetz was referring to as far as teacher compensation, availability of teachers, etc. would be looked at.

Rep. Thoreson: Based on the information that your trying to interpret, does that mean that all of the students in the 4th grade have to be on the same page, all of the people in the 3rd grade have to be on the same page, in other words, do we have a state wide curriculum so that you can make these assessments if you're going to be comparing schools in rank order across the state?

Vangness: No, right now, not all of the schools have the same curriculum, there's a wide fluctuation, and that's why with this process, you would not look at one single scale, the idea is to look across the board. In an issue like that, what it would do is identify if there's a school that's up there that's in that bottom category, for instance, the idea then would be, 'let's take a look at why you're at the botton', and that's where some of those capacities come in.

Rep. Thoreson: You're trying to establish state wide standards, though, aren't you?

Vangness: In this process, that's not one of the goals, it would come into play in one of the scales, but that is not the specific intent of this.

Max Laird:(President of the NDEA) A few years ago, the result of an amendment that was attached to SB2162 by a member of your committee, a great deal of conversation ensued as to how we would pursue the development of a clear understanding what a quality public school education is in ND. During the interim, immediately thereafter, this project as amended on 2162 was not authorized in the interim, but through a number of discussions with various of the interest groups and stakeholders in public school education, we continued to review and have conversations about this issue, 'how do we maintain and sustain quality for the future?' At that

time we came together as a group, and simply began talking about, 'what does it mean to be a quality public school?' We've known very clearly about the past of other states approaching high stakes testing, standards and assessment; we really wanted to accumulate the research around what it is that a quality school needs to be. ND has always been a place where we've had high quality schools. The reason declining enrollment, and a number of national trends, have left a number of us wondering if we truly do have quality that we can sustain into the future. To declare that we have quality schools without data is a difficult assumption to make. We have taken two years, feeling very good about collecting research, and determined that a quality in our environment involves a larger of data points that we need to track as a state. We must manage our declines and maintain our integrity as high qualities school system in ND. Under the leadership of the Lt. Governor Mirdal, we began to meet on an ad hoc basis, shortly after the last session. We eventually determined that there was a need for some consultancy help; we went about securing the funds for the project, as was described by Mr. Goetz. We were able to access funds from a number of private foundations, and in addition we contributed to our own organizations. It allowed us the time to develop a conversation around an assessment framework model, and we're now ready to move to completion and application. This proposal allows the state to develop a clear set of frameworks and assessment tools that will allow school districts to clearly know what they must do into the future to sustain and maintain quality. We're focusing our attention on two categories: student achievement and school capacity. We have identified those as crucial categories to quality schools, we have a plan, we've come some distance, it's now time, we hope, for the state to assist us in moving this project to the next generation.

Rep. Thoreson: What is school capacity refer to.

Laird: Capacity are things like the ability of a school district to offer a technology professional development, advanced course work, building maintenance, remodeling funds. Those are the kinds of capacity issues that we think lend to a quality school system on a local basis, and they do apply directly to student achievement..

Rep. Nelson: How does this process differ from what's going on through the department today, with the school improvement process, or some of the assessments that are made through the department? How would this mirror some of those, and how is it different in other areas?

Laird: We do have on board right now, school improvement processes, NCTA, we have a variety of issues that are of concern. We don't want to add on another layer of assessment. What we're trying to figure out here is a system that integrates everything that we presently do into a single quality assessment tool framework that we can then report back to everyone that, in fact, we really believe that what we're doing, here's where we have a need, here's where we define quality, and here's where we're going to go in the next generation. Today we have a number of systems in place that we're not always sure get reported back.

Rep. Brusegaard: They say a total of 21 scales have already been completed? How many scales are we going to be looking at when the process is complete?

Laird: We don't know, that's what the next step will entail. We're not sure what the school capacity will entail. There are approximately 21 scales, but we're not even at a point where we've determined... This is just a technical review, we haven't determined whether those are going to be used or not used.

Rep. Thoreson: What kind of a timeline does this project have?

Laird: I think that we're looking at about another year, maybe 18 months, then a period of application, so we'd be looking at, not the next school year, but probably application of the assessment tool the following school year.

Rep. Hunsaker: Administrators and teachers have a huge work load, how much more would this put on them to fit into the requirements of this paperwork? The fiscal note?

Laird: I, too, am a classroom, and I recognize the work load. I teach an alternative school in Grand Forks public school system, and I recognize the work load. I do believe that if this were managed correctly, it would actually reduce my work load, because I would have a clear picture of what those standards assessment and quality indicators are, and we will be working on those in my building as a unit, in directing us toward where we're going. Now, to the fiscal note, the original project was designed under the context of a different construct. We haven't even had a conversation about whether or not that's too much, too little; it was designed to have a staff, an administrator and a commission structure. This new proposal might or might not change the fiscal needs.

Rep. Mueller: In the bill, there's an expiration date, and I guess we've seen these expiration dates before, but what do you see happening? Will you find it time certain when this project is finished?

Laird: It seems to me that what we're attempting to do, through this phase of the project is to develop an assessment instrument. From there, if we have quality data, and we're able to report back to the legislator, which seemed to me that we would have the ability to then look at issues around systems change issues for the state of ND that we need to look at for the future. This is step one, there would be other steps. I can't even estimate at this point what they would all be,

because we really don't have data on some of these issues. Let me refer back to Rep. Solberg's question about standardized tests. We only give standardized tests, for example the NADP test, we only give those irregularly, and to not all grade levels, and they're always involved with cost and how much money and how many school districts buy into these. So we really don't have good clear systems data from all school districts.

Larry Klundt: (Educational Leaders of ND) We are in support of HB1157 as originally written and introduced, and we may need to have some further discussion on the changes that have made and recommended by the governor's office. When the representatives assembly of the NDC'EL voiced their support through their resolution, the quality schools initiative was based on the concept that there would be a commission and a staff and that would go forward. I don't know if that changes our position, however, we have not had the opportunity to discuss that with the membership, and see where they're at with that. But the fact still remains that we are support of determining the current conditions of the schools in ND. We think we need to find out exactly where the quality levels happen to be, based on some agreed upon standards or indicators that we are attempting to develop and work on. We think NCEA as a state school improvement process has to be folded into it, and that we do one assessment, one process, we just don't think that we need to have another set of assessments or another report card that simply is going to be collecting data and having on our shelf. We think it's important that school districts do, in fact, have the opportunity to explain why they may fall into a particular category, whether it's really good, or not so good. There may be a realistic, viable reason, why they may happen to fall into a particular area on the scale. We think it's extremely important that this instrument develop qualitative information, not just quantitative information, so that there are, in fact, follow-up

studies later on about parental satisfaction and student satisfaction, and whether or not the classes at the school provided the educational as well as other kinds of opportunities for them to succeed in their future. We think, what really this should be about, is to do this assessment, find out where the schools are, what's their current condition, discover where they need help, provide them with funding and technical assistance to make sure that their kids receive the quality that we, as policy makers in the state, think should be there. This might set a standard about what quality is in ND, we're going to say as a result, this is what every school district has to have available in providing to their kids, then that cause an obligation from the state and local authorities to provide that, and that's going to make some tough decisions in the future.

Rep. Solberg: If there are guidelines in this new program, would they be mandatory or optional?

Klundi: My perception is that they would be mandatory.

Rep. Solberg: With some of our small schools struggling, would it be a challenge?

Klundi: It would be a financial challenge to those schools, that's why I said that if, in fact, this is what we're doing, we must be prepared to provide the funding and technical assistance to help those schools meet those standard.

Mike Hellman: (NDUS) Under state laws, the four major education policy boards in the state are required to meet every year. Those four boards are the ESPB, the State Board of Higher Education, the State Board of Public School Education and the State Board for Vocational and Technical Education. This year, at the joint board meeting, we discussed two topics. One of the two topics was the quality schools issue. There was a presentation made by Lt. Governor Mirdal and members of the Quality Schools Committee making some recommendations on how that group should proceed. As a result of that discussion, you have before you a resolution of the four

boards endorsing the direction of the Quality School Committee. I think it's refreshing to have state policy focus on quality, as opposed to just the numbers for a change.

Sen. Rich Wardner: (District 37) We need to take a look at where we're at in k through 12 education in the state of ND, we need to take a look at where we want to go, and I think that this gets us started. Coming out of education, I have the same concerns that Rep. Hunsakor mentioned about added loads, but I believe that for the first time, it's coming out of the top office in the state of ND, and I'm encouraged that this will continue. When you teach, you go in and you do your job, and you kind of seclude yourself and the rest of the world, and we need to have this external stimulus there to get people to talk and work together in education. I'm encouraged in the fact that we're not going to add another way of studying, we're going to use existing channels, such as the North Central Accreditation Studies. I also believe it's going to do us, as legislators a benefit. We will know what is needed out there. When you talk about the small schools, I believe that when we get done with this, we will find out, 'what are the needs?'

Tony Weiler: (on the behalf of the State Association of NonPublic Schools) \*Please refer to attached testimony\*

Janet Welk: (Executive Director of ESPB) \*please refer to attached testimony\*

Rep. Bellew: Would the passage of this bill also assess teachers?

Welk: It would make everyone aware that everything we're already doing in ND needs to be maintain. We presently require a major or a minor to be in the classroom. We already require licensed teachers.

Bev Nielson (School Boards Association) At our convention, the resolution was very clear that the concept of the Quality Schools Commission was passed with the understanding that a

representative from school boards would sit on the commission, and that the commission would be the one that would be putting forward the report, so with the advent of the possibility of this group being an advisory committee, and the governor's office making the decision and the governor making the report, that's something that would have to be run back by my association, and one of the reasons that this concept that this concept really came to the top, where school boards in small communities, particularly, are concerned and perhaps larger schools for other reasons, there has come the perception and the fear and the mistrust whether it's deserved or not, that there is a move of foot to close schools based strictly on size and/or location. We talked often about how efficiency doesn't often times mean quality, and for vision of quality services isn't necessarily the most efficient thing to do. What we talked about was this concept of having all the groups, including work force development, and business interest and technology and everybody, not just the three that you normally think of, that their interest would be represented here to make sure that there's a balance struck, and that the framework and the quality indicators are fair to everybody, and that the school boards in those communities are represented on that commission. An advisory committee does not guarantee that. It should be the report of the commission, and it should strike the balance in between, and it might build trust where school folks are concerned.

Chairman Kelsch: We will close the hearing on HB1157.

2001 HOUSE STANDING COMMITTEE MINUTES

BILL/RESOLUTION NO. HB1157 A

House Education Committee

☐ Conference Committee

Hearing Date 02/07/01

Tape Number	Side A	Side B	Meter #
#2		X	1468 to 1970
Committee Clerk Signature <i>Lisa Gilbert</i>			

Minutes:

Chairman R. Kelsch, Vice-Chair T. Brusegaard, Rep. Bellew, Rep. Grumbo, Rep. Haas, Rep. Hanson, Rep. Hawken, Rep. Hunsakor, Rep. Johnson, Rep. Meier, Rep. Mueller, Rep. Nelson, Rep. Nottestad, Rep. Solberg, Rep. Thoreson

Chairman Kelsch: We will now take up HB1157.

Rep. Brusegaard: I move the amendments.

Rep. Mueller: Second.

Chairman Kelsch: What are the wishes of the committee?

Rep. Brusegaard: I move to further amend this bill.

Rep. Hawken: Second.

Chairman Kelsch: What are the wishes of the committee?

Rep. Bellew: I move a DO PASS AS AMENDED.

Rep. Thoreson: Second.

Page 2

House Education Committee

Bill/Resolution Number HB1157 A

Hearing Date 02/07/01

Chairman Kelsch: Committee discussion.

The motion of DO PASS AS AMENDED passes with 15 YAY 0 NAY 0 ABSENT.

