

MERIT PAY PROGRAMS FOR TEACHERS:

PERCEPTIONS OF SCHOOL BOARD MEMBERS IN VIRGINIA

by

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DEDICATION

*This study is dedicated to my
wife, Cheryl and my children,
Billy and Donna. Without their
patience, understanding, and
loving support, this undertaking
would not have been possible.*

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Chapter 1

THE OVERVIEW

Introduction

Since merit pay was first introduced in public education in America in the early 1900's, it has been accompanied by considerable controversy and much of this controversy has led to additional stress within the educational community. Throughout this period, however, the theory underlying merit pay has remained unchanged; effective teachers are invaluable to the educational system and if they do work of a very high quality, they deserve extra pay.

Although this theoretical foundation appears appealing, merit pay faces many practical problems, the majority of which concern the difficulty of actually developing and administering a pay system based on merit. These problems have their roots in actually defining "merit pay", a concept which is vague at best and can refer to any arrangement in which an educator receives additional pay for doing better - or simply extra - work (ERIC, 1982).

Merit Pay for Teachers, a report prepared by Educational Research Service (ERS, 1979), stressed the extraordinary complexity of merit pay. Central to the findings of this study were the many interpretations of the merit pay principle. The literature on merit pay contains many definitions of the principle, also. Ian Templeton (1972) states that, in simplest terms, merit pay means paying a teacher according to the quality of his teaching. In practice, Templeton continues, pro-

grams range from vague statements allowing school boards to exceed regular pay schedules to programs in which all teachers and administrators are paid according to an evaluation rating.¹ Additionally, Templeton notes in his discussion of merit pay that the provisions of actual merit pay programs for teachers may be quite different from one school system to another. Hazel Davis (1968), a past NEA Research Division Director, defines merit pay as a recorded judgement about a teacher which determines, at least in part, the amount of his salary and which could affect the rate of salary progress or ultimate maximum.² Although Davis (1968), Templeton (1972), Bhaerman (1973), Feldmesser and Echternacht (1975), and Flipppo and Munsinger (1975), among others, have attempted to provide a definition of the merit pay principle, a review of the literature did not yield a commonly accepted definition of merit pay.

Purpose of the Study

Section 22.1-71 of the Code of Virginia states that the power to operate, maintain, and supervise public schools in Virginia, is, and always has been, within the exclusive jurisdiction of the local school

¹ Ian Templeton, Merit Pay (Eugene Oregon: ERIC Clearinghouse on Educational Management, University of Oregon, 1972), p. 1.

² National Education Association, "Merit Pay: What Merit?", (October, 1968), p. 3. (Press Release)

board. Thus, the ultimate responsibility for defining, designing, and implementing a merit pay program for teachers within local school divisions in Virginia rests with the local school boards.

The purposes of this study were to: (1) investigate the perceptions of merit pay by local school board members in the Commonwealth of Virginia, (2) determine the criteria which local school board members consider as important components of a merit pay program for teachers, and (3) compare these perceptions and criteria with the characteristics of merit pay programs which are now or have been operational in school systems in Virginia to see how realistically they apply to actual situations.

Specifically, the following questions were investigated in this study:

1. Is there a relationship between personal characteristics of school board members and attitude toward merit pay?
2. Is there a relationship between demographic characteristics of school systems and board members' attitudes toward merit pay?
3. Is there a relationship between perceived financial implications of merit pay and school board members' attitudes toward a program?
4. Is there a relationship between perceived implications of merit pay on teacher morale within a school division and school board members' attitudes toward a program?
5. Is there a relationship between perceived implications of merit pay on teacher evaluation within a school division and school board members' attitudes toward a program?

6. *Is there a relationship between school board members' perceptions of merit pay and the actual operational characteristics of merit pay programs?*

Significance of the Study

The results of this study will contribute to increased understanding of the merit pay principle in Virginia. Participation in this study afforded local school board members an opportunity to give their perceptions of this multi-dimensional, multi-faceted subject.