Floor Assignment: Rep. Hawken

**FISCAL NOTE**  
Requested by Legislative Council  
02/15/2001

**REVISION**

Bill/Resolution No.:

Amendment to: HB 1157

**1A. State fiscal effect:** *Identify the state fiscal effect and the fiscal effect on agency appropriations compared to funding levels and appropriations anticipated under current law.*

	1999-2001 Biennium		2001-2003 Biennium		2003-2005 Biennium	
	General Fund	Other Funds	General Fund	Other Funds	General Fund	Other Funds
Revenues						
Expenditures			\$150,000			
Appropriations						

**1B. County, city, and school district fiscal effect:** *Identify the fiscal effect on the appropriate political subdivision.*

1999-2001 Biennium			2001-2003 Biennium			2003-2005 Biennium		
Counties	Cities	School Districts	Counties	Cities	School Districts	Counties	Cities	School Districts

**2. Narrative:** *Identify the aspects of the measure which cause fiscal impact and include any comments relevant to your analysis.*

**3. State fiscal effect detail:** *For information shown under state fiscal effect in 1A, please:*

**A. Revenues:** *Explain the revenue amounts. Provide detail, when appropriate, for each revenue type and fund affected and any amounts included in the executive budget.*

**B. Expenditures:** *Explain the expenditure amounts. Provide detail, when appropriate, for each agency, line item, and fund affected and the number of FTE positions affected.*

Governor's Office:

Governor's School Initiative (Special Line) \$150,000

**C. Appropriations:** *Explain the appropriation amounts. Provide detail, when appropriate, of the effect on the biennial appropriation for each agency and fund affected and any amounts included in the executive budget. Indicate the relationship between the amounts shown for expenditures and appropriations.*

Funding for the \$150,000 indicated in this fiscal note is included in the Governor's Office

Name:	Pam Sharp	Agency:	OMB
Phone Number:	328-4606	Date Prepared:	02/15/2001

**FISCAL NOTE**  
Requested by Legislative Council  
02/12/2001

Bill/Resolution No.:

Amendment to: HB 1157

**1A. State fiscal effect:** *Identify the state fiscal effect and the fiscal effect on agency appropriations compared to funding levels and appropriations anticipated under current law.*

	1999-2001 Biennium		2001-2003 Biennium		2003-2005 Biennium	
	General Fund	Other Funds	General Fund	Other Funds	General Fund	Other Funds
Revenues						
Expenditures						
Appropriations						

**1B. County, city, and school district fiscal effect:** *Identify the fiscal effect on the appropriate political subdivision.*

1999-2001 Biennium			2001-2003 Biennium			2003-2005 Biennium		
Counties	Cities	School Districts	Counties	Cities	School Districts	Counties	Cities	School Districts

**2. Narrative:** *Identify the aspects of the measure which cause fiscal impact and include any comments relevant to your analysis.*

HB 1157, as amended, has no fiscal impact.

**3. State fiscal effect detail:** *For information shown under state fiscal effect in 1A, please:*

**A. Revenues:** *Explain the revenue amounts. Provide detail, when appropriate, for each revenue type and fund affected and any amounts included in the executive budget.*

**B. Expenditures:** *Explain the expenditure amounts. Provide detail, when appropriate, for each agency, line item, and fund affected and the number of FTE positions affected.*

**C. Appropriations:** *Explain the appropriation amounts. Provide detail, when appropriate, of the effect on the biennial appropriation for each agency and fund affected and any amounts included in the executive budget. Indicate the relationship between the amounts shown for expenditures and appropriations.*

Name:	Pam Sharp	Agency:	OMB
Phone Number:	328-4606	Date Prepared:	02/13/2001

## FISCAL NOTE

Requested by Legislative Council

01/11/2001

### REVISION

Bill/Resolution No.: HB 1157

Amendment to:

**1A. State fiscal effect:** *Identify the state fiscal effect and the fiscal effect on agency appropriations compared to funding levels and appropriations anticipated under current law.*

	1999-2001 Biennium		2001-2003 Biennium		2003-2005 Biennium	
	General Fund	Other Funds	General Fund	Other Funds	General Fund	Other Funds
Revenues						
Expenditures			\$575,192	\$575,192		
Appropriations			\$575,192	\$575,192		

**1B. County, city, and school district fiscal effect:** *Identify the fiscal effect on the appropriate political subdivision.*

1999-2001 Biennium			2001-2003 Biennium			2003-2005 Biennium		
Counties	Cities	School Districts	Counties	Cities	School Districts	Counties	Cities	School Districts

**2. Narrative:** *Identify the aspects of the measure which cause fiscal impact and include any comments relevant to your analysis.*

**3. State fiscal effect detail:** *For information shown under state fiscal effect in 1A, please:*

**A. Revenues:** *Explain the revenue amounts. Provide detail, when appropriate, for each revenue type and fund affected and any amounts included in the executive budget.*

**B. Expenditures:** *Explain the expenditure amounts. Provide detail, when appropriate, for each agency, line item, and fund affected and the number of FTE positions affected.*

Department of Public Instruction

Salaries and Wages \$218,042

Operating 336,650

Equipment 20,500

## Includes 2 FTEs

- C. **Appropriations:** *Explain the appropriation amounts. Provide detail, when appropriate, of the effect on the biennial appropriation for each agency and fund affected and any amounts included in the executive budget. Indicate the relationship between the amounts shown for expenditures and appropriations.*

General fund dollars of \$575,192 were included in the executive budget for the Department of Public Instruction. The full amount is to be granted to the Governor's Office for the Quality Schools Commission.

<b>Name:</b>	Pam Sharp	<b>Agency:</b>	OMB
<b>Phone Number:</b>	328-4606	<b>Date Prepared:</b>	01/11/2001

**FISCAL NOTE**  
 Requested by Legislative Council  
 12/28/2000

**REVISION**

Bill/Resolution No.: HB 1157

Amendment to:

**1A. State fiscal effect:** *Identify the state fiscal effect and the fiscal effect on agency appropriations compared to funding levels and appropriations anticipated under current law.*

	1999-2001 Biennium		2001-2003 Biennium		2003-2005 Biennium	
	General Fund	Other Funds	General Fund	Other Funds	General Fund	Other Funds
Revenues						
Expenditures			\$575,192			
Appropriations			\$575,192			

**1B. County, city, and school district fiscal effect:** *Identify the fiscal effect on the appropriate political subdivision.*

1999-2001 Biennium			2001-2003 Biennium			2003-2005 Biennium		
Counties	Cities	School Districts	Counties	Cities	School Districts	Counties	Cities	School Districts

**2. Narrative:** *Identify the aspects of the measure which cause fiscal impact and include any comments relevant to your analysis.*

**3. State fiscal effect detail:** *For information shown under state fiscal effect in 1A, please:*

**A. Revenues:** *Explain the revenue amounts. Provide detail, when appropriate, for each revenue type and fund affected and any amounts included in the executive budget.*

**B. Expenditures:** *Explain the expenditure amounts. Provide detail, when appropriate, for each agency, line item, and fund affected and the number of FTE positions affected.*

Department of Public Instruction

Salaries and Wages \$218,042

Operating 336,650

Equipment 20,500

Includes 2 FTEs

**C. Appropriations:** *Explain the appropriation amounts. Provide detail, when appropriate, of the effect on the biennial appropriation for each agency and fund affected and any amounts included in the executive budget. Indicate the relationship between the amounts shown for expenditures and appropriations.*

Funding of \$575,192 was included in the executive budget for the Department of Public Instruction.

<b>Name:</b>	Pam Sharp	<b>Agency:</b>	OMB
<b>Phone Number:</b>	328-4606	<b>Date Prepared:</b>	12/27/2000

## FISCAL NOTE

Requested by Legislative Council

12/26/2000

Bill/Resolution No.: HB 1157

Amendment to:

**1A. State fiscal effect:** *Identify the state fiscal effect and the fiscal effect on agency appropriations compared to funding levels and appropriations anticipated under current law.*

	1999-2001 Biennium		2001-2003 Biennium		2003-2005 Biennium	
	General Fund	Other Funds	General Fund	Other Funds	General Fund	Other Funds
Revenues						
Expenditures			\$575,192			
Appropriations			\$575,192			

**1B. County, city, and school district fiscal effect:** *Identify the fiscal effect on the appropriate political subdivision.*

1999-2001 Biennium			2001-2003 Biennium			2003-2005 Biennium		
Counties	Cities	School Districts	Counties	Cities	School Districts	Counties	Cities	School Districts

**2. Narrative:** *Identify the aspects of the measure which cause fiscal impact and include any comments relevant to your analysis.*

**3. State fiscal effect detail:** *For information shown under state fiscal effect in 1A, please:*

**A. Revenues:** *Explain the revenue amounts. Provide detail, when appropriate, for each revenue type and fund affected and any amounts included in the executive budget.*

**B. Expenditures:** *Explain the expenditure amounts. Provide detail, when appropriate, for each agency, line item, and fund affected and the number of FTE positions affected.*

**C. Appropriations:** *Explain the appropriation amounts. Provide detail, when appropriate, of the effect on the biennial appropriation for each agency and fund affected and any amounts included in the executive budget. Indicate the relationship between the amounts shown for expenditures and appropriations.*

Name:	Pam Sharp	Agency:	OMB
Phone Number:	328-4606	Date Prepared:	12/27/2000

Date: 2/7/01  
Roll Call Vote #: 1

2001 HOUSE STANDING COMMITTEE ROLL CALL VOTES  
BILL/RESOLUTION NO. HB1137

House House Education Committee

☐ Subcommittee on \_\_\_\_\_  
or  
☐ Conference Committee

Legislative Council Amendment Number 18183.0101

Action Taken Do Pass As Amended

Motion Made By Rep. Bellew Seconded By Rep. Thoreson

Representatives	Yes	No	Representatives	Yes	No
Chairman-RaeAnn G. Kelsch	✓		Rep. Howard Grumbo	✓	
V. Chairman-Thomas T. Brusegaard	✓		Rep. Lyle Hanson	✓	
Rep. Larry Bellew	✓		Rep. Bob Hunsakor	✓	
Rep. C.B. Haas	✓		Rep. Phillip Mueller	✓	
Rep. Kathy Hawken	✓		Rep. Dorvan Solberg	✓	
Rep. Dennis E. Johnson	✓				
Rep. Lisa Meler	✓				
Rep. Jon O. Nelson	✓				
Rep. Darrell D. Nottestad	✓				
Rep. Laurel Thoreson	✓				

Total (Yes) 15 Click here to type Yes Vote No 0 Click here to type No Vote

Absent \_\_\_\_\_

Floor Assignment Click here to type Floor Assignment Rep. Hawken

If the vote is on an amendment, briefly indicate intent:

2465

**REPORT OF STANDING COMMITTEE**

**HB 1157: Education Committee (Rep. R. Kelsch, Chairman) recommends AMENDMENTS AS FOLLOWS** and when so amended, recommends **DO PASS** (15 YEAS, 0 NAYS, 0 ABSENT AND NOT VOTING). HB 1157 was placed on the Sixth order on the calendar.

Page 1, line 1, replace "commisslon" with "Initiative"

Page 1, line 3, after "duties," insert "and", remove ", and staffing", and replace "commisslon; to provide art" with "quality schools Initiative; and"

Page 1, line 4, remove "appropriation;" and remove"; and to declare an emergency"

Page 1, line 6, replace "commisslon" with " Initiative - Advisory board" and remove "- Purpose"

Page 1, line 7, replace "commisslon" with "Initiative advisory board"

Page 1, remove lines 14 and 15

Page 1, line 16, replace "g" with "f"

Page 1, line 18, replace "h" with "g"

Page 1, remove lines 20 through 24

Page 2, remove lines 1 through 3

Page 2, replace line 5 with "advisory board. The governor, in consultation with an advisory board of educational leaders, shall establish a quality schools Initiative."

Page 2, remove line 6

Page 2, line 7, replace "commisslon" with "Initiative"

Page 2, line 12, replace "commisslon" with "Initiative"

Page 2, line 13, replace "commisslon" with "Initiative"

Page 2, line 16, replace "quality schools commisslon" with "governor"

Page 2, line 19, remove "at a public forum"

Page 2, line 20, remove "commisslon with" and remove the second "the"

Page 2, line 21, replace "commisslon" with "quality schools Initiative"

Page 2, line 24, after the period insert "To implement the goals of the quality schools Initiative, the governor may contract with outside consultants and facilitators to carry out the assessment and improvement process."