Definition of Key Terms

For the purposes of this study, the personal characteristics of school board members included the following:

Age and Sex

Race - five ethnic categories were selected - White, Black, Asian, Hispanic, and American Indian

Educational Level - the highest level of formal schooling completed

Occupational Status - occupational categories as defined by Richard H. Hall (1978). In addition, the categories of unemployed, housewife, and others were added.

The demographic characteristics of the local school systems in Virginia included the following:

Size - the number of students in average daily membership in the school system

Geographic Location - composition of the seven Superintendents' Study Groups in Virginia. (See Figure 1 and Appendix A)

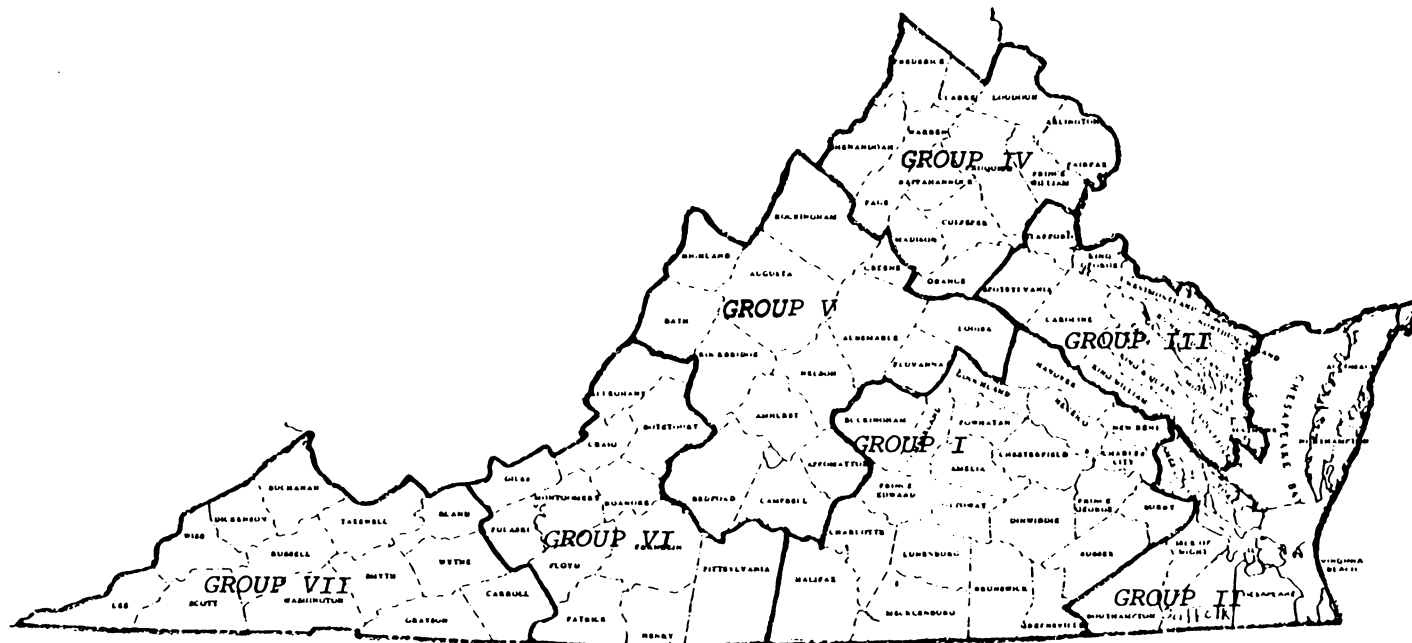


FIGURE 1. Superintendent's Regional Study Groups

Assumptions and Limitations

This study was limited to local school board members in the Commonwealth of Virginia. Since the terms of office for local school board members expire at different times, a change in the composition of the various boards and the philosophy of new board members could differ from that of current members. The results of this study, however, reflect the philosophy and beliefs of those persons serving as local school board members in the Spring of 1982.

The comparative aspect of this study was limited to those school systems in Virginia that presently have an operational merit pay program and/or those that have had, but have discontinued such a program since 1960. It was acknowledged that this does not provide an exhaustive comparative analysis but it assumed that locating persons familiar with the operational characteristics of older merit pay programs would have presented problems beyond the control of the researcher.