Page 2, line 25, replace "commisslon" with "quality schools Initiative"

Page 2, line 27, replace "commisslon" with "Initiative"

Page 2, line 29, replace "commisslon" with "quality schools Initiative"

**REPORT OF STANDING COMMITTEE (410)**  
**February 9, 2001 8:37 a.m.**

**Module No: HR-24-2820**  
**Carrier: Hawken**  
**Insert LC: 18183.0101 Title: .0200**

Page 3, line 1, replace "commission" with "quality schools Initiative"

Page 3, remove lines 3 through 18

Page 3, remove line 21

Renumber accordingly

2001 SENATE EDUCATION

HB 1157

2001 SENATE STANDING COMMITTEE MINUTES

BILL/RESOLUTION NO. HB 1157

Senate Education Committee

☐ Conference Committee

Hearing Date 2-20-01

Tape Number	Side A	Side B	Meter #
1	x		0 - end
1		x	0 - 1.5
1 (2-21-01)	x		18.0 - 37.0
2 (3-7-01)	x		35.6 - end
2 (3-7-01)		x	0 - 1.3
Committee Clerk Signature <i>Andrew Johnson</i>			

Minutes: CHAIRMAN FREBORG called the committee to order. Roll Call was taken with all (7) members present.

CHAIRMAN FREBORG called the hearing on HB 1157 which provides for a quality schools initiative for studying the provision of education in public schools for the purpose of maintaining and enhancing educational quality and to provide for the powers, duties, and funding of the quality schools initiative.

**Testimony in support of HB 1157:**

JACK DALRYMPLE, Lieutenant Governor stated this bill is referred to as the quality schools commission and has been amended to change the commission to an advisory board that will advise the governor directly on the subject of establishing quality instructions primarily through the establishment of standards and a program of continuing assessments of educational quality.

HB 1293 establishes some guidelines for testing of reading and mathematics. This bill does not include anything on the subject of overstrike or policy. The governor's office would favor HB 1157 in its present form because they feel they will need a group to guide them over the next four years through the maze of standards, establishment and testing. The Federal laws will require annual testing in math and reading for grades 3 - 8. This will be a condition for continued Title I funding. Each state is going to have to establish standards to do this testing and they will have three years to develop and implement these assessments. They will then have one year to correct their lack of progress, and if not corrected in the fourth year, the state will become eligible for a voucher-type funding in which the child will be able to take dollars and go to any school they choose or receive supplemental educational services, all paid for at government expense. North Dakota needs to establish state standards and a testing program. He feels that after three years North Dakota won't have any schools that aren't in compliance and therefore the Federal laws won't affect what we do in North Dakota very much. However, he hopes that we can gain some positive benefits ourselves from understanding our results better, what kind of progress is being made in North Dakota school districts. All of this leads to who is going to oversee this process and who is going to adopt the standards and assign the testing procedures. The governor's office feels that these seven (7) advisory board members, working directly with the governor's office, is the best way to do this. Section II addresses the need to work with schools who need to reconfigure themselves over the coming ten year period. This allows the governor to contract with facilitators to help implement the programs. There is \$150,000 in the governor's budget for this. Section III is primarily for the federal funds which will be available. He does not feel this will lead to school vouchers coming into ND. SENATOR CHRISTENSON asked if this will dovetail with all the work that has already been done through DPI on standards

and benchmarks throughout the state. There has been extensive work done especially in reading and math and in other areas also. Is this going to include that or be a separate initiative. LT.

GOVERNOR DALRYMPLE stated this is the end result of the work that has gone forth.

HB 1293 seems to be a good bill and has passed the House and the methods used to approach the testing seem to be agreeable. This legislation has been streamlined considerably. A much larger group was involved initially. At one time there was talk they might have some statutory authority of their own. From the standpoint of workability, this is much more practical. All the parties that have an interest in this are going to be able to have an input to this group. There are going to have to be decisions made on a regular basis, and they can't get bogged down.

SENATOR FLAKOLL asked if the "commissioner of higher education" is the Chancellor? Yes.

SENATOR FREBORG asked why the administrators were eliminated from the board. LT.

GOV. DALRYMPLE stated there appears to be some glitch. There was some expectation that administrators would be included in the group, and he can not explain why they are not.

MAX LAIRD, President NDEA, presented the "Overview of the Quality Schools Commission Legislation - House Bill No. 1157" (see attached). The intent of the Quality Schools Committee that came together was how to maintain quality education in North Dakota with declining enrollment, etc. The group was funded by securing outside grants from outside agencies that supplied consultants to work with the group for a two-year period. The group identified a framework structure that they would like to work on into the future, and they identified how they would like to move forward. The question then arose, How do we define "quality education"? The committee designed a series of items/categories that a school district will look at and allow themselves to self-score.

1. Student progress
2. Curriculum
3. Teachers

4. Environment      5. Resources/Operation      6. Staff Evaluation

These six categories will allow for a comprehensive study of ND education.

TONY WEILER, State Association of Nonpublic Schools, presented testimony in support of HB 1157 (see attached). He proposed an amendment to include SANS on the Advisory Board.

TOM DECKER, DPI, has worked on the project of Quality Schools Commission for two years.

This process has tremendous value in terms of providing a framework in which all the state groups can get together and carry on a discussion about best practice. He feels we need to be looking at the results that schools are producing. We still need to work on the whole concept, but this group is best suited to do this. This concept will be able to integrate with the school improvement process. Schools should ask, "What value are we adding to our student's lives?"

There needs to be a continuous evaluation with constant data analysis. We need more data on which to make decisions about improving the quality of our education of our students.

SENATOR CHRISTENSON asked if this process will give data that is wide-ranged and show if the quality is the same in small schools as it is in large schools. Could this program be designed so that we could have honest data that is wide-ranged enough that we would be comfortable with the results. MR. DECKER stated the discussion was that we have high quality students in our schools, but there is a question as to what value we are adding, how it works, and what produces it to the degree that we can identify those things and deal with them. This is the significant issue. He feels we need to pursue this effort in conjunction with discussions about organization.

BEV NIELSON, ND School Board Assn., would have preferred it would have remained as a commission which would have been a more diverse group. A more diverse group would have represented their interests better and the report would have been from the commission and not from a state agency or the executive branch of government. She feels the oversight on the part

of the administrators was just that. She feels the instructional leaders/managers of the schools definitely should be represented. Feels gathering of data is most critical.

**Testimony in opposition to HB 1157:**

LARRY KLUNDT, ND Council of Educational Leaders, stated they supported the Quality Schools Commission. They also support the process to obtain data to prove the quality of education in our schools and the decisions on what to do to improve it. He feels the change to an advisory board is not necessarily beneficial and they won't be able to determine if the results are positive or negative because there are no goals. They do not support closing schools. They feel that without staff and an appropriation, this piece of legislation will not do the job it is intended to do. If the bill passes, he feels the administrators will follow it and will do the work required.

SENATOR COOK asked if there are political turf battles involved in this and are they actually slowing or impairing the end result. MR. KLUNDT stated some turf protection exists, but the end result (reform) will happen. However, they need to have the educators involved in the process. SENATOR COOK stated that one of the things he likes about this bill is that it brings in outside experts and these people don't have personal turfs to protect. Should other special interest groups be eliminated from the bill. MR. KLUNDT said they could, but it would not be a good idea. The people on the boards should be knowledgeable in the subjects they are talking about. He feels this board should be diverse and include both educators and non-educators.

**Having no further testimony, CHAIRMAN FREBORG closed the hearing on HB 1157.**

**02-21-01, Tape 1, Side A, 18.0 - 37.0**

SENATOR FREBORG asked the committee how they feel about the idea in the bill. He stated he rarely accepts recommendations from new Boards or Committees. He does agree that good ideas come from them and they do offer much information. He further stated he thinks this is the

offshoot of Rosemarie Myrdal's quality school initiative plan as a condensed or smaller group. SENATOR O'CONNELL stated there is money tied to this bill in that the board can apply for funds from any funding source and they have to be deposited in the state treasury in a special fund designated as the quality schools fund. SENATOR CHRISTENSON said committees like this advisory board seem to be superficial. Sometimes they are not in touch or in the heart of the issue. SENATOR KELSH does not want the committee to be too critical of "think tanks". He is disappointed the commission was changed to an advisory committee with basically no authority. SENATOR COOK feels the legislature is accountable to its constituents and a committee and its members are not. He further discussed how the Cincinnati school system sets the standards by which they pay their teachers.

**Committee Adjourned.**

**3-7-01, Tape 2, Side A, 35.6 - end, Side B, 0 - 1.3**

**SENATOR COOK moved the amendment 18183.0202. Seconded by SENATOR FLAKOLL.** This changes the membership makeup of the Advisory board. SENATOR KELSH feels the Board will be a moot Board if we don't have Administrators, ESPB, School Board Assn., DPI, or NDEA represented. SENATOR COOK hopes the governor will appoint someone who does not have a predetermined agenda. That is the reason to not have them included. This should leave "turf" behind. **Roll Call Vote: 4 YES. 3 NO. 0 Absent. Amendment adopted.** **SENATOR O'CONNELL moved a DO NOT PASS as Amended. Seconded by SENATOR KELSH. Roll Call Vote: 4 YES. 3 NO. 0 Absent. Motion Carried.**

**Carrier: SENATOR O'CONNELL**

SENATOR CHRISTENSON asked what the \$150,000 is for in the bill. Testimony stated it was for obtaining outside help. She feels this bill just puts a band-aid on the problem. If the Board

Page 7

Senate Education Committee

Bill/Resolution Number HB 1157

Hearing Date 02-19-01

would be able to react, it would be a viable Board. However, they don't seem to have the authority for that.

March 5, 2001

PROPOSED AMENDMENTS TO ENGROSSED HOUSE BILL NO. 1157

Page 1, line 7, after the period insert "a."

Page 1, line 8, replace "a." with "(1)"

Page 1, line 9, replace "b." with "(2)"

Page 1, line 10, replace "c." with "(3)"

Page 1, line 11, replace "d." with "(4)" ~ *delete Commissioner & replace w/ Chancellor*

Page 1, replace lines 12 through 17 with:

- "(5) Four gubernatorial appointees, one of whom must hold a teaching license and one of whom must be a school board member *& one of whom represent nonpublic schools*
- (6) One member of the house of representatives, appointed by the legislative council.
- (7) One member of the senate, appointed by the legislative council.

b."

Renumber accordingly

Roll Call Vote #: /

2001 SENATE STANDING COMMITTEE ROLL CALL VOTES  
BILL/RESOLUTION NO. 1157

**Senate Education Committee**

Subcommittee on \_\_\_\_\_

or

☐ Conference Committee

**Legislative Council Amendment Number** \_\_\_\_\_

Action Taken adopt amendment by Sen. Cook

Motion Made By Sen. Cook Seconded By Sen. Flakoll

[illegible]

Total (Yes) 4 No 3

Absent 0

### Floor Assignment

**If the vote is on an amendment, briefly indicate intent:**

Date: 3/7/01  
Roll Call Vote #: 2

**2001 SENATE STANDING COMMITTEE ROLL CALL VOTES**  
**BILL/RESOLUTION NO. 1157**

**Senate Education Committee**

☐ Subcommittee on \_\_\_\_\_

or

**Conference Committee**

Legislative Council Amendment Number

Action Taken DNP as A

Motion Made By Sen. O'Connell Seconded By Sen. Kelch

[illegible]

Total (Yes) 4 No 3

Absent 0

Floor Assignment Sen. O'Connell

**If the vote is on an amendment, briefly indicate intent:**

**REPORT OF STANDING COMMITTEE**

**HB 1157, as engrossed: Education Committee (Sen. Freborg, Chairman) recommends AMENDMENTS AS FOLLOWS and when so amended, recommends DO NOT PASS (4 YEAS, 3 NAYS, 0 ABSENT AND NOT VOTING). Engrossed HB 1157 was placed on the Sixth order on the calendar.**

Page 1, line 7, after the period insert "a."

Page 1, line 8, replace "a." with "(1)"

Page 1, line 9, replace "b." with "(2)"

Page 1, line 10, replace "c." with "(3)"

Page 1, line 11, replace "d." with "(4)"

Page 1, replace lines 12 through 17 with:

- "(5) Four gubernatorial appointees, one of whom must hold a teaching license, one of whom must be a school board member, and one of whom must represent nonpublic schools.
- (6) One member of the house of representatives, appointed by the legislative council.
- (7) One member of the senate, appointed by the legislative council.

b."