THE LITERATURE

Introduction

Merit pay was introduced in public education in this country in the early 1900's. The Newton Massachusetts Public Schools began one of the earliest attempts at compensating teachers according to the merit principle, initiating a merit pay program in 1908. Most, however, have discarded the idea as unworkable after a relatively short period of time.

Until the beginning of the twentieth century, the salary of a public school teacher in the United States was determined individually between that teacher and the school administration. The Newton Plan was one of the first recorded efforts designed to change this procedure.

The use of merit pay reached its peak during the 1920's. This decade was marked by great faith in the notion that practically everything can be scientifically measured.³ It must be noted, however, that this decade was the time during which the single salary schedule made its appearance. This was later to prove a significant deterrent to universal acceptance of the idea of merit pay.

Interest in merit pay for teachers declined during the 1930's. The Great Depression of the 1930's and the effects it had on the

³ Jerry B. Mitchell, "Merit Pay: Past, Present, and Perhaps", Phi Delta Kappan, XXXIX (January, 1961), 139.

nation's economy contributed to the abandonment of many merit plans. The war years of the 1940's saw the efforts and energies of the American people directed towards the establishment of world peace. However, World War II began a new era of prosperity, and the years following witnessed a revival of interest towards merit pay (Mitchell, 1961). By the mid 1950's, many states were either considering or adopting legislation on merit pay. However, in 1959, the National Education Association (NEA) passed a resolution against basing pay on merit ratings (Mitchell, 1961). Since the adoption of this resolution interest in merit pay has waned and the popularity of merit pay programs has been very sporadic.

The use of merit pay stabilized in the 1960's and began to decline in the 1970's. In 1979, the Educational Research Service (ERS) surveyed nearly three thousand American school systems to determine the status of merit pay. According to the findings of this survey, only four percent of the school systems responding had an operational merit pay plan.

The cases for and against merit pay are argued strongly by various segments of the educational community. Arguments in favor of merit pay stress the equity of paying teachers what they are worth and the logic of using money and evaluators to encourage better teaching. Arguments against merit pay stress the fact that it just does not work, since many programs that have been tried eventually have been discon-

tinued for one reason or another. The average taxpayer and businessman favor paying teachers according to merit because they think their tax monies will be better used. The average teacher opposes having his salary tied to merit ratings because he does not have confidence that the rating will be fair and equitable.⁴

The results of state and national opinion polls give striking evidence to the dichotomy of viewpoints that teachers, school administrators and the general public hold on the issue of merit pay. In a nationwide sampling of school superintendents (Nation's Schools, 1956), eighty-six percent of the respondents favored the principle of extra pay for superior teaching. Eighty-two percent of the superintendents responding stated that they thought their school boards would favor this principle. Fifty-eight percent, however, stated that they thought their teachers would not favor being paid in accordance with the quality of their teaching.

Romero (1961) surveyed teachers, administrators, and school directors in Pennsylvania to determine their attitudes toward merit rating. He concluded that the administrators and school directors agreed that the "quality of instruction" was the most important

⁴Warren Himmelberger, "A New Approach to Merit", The Bulletin of the National Association of Secondary School Principals, XLV (October, 1961), 12.

criterion to be used in merit evaluation. Teachers, on the other hand, did not perceive merit rating as improving the quality of instruction and did not favor evaluations for merit pay as much as administrators and directors. Less than half of the teachers responding believed such a program would succeed, although two-thirds said they would be willing to try a merit plan in their school system.

Reiels (1961) and Michael (1964) surveyed teachers in Wisconsin to determine their opinions regarding selected merit pay principles and practices. The findings of these studies revealed that teacher opinions on merit pay were seen to vary among faculty groups and from one merit pay plan to another (Reiels, 1961). It was also determined that teachers did not generally oppose merit rating (Michael, 1964).

Beehler (1965) believes that a merit system should improve the teacher's image for several reasons. First, he feels that the community would welcome the idea that educators have found a way to recognize their outstanding people. Second, he states that taxpayers might even feel they were getting more for their money. Third, he says that the teacher who qualifies would experience deep satisfaction and would return to his or her class each year with eagerness and expectation. Finally, he states that the master teacher's colleagues would feel a stimulation and challenge to raise their own performances.⁵

⁵Elwood F. Beehler, "A Voluntary Merit Pay Plan", Clearing House, XL (September, 1965), 25.

Two Gallup polls have addressed the method of compensating teachers. In the first survey of the public's attitudes toward education (1969), there was virtually no difference of opinion on whether or not teachers should receive automatic raises. (See Table A) This poll rejected the American tradition that merit or competency should determine the success and promotion of any individual.⁶ The second annual survey conducted in 1970 showed, on the other hand, that over half of the adults surveyed indicated that teachers should be paid according to the quality of work performed, while more than one-third indicated that all teachers should be paid on a standard scale. (See Table B) It should be noted, however, that the questions asked in the 1969 and 1970 poll are different and imply different connotations.

In 1971, the Research Division of the National Education Association (NEA) surveyed a sample of public school teachers and asked the same question regarding methods of compensating teachers that appeared in the 1970 Gallup Poll. In stark contract to Gallup's results, two-thirds of the teachers surveyed said that teachers should be paid on a standard scale, and over one-fourth, on the quality of work. (See Table C)

⁶ Arthur H. Rice, "There Are People Who Think Merit Pay Plans Can Work", Nation's Schools, LXXXVII (January, 1971), 10.

TABLE A. --1969 Gallup Poll Responses to the Question: "Do You Think Teachers Should Be Given Automatic Raises or Should Raises Be Given to Some and Not to Others?"

	<u>National Totals</u>
Yes, automatic	44%
No, not automatic	45%
No opinion	11%
	<hr/> 100%

SOURCE: Elam, Stanley (ed.). *The Gallup Polls of Attitudes Toward Education, 1969-1973*. Blommington, Indiana: Phi Delta Kappa, 1973, p. 36. Copyright 1973 by Phi Delta Kappa, Inc.

TABLE B. --1970 Gallup Poll Responses to the Question: "Should Each Teacher Be Paid on the Basis of His Work or Should All Teachers Be Paid on a Standard Scale Basis?"

	<u>1970 Gallup Poll (National Totals)</u>
Quality of Work	58%
Standard scale basis	36%
No opinion	6%
	<hr/> 100%

SOURCE: Elam, Stanley (ed.). *The Gallup Polls of Attitudes Toward Education, 1969-1973*. Blommington, Indiana: Phi Delta Kappa, 1973, p. 71. Copyright 1973 by Phi Delta Kappa, Inc.

TABLE C. --1971 NEA Teacher Opinion Poll Responses
to the Question: "Should Each Teacher Be Paid on the Basis of
His Work or Should All Teachers Be Paid on a Standard Scale Basis?"

	1971 NEA Teacher Opinion Poll
Quality of work	28%
Standard scale basis	67%
No opinion	5%

SOURCE: "Merit Pay: Teacher Opinion and Public Opinion", NEA Research Bulletin, 49 (December, 1971), p. 126. Copyright 1971 by the National Education Association.

The question of merit rating has never been answered to the satisfaction of any large segment of teachers, but it has been debated more perhaps, without anything being done about it, than any single administrative problem in education.⁷

Defining Merit Pay

If a system can be devised which does not do violence to sound principles of human relations, stimulates professional improvement,

⁷ Robert A. DeFresne, "Case for Merit Certification", Journal of Secondary Education, XLI (December, 1966), 346.

and improves services to children, it should be seized upon.⁸ To many, this describes merit pay; to others, it does not. If such a system is merit pay, the question which arises is how does one define this concept.