Renumber accordingly

2001 TESTIMONY

HB 1157

Mike Hellman  
HB 1157

**STATE BOARD OF PUBLIC SCHOOL EDUCATION, STATE BOARD OF HIGHER  
EDUCATION, EDUCATION STANDARDS AND PRACTICES BOARD, STATE  
BOARD FOR VOCATIONAL AND TECHNICAL EDUCATION.**

**RESOLUTION NO. 1  
QUALITY SCHOOLS COMMITTEE**

A resolution urging the State Board for Public School Education, State Board of Higher Education, Education Standards and Practices Board, and State Board for Vocational and Technical Education to support the work and recommendations of the Quality Schools Committee

WHEREAS, the Quality Schools Committee strives to develop public commitment to achieve academic excellence in North Dakota; and

WHEREAS, the Quality Schools Committee strives to maintain and improve high quality schools and good teachers in North Dakota; and


WHEREAS, the Quality Schools Committee strives to ensure that every North Dakota high school graduate has the opportunity to develop information age competencies; and

WHEREAS, the Quality Schools Committee strives for efficient use of North Dakota public education resources.

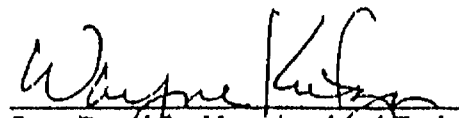
**NOW, THEREFORE, BE IT RESOLVED BY THE STATE BOARD OF PUBLIC  
SCHOOL EDUCATION, STATE BOARD OF HIGHER EDUCATION, EDUCATION  
STANDARDS AND PRACTICES BOARD, AND STATE BOARD FOR VOCATIONAL  
AND TECHNICAL EDUCATION CONCURRING THEREIN:**

That the work and recommendations of the Quality Schools Committee will be supported by the State Board of Public School Education, State Board of Higher Education, Education Standards and Practices Board, and State Board for Vocational and Technical Education.

  
Education Standards and Practices Board

  
State Board of Higher Education

  
State Board of Public School Education

  
State Board for Vocational and Technical Education

January 17, 2001

HOUSE EDUCATION COMMITTEE  
HB 1157

MADAM CHAIR KELSCH AND MEMBERS OF THE COMMITTEE:

My name is Tony Weller. I am appearing today on behalf of the State Association of Non-Public Schools (SANS). We support this bill, but ask that you amend the bill so that a representative of the non-public schools in North Dakota is also included on the Quality Schools Commission.

While the commission's goals are aimed at public schools, these goals, such as study the provision of education and assess school, are also issues which directly affect the state's many non-public schools. The inclusion of non-public schools on the commission would not only bring a broader perspective to the commission's study, but would also recognize the important role non-public schools play in North Dakota education. It would also allow the non-public schools to benefit from the commission's work and to take back to these schools the results of the commission's studies and recommendations. This would be beneficial to our students, teachers, and administrators.

Again, we are not asking to be included in the sections of the law that requires school districts to complete a quality school framework for the purposes of assessing the level of quality within the schools, nor are we asking to be included in any funding that would come from this legislation. All we ask is that nonpublic schools be given a position on the commission.

This is a very large, and all encompassing commission. Our proposed amendment simply allows the non-public schools an opportunity to be one of the members of the commission.

We respectfully request that you adopt our amendment listed below and then give the bill a do pass. If you have any questions, I will be happy to try to answer them.  
THANK YOU FOR YOUR TIME AND CONSIDERATION.

PROPOSED AMENDMENT TO HOUSE BILL NO. 1172

Page 2, after line 3, insert:

- o. The executive director of the state association of nonpublic schools, or the director's designee.

Renumber accordingly

# TESTIMONY OF JANET WELK

ON

HB 1157

M Chairman and member of the Education Committee, for the record, I am Janet Welk, Executive Director of the Education Standards and Practices Board and wish to testify in favor of HB 1157.

Attached to this testimony is the chapter relating to teachers within the report by the U.S. Department of Education, National Center for Education Statistics, "*Monitoring School Quality: An Indicators Report*," which was released in December 2000. All of the research indicates that school quality affects student learning through the training and talent of the teaching force, what goes on in the classrooms, and the overall culture and atmosphere of the school. I am going to speak only to the teacher quality.

As taken from the executive summary of the report, "research suggests that school quality is enhanced when teachers have high academic skills, teach in the field in which they are trained, have more than a few years of experience, and participate in high-quality induction and professional development program. Students learn more from teachers with strong academic skills and classroom teaching experience than they do from teacher with weak academic skills and less experience. Teachers are less effective in terms of student outcomes when they teach courses they were not trained to teach. Teachers are thought to be more effective when they have participated in quality professional development activities, but there is no statistical evidence to evaluate this relationship." We have also known this to be true, but research has been done over the past years to document these truths. The entire "*Quality Report*" can be found at <http://nces.ed.gov>.

Governor Hoeven in his speech before the combined House and Senate last week stated that education is the very basis of economic development in North Dakota and we have before us an opportunity to continue to improve that basis of economic development for all North Dakota citizens through our educational system with research from the federal government to guide our actions. North Dakota has had the foresight for many years to develop an educational system supporting economic development. As far back as 1911, every teacher had to have a valid teaching license. In 1959, we implemented the major/minor law requiring only the best for our students. Many states are struggling to accomplish this feat yet today. Today, in our institutions of higher education, any student applying for entrance into the teacher education program has to pass a basic skills test. The Education Standards and Practices Board at their December 2000 meeting voted to require this test score from the PPST/Praxis I basic skills test beginning in July, 2002 as part of the requirement for initial licensure. And, last but not least, our teachers today have many years of experience.

The Education Standards and Practices Board would like to help North Dakota residents and students to continue this quality in our schools by supporting HB 1157. Thank you for the opportunity today and I would be happy to answer any questions as this time.

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NATIONAL CENTER FOR EDUCATION STATISTICS

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Statistical Analysis Report

December 2000

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# MONITORING SCHOOL QUALITY: An Indicators Report



**RECEIVED**

JAN 11 2001

ESPB

U.S. Department of Education  
Office of Educational Research



Janet Welk  
Executive Director

EDUCATION STANDARDS  
AND PRACTICES BOARD

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## II. TEACHERS

In the summer of 1998 when about half the prospective Massachusetts teachers failed the state's new licensing exam, a discussion about the implications ensued in the national media (Sandham 1998; Sterling 1998). What was this test measuring? Why did so many teachers fail? Are the prospective teachers who failed unqualified to teach? What does this say about the profession as a whole? Who should be allowed to teach in the public schools?

Some researchers suggest that school quality might be inseparable from teacher quality, implying that education reformers in Massachusetts and other states may need to use tough licensing exams or other teacher-related reforms to make meaningful changes in the schools. According to Hanushek (1992), "The estimated difference in annual achievement growth between having a good and having a bad teacher can be more than one grade-level equivalent in test performance" (p. 107). Rivkin, Hanushek, and Kain recently concluded in one study that teacher quality is the most important determinant of school quality:

The issue of whether or not there is significant variation in the quality of schools has lingered, quite inappropriately, since the original Coleman Report. This analysis identifies large differences in the quality of schools in a way that rules out the possibility that they are driven by nonschool factors ... we conclude that the most significant [source of achievement variation] is ... teacher quality ... (Rivkin, Hanushek, and Kain 1998, p. 32)

And yet, even though these researchers found that teacher quality is important, their data sets did not contain enough information to allow them to explain what exactly makes one teacher more or less effective than another (Rivkin, Hanushek, and Kain 1998). Other studies, as will be discussed below, suggest that to ensure excellence, teachers should:

- Have high academic skills,
- Be required to teach in the field in which they received their training,
- Have more than a few years of experience (to be most effective), and
- Participate in high-quality induction and professional development programs.

### A. INDICATOR 1: THE ACADEMIC SKILLS OF TEACHERS

---

Many studies show that students learn more from teachers with strong academic skills than they do from teachers with weak academic skills (Ballou 1996; Ehrenberg and Brewer 1994; 1995; Ferguson 1991; Ferguson and Ladd 1996; Mosteller and Moynihan 1972). Because measures of teachers' academic skills are not routinely collected, the number of studies that look at this relationship is limited, and each uses a slightly different measurement method. The findings, however, are so consistent that there is broad agreement that teachers' academic skills are linked to student learning (Hanushek 1996; Hedges, Laine, and Greenwald 1994). This is not to say that academic skills perfectly predict how well a person will teach. Some educators argue that teacher quality has less

to do with how well teachers perform on standardized tests than with how they perform in the classroom (Darling-Hammond 1998). In fact, classroom observation is the traditional way of assessing teacher quality. Obviously, several other traits not measured on standardized tests (such as interpersonal skills, public speaking skills, and enthusiasm for working with children) influence whether someone will be an effective teacher, but to date the only way these traits are systematically assessed is through formal classroom observation. Because these data are hard to quantify, most studies that have examined the link between teacher skills and student learning limit their definition of teacher skills to academic skills. We now will look at the findings from three of the most recent studies in this area.

Ehrenberg and Brewer (1994) investigated whether the quality of a teacher's undergraduate institution is related to student learning. Controlling for student and teacher background characteristics such as race/ethnicity and socioeconomic status, they found that the higher the quality of the institution a teacher attended, as measured by admission selectivity, the more students learned over the course of two years.<sup>3</sup> To the extent that the quality of a teacher's undergraduate institution is correlated with the academic skills of the teacher, this finding suggests that the more able teachers have students with higher scores.

Ferguson (1998) and Ferguson and Ladd (1996) used a more direct measure of the academic skills of teachers—their scores on standardized tests. These studies used state-specific data sets and, after controlling for several community and teacher characteristics such as race/ethnicity, found that higher teacher test scores are positively correlated with higher student test scores. Ferguson used Texas district-level data (from about 900 school districts) to measure the relationship between the average basic literacy skills of the teachers in a district and student learning gains over two years on mathematics tests. Ferguson reported that a one standard deviation change in the literacy skills of teachers would be associated with a 0.16 standard deviation increase in high school students' learning and a 0.18 standard deviation increase in elementary school students' learning.<sup>4,5</sup>

<sup>3</sup>The data come from the High School and Beyond (HS&B) study's 1984 supplementary teacher and administrative survey. This survey contains information about the undergraduate institutions teachers attended. The authors then linked these institutions to an admissions selectivity scale presented in Barron's (1984) and ranked the teachers' undergraduate institutions on a six-point scale ranging from most selective to least selective.

<sup>4</sup>When reviewing the research literature, this report will include an estimate, whenever possible, of how much of a boost in student learning or achievement is associated with a change in a particular component of school quality. These "effect size" estimates are presented as a fraction of a standard deviation so that they can be compared across studies. For example, if two different studies both find an effect size of 0.25, then it can be concluded that the size, or magnitude, of the effect on student learning is similar across studies. In education (and the behavioral sciences as a whole), when studies find effects, they tend to be modest in size, in the range of 0.10 or 0.20 of a standard deviation (Lipsey and Wilson 1993). As useful as effect size estimates are, there are unfortunately numerous important studies pertaining to school quality that do not provide enough information to allow for effect size estimates to be constructed. The relevance of all studies used in this report will be made clear in the chapters that follow, whether effect size estimates are presented or not.

<sup>5</sup>How can the magnitude of an effect size in standard deviation units be interpreted? If student test scores are normally distributed across a population and the average student scores better than 50 percent of that population, an effect size of 0.10 would boost the average student's score to be better than 54 percent of the population. An effect size of 0.25 would boost it to be better than 60 percent of the population, and an effect size of 0.50 would boost it to be better than 69 percent of the population.

In Alabama, Ferguson and Ladd had test scores from the teachers of almost 30,000 fourth-grade students in 690 schools. The scores were from the ACT exams the teachers took when they applied for college. Over the course of one year, Ferguson and Ladd found that a one standard deviation difference in a school's distribution of teacher ACT scores was associated with a 0.10 of a standard deviation change in the distribution of that school's fourth-grade reading test scores.

What cumulative impact will raising the overall academic caliber of teachers have on student learning from grade 1 through grade 12? Unfortunately, this is currently unknown. Even though the effect sizes reported in these two studies are modest, they show impacts only over a one- and two-year period. Do students who are annually taught by higher-caliber teachers receive persistent advantages (beyond two years) compared with their counterparts in lower-caliber teachers' classrooms? Are these gains of the same magnitude year after year? If there are annual gains, the effect sizes presented above may greatly underestimate the benefit students would receive throughout their schooling from being taught by more academically able teachers.