Templeton (1972) states that merit pay means paying a teacher according to the quality of his or her teaching. He further indicates that in practical terms, merit pay programs span a wide range. The National Education Association has applied the phrase quality-of-service-recognition to merit pay, calling it any device that adjusts salaries to recognize different levels of teaching performance.⁹ Thus, Davis (1957) states, "a merit salary schedule is any salary schedule for classroom teachers, whatever its plan of recognizing position, experience, and preparation may be, if it either authorizes or specifies salaries above the regular schedule to reward teachers who have been judged to be rendering superior service".¹⁰

A composite definition of merit rating as commonly found in

⁸Finis Engleman, "Difficulties and Obstacles Inherent in Merit Ratings for Teachers", The Journal of Teacher Education, VIII (June, 1957), 136.

⁹Hazel Davis, "Where We Stand on Merit Rating as Applied to Teachers' Salaries", NEA Journal, XLVI (November, 1957), 535.

¹⁰Hazel Davis, "Facts and Issues in Merit Salary Schedules", The Journal of Teacher Education, VIII (June, 1957), 127.

business and industry was prepared by the New Jersey Education Association's Research Division (NJEA). According to the ~~NJEA~~, merit rating is a systematic method of evaluating employee performance for the following purposes:

1. to help determine promotions, transfers, demotions, dismissals, and salaries;
2. to provide an analysis of strong and weak points so that employees' performance may be improved through a guidance program;
3. to provide the personnel division with a yardstick to measure the effectiveness of testing, recruiting, and in-service training programs.¹¹

In an analysis of teacher salary schedules, the NEA Research Division (1973) identified these major types of merit provisions found in teacher schedules:

1. authority given to the board of education to exceed the schedule for superior service, usually a blanket statement without details of implementation
2. acceleration of the progress of superior teachers on the regular salary schedule, such as by granting double increments, not usually to exceed the regular maximum as contained in the schedule
3. provisions for exceeding the regular salary schedule by definite dollar amounts, either before or after the regularly scheduled maximum has been reached.¹²

¹¹New Jersey Education Association, Research Division, "Merit Rating", Research Bulletin No. 63-1, (April, 1963), 6.

¹²National Education Association, Research Division, Merit Provisions in Teachers' Salary Schedules, 1972-73 (Washington, D.C.: National Education Association, 1973), p.1.

A Review of Merit Pay Programs

In the mid 1950's, the New York State Teachers Association analyzed the merit evaluation programs being used in that state. Based upon their survey, the following four kinds of programs were found to be in use:

1. a formal evaluation procedure with a weighted point scale
2. a formal evaluation procedure with an unweighted point scale
3. a formal evaluation procedure without a point scale
4. recommendation by the superintendent with no formal evaluation procedure.¹³

Stoops, Rafferty, and Johnson (1975) have listed the following seven forms that merit plans have assumed:

1. super-maximums
2. accelerated increments
3. bonus plans
4. multiple track
5. periodic merit evaluation
6. annual outstanding teacher awards
7. summer merit teacher projects program¹⁴

In 1974, the Illinois School Board Association published the results of a survey designed to determine the types of merit plans operational in Illinois. This study revealed that the merit pay programs were grouped into the following five categories:

¹³ Davis, op. cit., pp. 535-536.

¹⁴ Emery Stoops, Max Rafferty, and Russell E. Johnson, Handbook of Educational Administration: A Guide for the Practitioner (Boston: Allyn and Bacon, Inc., 1975), p. 632.

1. Merit awards added to scheduled salary.
2. Placement on accelerated "merit" tracks.
3. Progression on salary schedule dependent upon various "merit" criteria.
4. All salaries determined by individual evaluation; no basic schedule.
5. Differentiated staffing, with salary ranges determined by position classification and movement within ranges by merit evaluation.

Utilizing a somewhat different approach, Robert Bhaerman (1973), then the director of research for the American Federation of Teachers (AFT), classified merit pay plans into two categories. In what he terms the "old style" method, teachers are rated according to specific input factors. These include classroom organization and management, professional attitude, inservice growth, and school-community service and public relations. In the second or "new style" method, teachers are rated according to specific output factors. According to Bhaerman, these factors pertain to a teacher's achievement of certain goals and objectives, such as helping all children in a particular class read or do mathematics on grade level or maintain a minimum level or score on a certain standardized test.¹⁵