Given that students learn more from teachers with strong academic skills than they do from teachers with weak academic skills, it would be useful to monitor the academic strength of the teaching force. How do the academic skills of teachers compare with other professionals? Is the academic talent of teachers distributed evenly among different types of schools?

Several studies show that over the past three decades, teachers with low academic skills have been entering the profession in much higher numbers than teachers with high academic skills (Ballou 1996; Gitomer, Latham, and Ziomek 1999; Henke, Chen, and Geis 2000; Henke, Geis, and Giambattista 1996; Murnane et al. 1991; Vance and Schlechty 1982).<sup>6</sup>

Murnane et al. (1991) found that entering teacher IQ scores declined from the 1960s through the 1980s. In 1967, graduates with IQ scores of 100 and 130 were equally likely to become teachers, but by 1980, the ratio was 4 to 1.<sup>7</sup> In other words, in 1967, for every four graduates with an IQ of 100 who entered the teaching profession, there were four graduates with an IQ of 130 who entered the profession. In 1980, for every four graduates with an IQ of 100 who entered the profession, there was only one graduate with an IQ of 130. Vance and Schlechty found that in the 1970s teaching attracted and retained a disproportionately high share of college graduates with low SAT scores and failed to attract and retain those with high SAT scores (Vance and Schlechty 1982).<sup>8</sup>

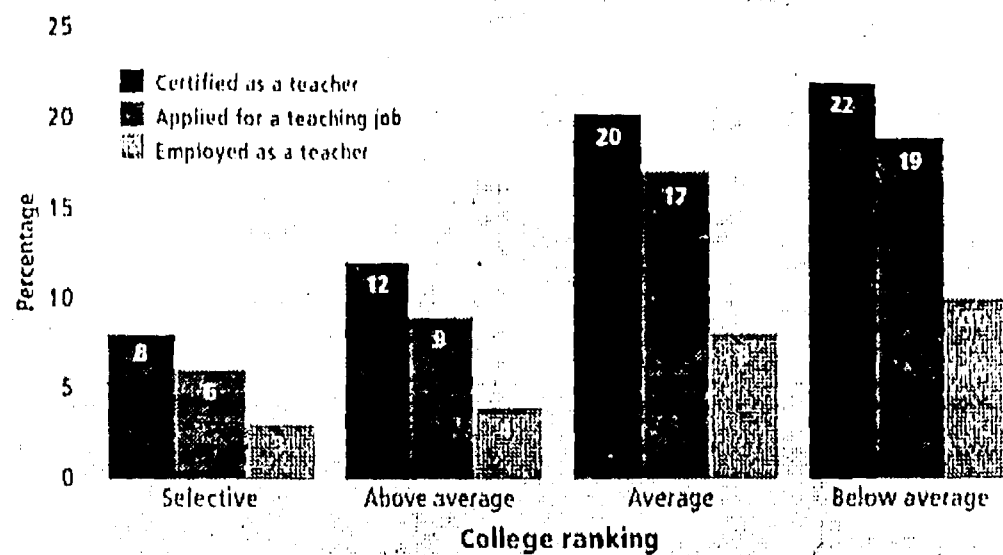
Evidence suggests that these trends have persisted into the 1990s. Ballou (1996) found that the higher the quality of the undergraduate institution attended, as measured by

<sup>6</sup>Two studies (Bruschi and Coley 1999; Rollefson and Smith 1997) using one data source, the National Adult Literacy Survey (NALS), found that in 1992, the teachers in the U.S. schools had literacy skills similar to those of professionals in several other occupations for which a bachelor's degree is a prerequisite. These professionals included physicians, engineers, postsecondary teachers, writers, and artists. The NALS data differ from the data used in these other studies in that they pertain to (Bruschi and Coley 1999; Rollefson and Smith 1997) literacy skills, as opposed to a more general set of academic skills, and to the skills of existing teachers, not the skills of new entrants.

<sup>7</sup>This study used the National Longitudinal Surveys of Labor Market Experience. These surveys contain nationally representative information on individual characteristics, education, employment, and teaching status.

<sup>8</sup>This study used the National Longitudinal Study of 1972 high school seniors.

**Figure 2.1—Percentage of teachers at various stages of new teacher recruitment, by college ranking: 1976–1991**



SOURCE: Dale Ballou, "Do Public Schools Hire the Best Applicants?," *The Quarterly Journal of Economics* (February 1996): 97–133; Survey of Recent College Graduates, pooled data from six administrations of the survey that occurred between 1976 and 1991.

the Barron's admissions selectivity scale, the less likely a student is to prepare to become a teacher and enter the teaching profession. Ballou used the Surveys of Recent College Graduates to sort students by the selectivity of their undergraduate institutions (the ratings range from selective to below average) and then examined the rate at which students at these different types of institutions took the courses necessary to become certified teachers, applied for a teaching job, and actually became teachers. Figure 2.1 shows that the less selective the college, the more likely that students at that college will prepare for and enter the teaching profession.<sup>9</sup> Ballou concluded, "Thus, certification, application, and employment levels all rise monotonically as college quality declines" (1996, p. 103).

Ballou's study was not the only study to use 1990s data to suggest that the teaching profession attracts those with lower academic skills. The Educational Testing Service (ETS) found that this was true for most of the prospective teachers taking the Praxis II exam between 1994 and 1997 (Gitomer, Latham, and Ziomek 1999). When comparing the average SAT scores for teacher candidates passing the Praxis II exam with the average SAT score for all college graduates, ETS concluded that elementary education candidates, the largest single group of prospective teachers, have much lower math and verbal scores. The pattern in other content areas for teacher candidates was less consistent. The average math SAT score for those passing the Praxis II exam and seeking licensure in physical education, special education, art and music, social studies, English, or foreign language was lower than the average math score for all college graduates. Those seeking to teach science and math, however, had higher average math

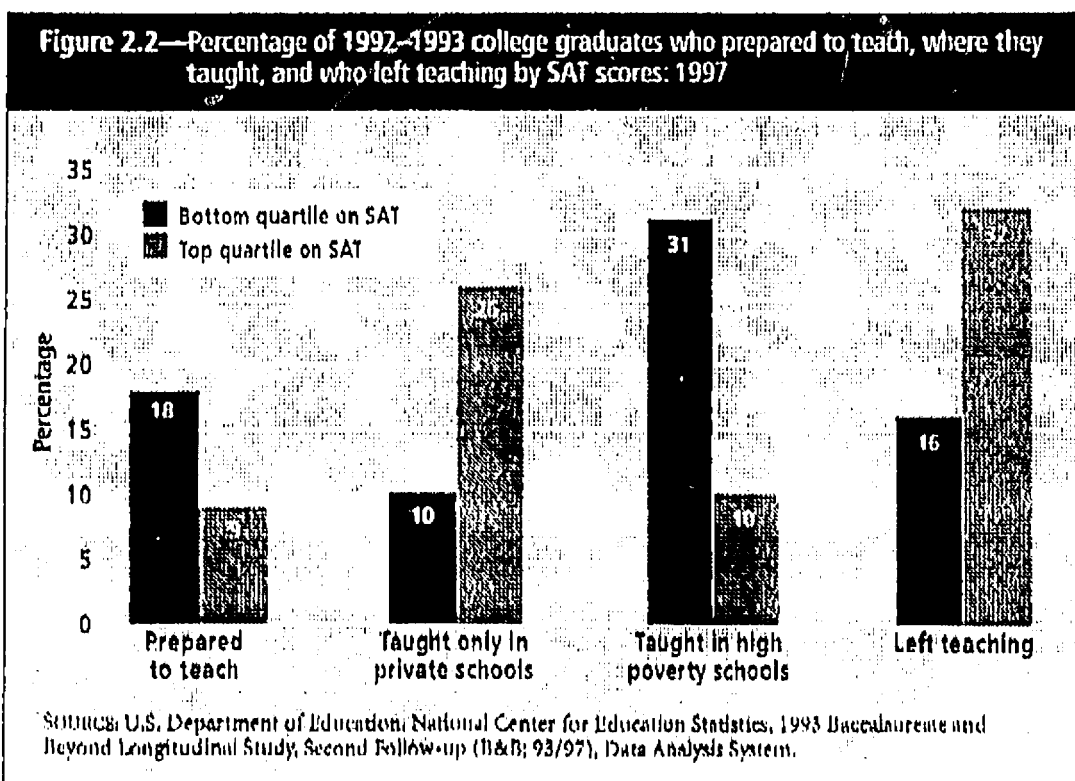
<sup>9</sup>This figure includes pooled data from the six administrations of the Surveys of Recent College Graduates that occurred between 1976 and 1991.

scores. The average verbal SAT scores were more encouraging. The scores of mathematics, social studies, foreign language, science, and English candidates who passed the Praxis II exam were as high or higher than the average verbal SAT score for all college graduates. Physical education, special education, and art and music teachers scored below the average.

A limitation of this analysis is that it provides data only on candidates, not actual teachers. As Ballou's data in Figure 2.1 show, there are large drop-offs in the pipeline. For example, while 20 percent of students from average colleges became certified to teach, 17 percent applied for teaching jobs, and 8 percent actually became employed as teachers. Given such large drop-offs in the pipeline, we cannot just assume that those who pass the Praxis examination have the same characteristics as those who actually end up teaching.

Recent studies, using data from the 1993 Baccalaureate and Beyond Longitudinal Study, provide a more comprehensive picture of the pipeline from preparation to employment (Henke, Chen, and Geis 2000; Henke, Geis, and Giambattista 1996). These studies found that the college entrance examination scores of the 1992-93 college graduates in the teaching pipeline (defined by NCES as students who had prepared to teach, who were teaching, or who were considering teaching) were lower than those students who were not in the pipeline. "At each step toward a long-term career in teaching, those who were more inclined to teach scored less well than those less inclined to teach" (1996, p. 21). For example, as shown in Figure 2.2, by 1997 the 1992-93 college graduates in this study with the highest college entrance examination scores were consistently less likely than their peers with lower scores to prepare to teach, and when they did teach, they were less likely to teach students from disadvantaged backgrounds:

- Graduates whose college entrance examination scores were in the top quartile were *half* as likely as those in the bottom quartile to prepare to teach (9 versus 18 percent).



- Teachers in the top quartile were more than *twice* as likely as teachers in the bottom quartile to teach in private schools (26 versus 10 percent).
- Teachers in the top quartile were at least *one-third* as likely as teachers in the bottom quartile to teach in high-poverty schools (10 versus 31 percent).
- Graduates in the top quartile who did teach were *twice* as likely as those in the bottom quartile to leave the profession within less than four years (32 versus 16 percent) (Henke, Chen, and Geis 2000).

These studies show a consistent trend and suggest that there is a need to monitor closely the supply and distribution of teacher academic skills. Unfortunately, the national data on teacher academic skills currently available are limited by their lack of specificity, timeliness, generalizability, and ability to link to student performance. The Survey of Recent College Graduates ascertains the academic quality of the undergraduate institution a person attended, but it does not reveal whether the person was in the top or bottom of the academic distribution at that institution. The National Adult Literacy Study and the Baccalaureate and Beyond Longitudinal Study provide information about how teachers' academic skills compare with those of other professionals, but neither study allows for a link to student performance. While some currently available data give a more direct measure of an individual teacher's academic ability and can be linked to student test scores (Ferguson 1998; Ferguson and Ladd 1996), the data are not collected routinely and are limited to a few states. Better nationally representative data are needed to gauge several aspects: how the academic caliber of teachers compares with that of other professionals; how the existing teaching talent is distributed throughout the country; and how teachers' academic skills have a cumulative impact on student academic performance.

## **B. INDICATOR 2: TEACHER ASSIGNMENT**

Many teachers are currently teaching courses they were not trained to teach, and this appears to affect student achievement adversely (Darling-Hammond 2000; Goldhaber and Brewer 1997; Monk and King 1994). Though several studies show mixed results concerning the relationship between teacher degree and student test scores, most of these studies simply assess whether a teacher has a master's degree (for a review of the results from these studies see Greenwald, Hedges, and Laine 1996; Hanushek 1989) and do not identify the subject in which the degree was received or the type of training a teacher received.

Goldhaber and Brewer (1997), Darling-Hammond (2000), and Monk and King (1994) found that subject matter preparation is related to student achievement even after controlling for relevant teacher and student background and contextual variables such as race/ethnicity and socioeconomic status. Goldhaber and Brewer (1997) confirmed this significant relationship in mathematics and science but found no effect in English and history.<sup>10</sup> Teachers with bachelor's and master's degrees in mathematics are associated with higher student mathematics test scores. Teachers with bachelor's degrees in science

<sup>10</sup>This study uses data from the National Education Longitudinal Study of 1988 to look at the relationship between teacher characteristics and student achievement scores of 10th grade students.

are associated with higher student science scores. The effect size in both instances is about 0.10 of a standard deviation.<sup>11</sup>

Monk and King (1994) looked at the relationship between the preparation of mathematics and science teachers and student learning. Using nationally representative data,<sup>12</sup> they measured preparation by counting the number of graduate and undergraduate courses teachers took in their field. Monk and King found that, in some instances, high school students' mathematics and science test scores are associated with the subject-matter preparation of their teachers. (They did not examine English or history test scores.) The results for mathematics, however, are stronger and larger when they include the cumulative mathematics preparation of all the mathematics teachers that students had in both their sophomore and junior years in high school. The students who scored below the median on a pretest appeared to reap the most benefits. Cumulative effects were not found in science.

Darling-Hammond (2000) conducted a state-level analysis examining the relationship between teacher preparation and 4th and 8th grade student achievement on the National Assessment of Educational Progress math and reading exams. After controlling for the percentage of students in poverty, the percentage who have limited English proficiency, average class size, and the percentage of teachers with master's degrees, she found that "the proportion of well-qualified teachers (those holding state certification and the equivalent of a major in the field taught) is by far the most important determinant of student achievement" (p. 27).

Given the apparent benefits students receive from being taught by well-qualified teachers, it is worth assessing the extent to which students are taught by teachers who are teaching without the proper qualifications. A frequently cited measure of whether a teacher is unqualified is one that determines whether a teacher is teaching out-of-field or teaching subjects that he or she was not trained to teach (Ingersoll 1999). Because this occurs mainly in the secondary and not the elementary grades (Bobbitt and McMillen 1994; Henke et al. 1997), this discussion focuses on the secondary level. There are two steps to defining out-of-field teaching: defining field of expertise and determining the number of courses taught by those without the proper qualifications or training. Some believe a secondary teacher's field is defined by the teacher's undergraduate or graduate major or minor. If she majored or minored in mathematics, her field is mathematics. Others argue that field should be defined as the subject in which the teacher is state certified, independent of her major or minor. Still others think that a teacher's field should be defined by the combination of major and minor and certification. A math teacher, for example, would have to have both majored in mathematics and been certified to teach in mathematics. Several reports present data pertaining to each of these definitions (Bobbitt and McMillen 1994; Henke et al. 1997; Ingersoll 1999), but there is some consensus that having an undergraduate or graduate major or minor is a minimal requirement (Ingersoll 1999), and that definition is used in the following discussion.

<sup>11</sup>The effect size estimates presented here differ slightly from those presented in the paper cited because the estimates in the paper were incorrect (personal communication with Goldhaber, March 1999). Both sets of estimates were calculated using the coefficients presented in Table 3 of the paper. However, the estimates in their paper were calculated using the coefficients in columns one and two for mathematics and three and four for science. Because columns one and three present misspecified models, the effect sizes should have been calculated using column two for mathematics and column four for science.

<sup>12</sup>The Longitudinal Study of American Youth.

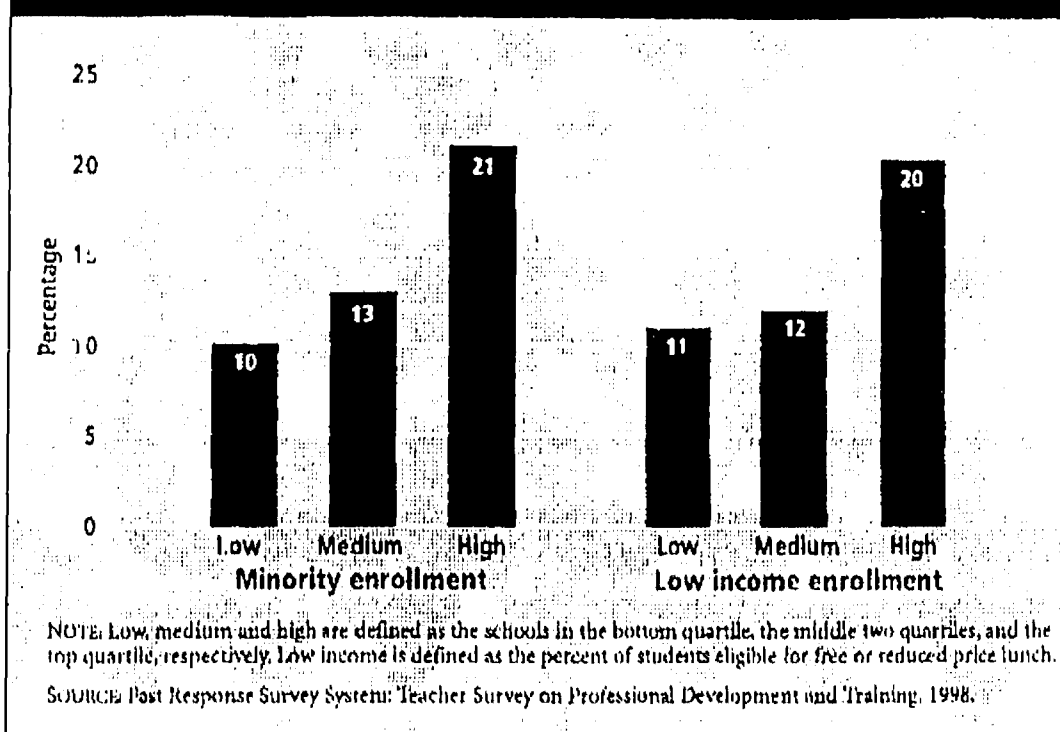
After defining in-field and out-of-field, researchers can estimate by field the extent of out-of-field teaching. There are three ways to measure and report out-of-field teaching. First, researchers have commonly reported these numbers at the *teacher level* (Bobbitt and McMillen 1994; Henke et al. 1997; Ingersoll 1999; Lewis et al. 1999). They report, for example, the percentage of teachers teaching mathematics who do not have the proper training ("the percent of teachers teaching math out-of-field"). However, because most teachers who teach out-of-field do not teach *all* of their courses out-of-field, this approach either underestimates or overestimates the problem. Researchers have used two imperfect teacher-level definitions of out-of-field teaching, neither of which can accurately account for the fact that teachers are often only partially out-of-field: the "any-mismatch" approach and the "main-assignment" approach (Bobbitt and McMillen 1994; Henke et al. 1997; Ingersoll 1999). The "any-mismatch" approach labels teachers as out-of-field if they are teaching *at least one* course that does not match their field (however field is defined). The "main-assignment" approach labels teachers as out-of-field only if *most* of the courses they teach do not match their field. For example, a teacher who is certified in social studies and teaches four of her five courses in social studies and one of her five courses in math would be considered teaching out-of-field in math when using the first approach ("any-mismatch") but not the second approach ("main-assignment"). Consequently, the "main-assignment" approach underestimates the magnitude of the "out-of-field" phenomenon (Bobbitt and McMillen 1994; Lewis et al. 1999) because it counts this teacher as teaching in-field even though she is teaching math out-of-field. Conversely, the "any-mismatch" approach overestimates the magnitude of the problem because it counts this teacher as an out-of-field math teacher even though she is teaching only one math course (not her entire course load) out-of-field. Precisely because teachers usually do not teach all of their courses out-of-field, it is not optimal to assess the *percentage of teachers* teaching out-of-field in a given subject.

The other two approaches come closer to assessing the true magnitude of the out-of-field phenomenon. It is more informative to assess what *percentage of courses* in given subjects are taught by out-of-field teachers and, because not all classes have the same numbers of students, the *percentage of students* in given subjects taught by out-of-field teachers. These two measures identify for policy makers the extent of the qualified teacher shortfall and will pinpoint the percentage of students affected by the problem.

The percentage-of-courses measure has not been used in prior analyses of national data. The percentage-of-student measure has been generated (Bobbitt and McMillen 1994; Ingersoll 1999), but unfortunately it has not been generated using the most recently available data (the 1993-94 Schools and Staffing Survey and the 1999 Teacher Quality Survey). The most recently available student-level analyses provides data from the 1990-91 school year (Bobbitt and McMillen 1994; Ingersoll 1999). This analysis shows that 14 percent of social studies students, 23 percent of English/language arts students, 18 percent of science students, and 30 percent of mathematics students in public secondary schools (grades 7 through 12) were taught by teachers who did not major or minor in these fields (Bobbitt and McMillen 1994).

Unlike some of the other indicators discussed in this report (such as indicators of pedagogy and school leadership discussed in subsequent chapters), measuring out-of-field teaching is relatively straightforward. Even though there are various ways to define "qualified," the types of survey questions needed to assess training and certification are known. And even though there are various ways to count how many courses are taught by unqualified teachers, there are meaningful measures that can be constructed. As new

**Figure 2.3—Percentage of teachers with three or fewer years of experience by level of minority and low income enrollment: 1998**



data become available from the 2000-01 Schools and Staffing Survey and the 2000 Teacher Quality Survey, student and course-level estimates will be the most meaningful and precise estimates of the extent of in-field and out-of-field teaching.

### C. INDICATOR 3: TEACHER EXPERIENCE

Studies suggest that students learn more from experienced teachers than they do from less experienced teachers. Murnane and Phillips (1981) reported that in a large city in the Midwest, after controlling for other student and teacher characteristics such as race/ethnicity and socioeconomic status, children taught by a teacher with five years of experience make three to four months' more progress in reading skills during a school year than do children taught by a first-year teacher. A more recent study conducted by Rivkin, Hanushek and Kain (1998) found that 4th, 5th, and 6th grade students in more experienced teachers' classrooms in Texas over the course of one year gained about 0.10 of a standard deviation in reading and math compared with their peers in classrooms where teachers had less than two years of experience. The benefits of experience, however, appear to level off after 5 years, and there are no noticeable differences, for example, in the effectiveness of a teacher with 5 years of experience versus a teacher with 10 years of experience (Darling-Hammond 2000). However, teachers with 5 or 10 years of experience are more effective than new teachers.

Though it is impossible to limit the teaching force only to experienced teachers, the effects of new teachers may be diffused and reduced if new teachers are evenly distributed among the schools, and proper assistance is given to new teachers.

As of 1998, teachers with three or fewer years of experience were not spread evenly among different types of schools. Figure 2.3 shows that the highest-poverty schools

and schools with the highest concentrations of minority students (those in the top quartile) have a higher proportion of inexperienced teachers than schools with lower levels of poverty and lower numbers of minority students (those in the three other quartiles). The highest-poverty schools and schools with the highest concentrations of minority students had nearly *double* the proportion of inexperienced teachers as schools with the lowest poverty (20 versus 11 percent) and lowest concentration of minority students (21 versus 10 percent). One likely cause for this overrepresentation of inexperienced teachers is that teacher attrition disproportionately affects high-poverty schools (Henke et al. 1997).

#### **D. INDICATOR 4: PROFESSIONAL DEVELOPMENT**

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The quality of the teaching force may depend on the opportunities for development presented to those already teaching because entering teachers make up a minority of the teaching corps. Even though experts would likely agree that professional development should enhance student learning, there is no concrete statistical evidence of an association. This lack of statistical evidence may be because the quality of the data pertaining to professional development needs to be improved to understand more about its relationship with student learning.

In the 1980s and 1990s, large numbers of teachers left the profession within the first few years of entering it. For example, between the 1993–94 and 1994–95 school years, the most recent years in which national attrition data exist, 17 percent of teachers with three or fewer years of experience left the profession. Nine percent left after teaching for less than one year. And, as noted above, a disproportionately high share left high-poverty schools.

Further studies using both state and national data have shown that the most academically able teachers are the most likely to leave the profession in the first few years (Henke, Chen, and Geis 2000; Heyns 1988; Murnane and Olsen 1990; Vance and Schlechty 1982). This compounds the problem identified above that the most academically talented may be the least likely to enter the profession in the first place (Ballou 1996; Haney, Madaus, and Kreitzer 1987; Henke, Chen, and Geis 2000; Heyns 1988; Murnane and Olsen 1990; Vance and Schlechty 1982). In addition, as discussed in the school chapter below, high teacher attrition may negatively affect a school's professional community and student learning.

In several administrations of the Schools and Staffing Survey (1988–89, 1991–92, 1994–95), teachers who reported “dissatisfaction with teaching as a career” as one of the three main reasons for leaving teaching were asked what specifically they were dissatisfied with. Among the top concerns cited in each survey were “inadequate support from administration,” “poor student motivation to learn,” and “student discipline problems” (Whitener et al. 1997).

To keep young teachers committed to the profession and to help them learn the trade, the National Commission on Teaching and America's Future (1996) recommends that schools institute induction programs. The commission suggests that these programs should be modeled on the residency programs used in medicine and should include the pairing of beginning teachers with skilled mentors. Formal induction programs appear to be on the rise. For example, teachers with three or fewer years of experience were more likely to have reported participating in an induction program in 1998–99 than in

1993-94 (65 versus 59 percent) (Lewis et al. 1999). Little is known about the form these programs take, whether they will help novice teachers teach better, or whether they will stem attrition.

Veteran teachers also have professional development needs. Several reports have asserted that teachers will perform better if they are given opportunities to sharpen their skills and keep abreast of advances in their field (Henke, Chen, and Geis 2000; National Commission on Teaching and America's Future 1996), though a comprehensive assessment of the availability of such learning opportunities and their impact on teachers and students has yet to be done (Mullens et al. 1996; Smylie 1996).

Nevertheless, several reform initiatives have noted that "professional development" (PD) should play a central role in improving the schools (National Commission on Teaching and America's Future 1996; National Education Goals Panel 1995; National Foundation for the Improvement of Education 1996). The National Education Goals Panel endorsed high-quality professional development in 1994 by setting the following goal: "the nation's teaching force will have access to programs for the continued improvement of their professional skills and the opportunity to acquire the knowledge and skills needed to instruct and prepare all American students for the next century" (National Education Goals Panel 1995, p. 93).

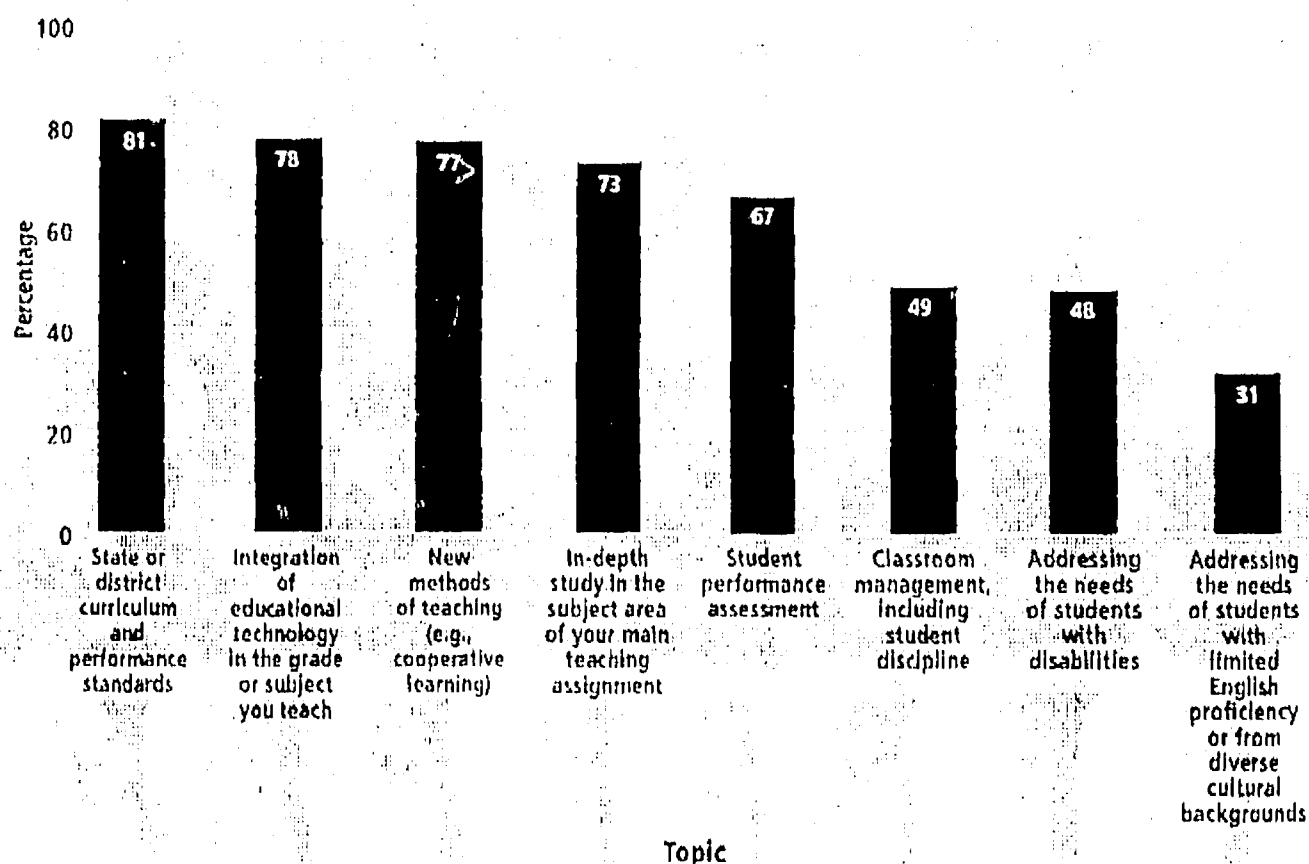
Part of the reason for this support is that a high percentage of the teaching force consists of teachers who received their initial training more than 20 years ago. In 1998, 64 percent of public school teachers had 10 or more years of experience, and 39 percent had 20 or more (Lewis et al. 1999). In other words, without formal PD initiatives, a substantial number of teachers might be uninformed about key advances that have occurred in the field of education since they received their initial training. PD advocates believe that the overall quality of the nation's teachers depends on teachers being given the opportunity to learn about new theories of teaching and learning, changes in the student population, and how to use new technologies (such as computers and the Internet) in their classrooms (Choy and Ross 1998; National Education Goals Panel 1995; National Foundation for the Improvement of Education 1996).

There is broad consensus about the elements that constitute an effective professional development program (CPRE Policy Brief 1995; National Commission on Teaching and America's Future 1996; National Foundation for the Improvement of Education 1996; U.S. Department of Education 1999a). The National Education Goals Panel cited several of these elements in its list of "principles of high quality professional development programs" (Goals 2000 1999, p. 2). Successful programs:

- Focus on individual, collegial, and organizational improvement,
- Promote continuous inquiry and improvement embedded in the daily life of schools,
- Are planned collaboratively by those who will participate in and facilitate that development,
- Require substantial time and other resources, and
- Are driven by a coherent long-term plan.

In addition to these five principles, research by Cohen and Hill (2000) suggests that professional development activities that are tightly linked to well-defined instructional goals result in improved teaching. To date, the degree to which PD activities across the

**Figure 2.4—Percentage of full time public school teachers who participated in professional development activities in the last 12 months that focused on various topics: 1998**



SOURCE: U.S. Department of Education, National Center for Education Statistics, *Teacher Quality: A Report on the Preparation and Qualifications of Public School Teachers*, Fast Response Survey System, 1999.

country embrace these principles is unknown. Current data tell us mostly about the prevalence of PD, but not much about its structure and quality.

What is known is that PD is ubiquitous in public schools. In 1998, 99 percent of the nation's public school teachers had participated within the previous 12 months in at least one of the eight PD activities listed in Figure 2.4. NCES concluded that these patterns indicated that teachers were engaged in professional development activities consistent with guidelines stipulated in recent education reforms (Lewis et al. 1999). However, as Figure 2.5 illustrates, the majority of teachers participated in these activities from one to eight hours, or for no more than one day. Thus, most teachers are not engaged in PD on particular topics for substantial amounts of time.

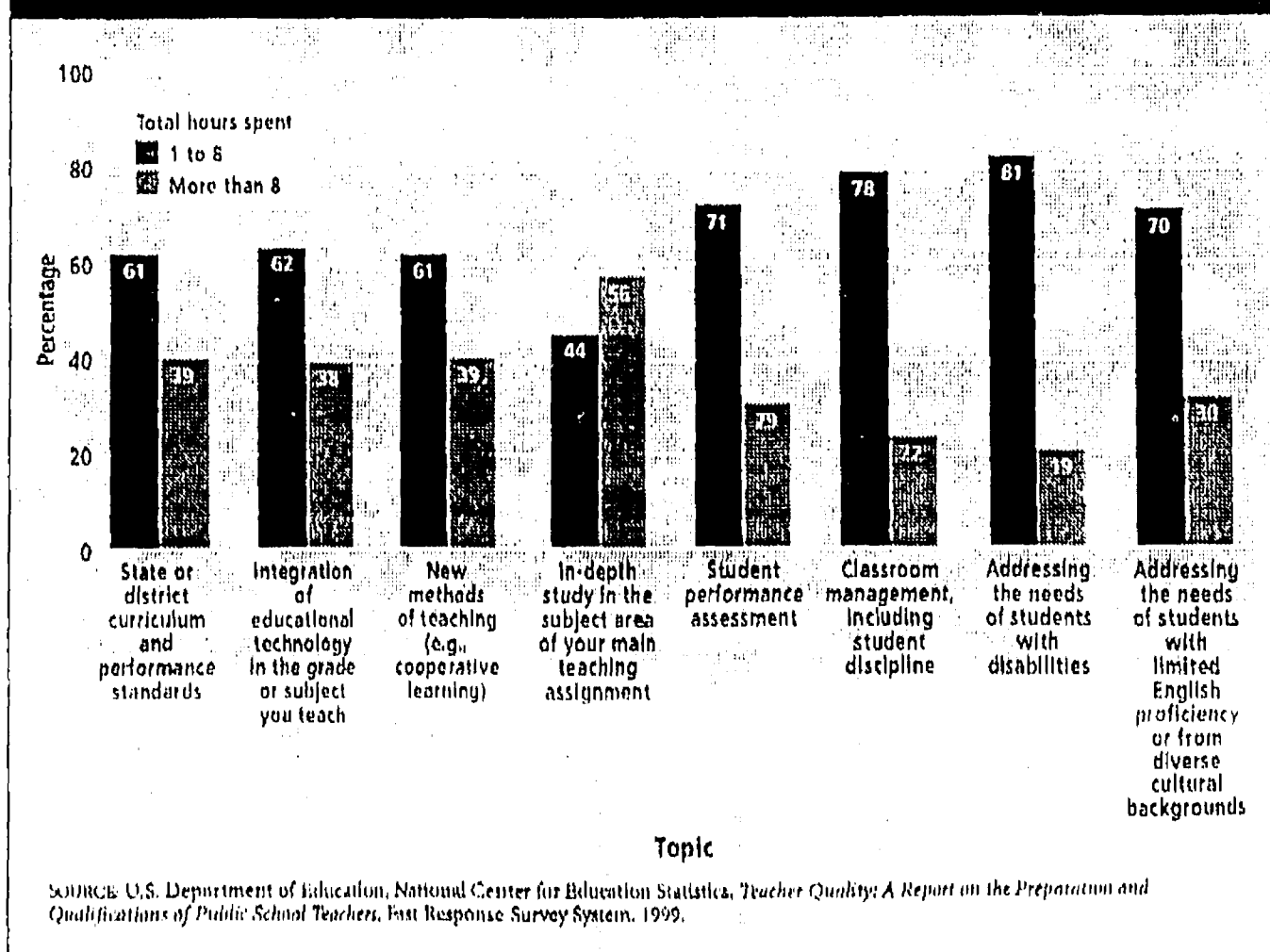
Beyond topic coverage and time spent within topic areas, national surveys reveal little about the caliber of PD activities. Additional data are needed to assess whether any of these teachers, even those who are participating in PD activities that last longer than eight hours, are engaged in activities that are part of a larger process of staff renewal and enhancement consistent with the broadly accepted principles listed above.

## E. SUMMARY

If, as Hanushek (1992) has suggested, teacher quality can translate into a difference in annual student achievement growth of more than one grade level, then teacher quality may be among the most important issues to consider when thinking about school quality. Numerous studies examine the relationship between teacher qualifications and student learning, but teacher qualifications are most commonly measured in these studies by looking at whether teachers are certified and whether they have master's degrees. These measures of teacher qualifications do not appear to be related to school quality, perhaps because they lack specificity. Current research using more precise measures suggests that teacher quality with respect to student outcomes might be improved if teachers' academic skills are improved, if more teachers teach in the field in which they received their training, and possibly if teachers participate in high-quality professional development activities related to content.

National data show that poor children receive less than their fair share of high-quality teachers. The academic skills of incoming teachers are relatively weak compared with the average college student; many teachers, especially math teachers, are teaching subjects they were not trained in; and many teachers do not experience sustained professional develop-

**Figure 2.5—Percentage of full-time public school teachers indicating the number of hours spent in professional development activities on various topics in the last 12 months: 1998**



ment experiences to help them grow and learn on the job. And quality among the current teaching corps is not evenly distributed throughout the nation. High-poverty schools and high-minority schools have a disproportionately high share of inexperienced teachers relative to low-poverty and low-minority schools; and high-poverty schools have a disproportionately high share of academically weak teachers relative to low-poverty schools.

**Overview of the Quality  
Schools Commission Legislation**

**House Bill No. 1157**

**Prepared by: Quality Schools Committee  
January 2001**

## **Quality Schools Commission Legislation**

North Dakota faces the same challenges as the rest of the country in dealing with the complexities of education issues related to accountability, student achievement and teacher compensation. A number of states have opted for accountability plans that emphasize the results of standardized tests. Many of these plans have encountered problems related to the reliability of the tests and political backlash from various constituencies.

In recent discussions of education issues in North Dakota, educational leaders have focused on a broader view of assessing our schools. The Quality Schools Committee, under the direction of former Lt. Governor Myrdal and comprised of representatives from the state's educational agencies and related professional organizations, has focused on the concept of quality and the development of an assessment process (called the Quality Schools Framework) that defines quality. The framework looks at results from a broad range of factors that contribute to students' education, rather than results of a single test.

To move this concept forward, the Quality Schools Committee has developed legislation calling for the creation of a two-year commission to complete the development of the assessment tool, implement the assessment process, analyze and report the results and make recommendations to state policy-makers and education constituencies. This document has been prepared by the Quality Schools Committee to provide an overview of the Quality Schools Commission and answer some questions legislators may have regarding the legislation.

### **What are the key elements of the Quality Schools Commission Legislation?**

The legislation calls for the creation of a commission to assess the quality of education in K-12 public schools. The intended outcome is to maintain and enhance educational quality throughout North Dakota. To accomplish this task, the legislation does the following:

- Creates a commission of education experts and constituent representatives.
- Directs the commission to implement and direct an assessment process based on a quality schools framework.
- Mandates that schools participate in the assessment.
- Directs the commission to report its results to the legislature and other appropriate entities.
- Directs schools to report their individual results to their communities in a public forum.
- Suggests that the commission use the results to make recommendations to the legislature and other appropriate entities for long-range planning to address school improvement needs.
- Includes an expiration date limiting the commission to two years.

### **Why is this legislation necessary?**

The quality of K-12 education in North Dakota is basically taken for granted by its citizens. A history of high standardized test scores, high graduation rates, and low drop-out rates provide a sense of security as we send our children out into the world. Trends related to demographics and economics are impacting schools and communities in ways that suggest past assumptions about how schools operate may not hold true in the future. As we adapt to these trends it is important that decisions are made based on data that is both relevant and current.

Currently, there is no organized, comprehensive long-range planning conducted for K-12 education. The commission described in the new legislation would be charged with conducting a one-time comprehensive study of North Dakota schools. While all North Dakota schools are required to conduct periodic self-assessments (either North Central Association or School Improvement), the types of data collected and how they are used do not provide for an overall view of all schools. The Quality Schools Commission legislation would create an entity that would have the resources, organization and authority to accomplish the task of providing current, useful data to feed a data-driven planning and decision-making process.

#### **What kind of support is there for the Quality Schools Commission concept?**

The Quality Schools Committee has been working for two years—this past year with an emphasis on identifying a unified strategy to prioritizing education issues related to K-12 education in North Dakota. During that time it has worked diligently to include a wide range of constituencies in its discussions, both professional educators and the general public. In April 2000 a group of 47 North Dakota educators, legislators, business people and community leaders participated in the Quality Schools Retreat. One of the recommendations from that retreat was the pursuit of the commission concept. The idea was to have a commission provide the information needed to make effective decisions regarding K-12 schools in North Dakota.

Since last spring, the committee has garnered support in the form of resolutions and letters of support from the Joint Boards of Education (NDUS, ESPB, DPI, SBVTE), the North Dakota School Boards Association and the North Dakota Council of Educational Leaders (see attachments). In addition, two national education organizations, the Education Commission for the States (ECS) and the Mid-continent Research for Education and Learning (McREL) have been involved in supporting the Quality Schools concept and providing technical assistance. Members of the Quality Schools Committee have also widely disseminated its work at meetings and conferences throughout the state and region, creating awareness and building support.

#### **Who will sit on the Quality Schools Commission?**

The legislation states that commission members will be representatives from the following agencies/organizations:

- Governor's Office
- Department of Public Instruction
- Office of Vocational and Technical Education
- North Dakota University System
- North Dakota Education Association
- North Dakota Council of Educational Leaders
- Education Standards and Practices Board
- North Dakota School Boards Association
- Workforce Development Council
- Indian Affairs Commission
- North Dakota Parent Teacher Association
- Information Technology Department

Additionally, the governor will appoint three members from the primary sector business community. The commission will be led by an executive director to be hired by the commission. Research consultants will be hired to do the bulk of the development on the Quality Schools Framework, data collection, analysis and drafting of reports.

Most of the entities listed above have been represented on the Quality Schools Committee for the last two years. Given the short timeframe the commission has for accomplishing its mission, it is important that the majority of commission members be knowledgeable about the issues to enable the work to proceed quickly.

#### **How will schools meet the demands of the assessment process?**

Much of the data required for the assessment tool are already collected and reported in some manner at the local or state level. Data that is already collected by state agencies will be loaded into the frameworks database by researchers working for the commission. Data collected locally will be submitted on-line via a website developed and formatted to be user-friendly. The researchers will be responsible for organizing the data. In some cases, the data will simply be responses to whether or not certain types of activities are taking place. Activities conducted by the commission will complement, not replace, the work currently done by DPI's school improvement process.

#### **What will be the outcome of the Quality Schools Commission?**

The outcome of the Quality Schools Commission will be three-fold:

- (1) A comprehensive assessment of the current condition of K-12 schools in the state.
- (2) An assessment process that can be utilized and/or adapted to fit school improvement needs.
- (3) Recommendations for policy-makers based on current data that can be used in decision-making for maintaining and enhancing the K-12 education system.

#### **How will the assessment process work?**

The assessment process involves the following steps:

- (1) Expand and complete the Quality Schools Framework (assessment tool).
- (2) Develop on-line database/website.
- (3) Train school personnel in use of on-line assessment.
- (4) Collect and analyze data.
- (5) Draft reports, hold meetings, etc., to disseminate results.

The first three steps would overlap and be completed within the first six months of the commission's work. The centerpiece of the assessment process is the Quality Schools Framework. It consists of a series of quality indicators that rate the quality of individual schools on each indicator. These indicators are based on research findings and best practices. Most of the indicators will have scales attached to them, but some might not require them. Examples of some of these indicators are shown below.

A total of 21 scales have already been completed and undergone a formal technical review process by research staff at McREL and assorted education professionals around the state and nation. It should be noted that the work is still in development and labels, categories and indicators may still be revised. The scales are being developed in a consistent format with five response categories, the middle one representing the expected level of quality.

Following are several sample scales in the student achievement area. A technical explanation is not provided here due to the brevity of this document. The two scales below address student achievement based on the CTBS and ACT tests.

	little or no quality demonstrated	Inconsistent quality	meets quality expectations	surpasses quality expectations	exceptionally high quality
<b>CTBS total score means—4<sup>th</sup> graders.</b>	Below 616.3	616.3-633.5 (within two standard deviations lower than the mean).	633.6-668.2 (within one standard deviation of mean). Mean of all public school districts= 650.9, sd=17.3	668.3-685.5 (within two standard deviations higher than the mean).	Above 685.5

	little or no quality demonstrated	Inconsistent quality	meets quality expectations	surpasses quality expectations	exceptionally high quality
<b>Mean ACT composite scores for all graduating students.</b>	Below 17.5	17.5-19.1 (within two standard deviations lower than the mean).	19.2-22.6 (within one standard deviation of the mean). Mean of all school public districts=20.9, sd=1.7	22.7-24.3 (within two standard deviations higher than the mean).	Higher than 24.3

The CTBS and ACT data are examples of quality indicators that would be loaded into the database by researchers since these scores are reported directly to state agencies. Because North Dakota test scores traditionally are higher than national averages, the framework is setting a higher standard by basing the "meets quality expectations" category on the average of North Dakota scores obtained in the year 2000.

The next scale is an example of an indicator to which the individual school would respond to the on-line database by placing itself in the appropriate category. The final version of this scale would most likely be made more quantitative in nature by replacing terms such as "limited" or "small" with actual numbers or percentages.

	little or no quality demonstrated	Inconsistent quality	meets quality expectations	surpasses quality expectations	exceptionally high quality
<b>Specialized training/certification programs complement curriculum, i.e., Cisco, Microsoft, NATEF, A+, etc.</b>	No specialized training/certification programs offered.	Limited number of specialized training/certification programs offered; no students receive certification or no certification offered.	Limited specialized training/certification programs offered; small percentage of students regularly receive certification.	Regular specialized training/certification programs offered; not enough capacity for all students seeking training.	Adequate number of specialized training/certification programs offered; significant percentage of students certified.

Most of the development of the quality indicator scales has been related to student achievement. This was done to maintain an emphasis on results, rather than process. However, there are numerous capacity indicators that would be included in the final version. These capacity indicators would become more important in situations where achievement results might reflect a lack of quality. Researchers would then be able to examine relationships between various achievement and capacity indicators which would ultimately provide useful information for the school improvement process. Examples of capacity indicators include teacher compensation, emphasis on professional development, use of standards-based curriculum, and the availability and use of technology.

#### **Why does the legislation merit emergency measure status?**

The development of the Quality Schools concept, assessment process and legislation was accomplished in a short time on limited resources (most of which was private funding obtained by the committee). There is still considerable work to be done on the development of the assessment tool and planning for the commission's work to ensure that it is completed in the designated timeframe. It is imperative that the existing momentum of the project not be interrupted. It is the intent of the Quality Schools Committee to continue to solicit private funding to maintain this momentum. The success of this work and the Quality Schools initiative is now dependent on a commitment from the state to provide the necessary support that will allow for a smooth and swift transition of responsibility from the Quality Schools Committee to the official state-mandated Quality Schools Commission.

February 20, 2001

SENATE EDUCATION COMMITTEE  
HB 1157

CHAIRMAN FREBORG AND MEMBERS OF THE COMMITTEE:

My name is Tony Weller. I am appearing today on behalf of the State Association of Non-Public Schools (SANS). We support this bill, but ask that you amend the bill so that a representative of the non-public schools in North Dakota is also included on the Quality Schools Commission.

While the initiative's goals are aimed at public schools, these goals, such as study the provision of education and assess school, are also issues which directly affect the state's many non-public schools. The inclusion of non-public schools on the initiative would not only bring a broader perspective to the commission's study, but would also recognize the important role non-public schools play in North Dakota education. It would also allow the non-public schools to benefit from the initiative's work and to take back to these schools the results of the initiative's studies and recommendations. This would be beneficial to our students, teachers, and administrators.

This is a very large, and all encompassing initiative. Our proposed amendment simply allows the non-public schools an opportunity to be one of the members of the initiative.

The house education committee does not have a problem with our being on the initiative. In speaking with Representative Kelsch, she indicated to me that it was merely oversight in leaving SANS off the initiative and not intentional. She has no problem with the Senate correcting the oversight.

We respectfully request that you adopt our amendment listed below and then give the bill a do pass. If you have any questions, I will be happy to try to answer them.  
THANK YOU FOR YOUR TIME AND CONSIDERATION.

PROPOSED AMENDMENT TO HOUSE BILL NO. 1172

Page 1, after line 17, insert:

- h. The president of the state association of nonpublic schools, or the president's designee.

Renumber accordingly