The concept of performance contracting and merit evaluation began in the late 1960's and lasted through the early 1970's. The philosophy behind this form of merit pay was to reward teachers based upon the

¹⁵ Robert D. Bhaerman, "Merit Pay? No!", National Elementary Principal, LII (February, 1973), 64.

of their students. The vast majority of these contracts involved a local school system and an outside educational firm, which provided the school system with classroom instruction and whose fees were dependent upon student achievement.¹⁶ Teacher reaction was immediate. Fears that loss of teaching positions would be forthcoming caused great anxiety. However, questions soon arose concerning the reliability of the standardized tests used to measure student achievement and many of the performance contractors did not meet their stated objectives. Feldmesser and Echternacht (1975), of the Educational Testing Service, found that little evidence existed that the behavior of teacher-contractors was changed by the prospect of greater income for greater student gains.¹⁷ In 1972, the Office of Economic Opportunity and in 1975, the Educational Testing Service and the Brookings Institution stated that performance contracting was no longer a viable option for local education agencies.

As a result of the many definitions of merit pay and the nature of the various types of merit pay plans that have been tried in the schools, a great many opinions have been formulated about what actually

¹⁶ Educational Research Service, Teacher Performance Contracts (Arlington: Educational Research Service, 1974), pp. 3-4.

¹⁷ Robert A. Feldmesser and Gary J. Echternacht, Performance Contracting as a Strategy in Education (Princeton: Educational Testing Service, 1975), p. 94.

constitutes a merit pay plan for teachers. Davis (1957) has said that merit pay plans are not salary increases for professional growth (i.e. additional academic credits), withholding increments to penalize unsatisfactory service, and providing extra pay for extra duties.¹⁸

~~Flipppo~~ and Munsinger (1975) do not consider performance rating synonymous with merit rating. They classify merit rating as a system which emphasizes such employee characteristics as intelligence, ingenuity, and personality, while performance appraisal is based on such contributions as an employee's quantity and quality of work, and the responsibilities that the employee assumes.¹⁹ In the same light, Stocker (1970) in referring to differentiated staffing, which refers to jobs and the responsibilities which accompany them, has called it camouflaged merit pay of the highest order.²⁰

Pros and Cons of Merit Pay

Proponents and opponents of merit pay have argued and debated their respective positions for well over sixty years. During this time

¹⁸ Davis, op. cit., p. 128.

¹⁹ Edwin B. Flipppo and Gary M. Munsinger, Management, 3rd ed. (Boston: Allyn and Bacon, Inc., 1975), p. 341.

²⁰ Joseph Stocker, Differentiated Staffing in Schools (Washington, D.C.: National School Public Relations Association, 1970), p. 2.

period, much has been written about the pros and cons of merit pay for teachers. The Department of Research, San Diego, California City Schools (1953), in their research bulletin, Merit Salary Program for Teachers, lists the following advantages and disadvantages of merit pay for teachers:

Advantages

1. Teachers should be paid what they are worth and at the same time known to be worth it.
2. The principle of merit schemes is not only sound but also logical; it should become the basis for teacher pay.
3. There should be added incentive for better work through merit salary increments; such increments produce better teaching.
4. Merit ratings will improve the quality of work done, which, in turn, will raise the general level of education in our schools.
5. The public is interested in receiving dividends for money spent, so merit programs will make the public more willing to support higher salaries.
6. Merit programs will tend to draw and hold superior teachers in the profession, since they will have an opportunity to gain even better salaries if they are able.
7. Teachers are already rated daily by pupils, supervisors, parents, and fellow teachers, so there is no reason why there cannot be rating for pay.
8. Merit programs develop a demand for high quality work, which will produce higher quality of teaching.
9. A worker approaches his capacity as he is made to feel he is adequately rewarded; pay according to his worth will offer this reward.

10. *Payment, among other things, should be made for quality, ability, service, efficiency, and effort.*
11. *There is no greater inequality than the equal treatment of unequals, and the present basis of pay perpetuates this inequality.*
12. *Our present system gives security to teachers on the lower side of the efficiency scale, whereas we should give security to those at the other end of the scale.*
13. *The merit principle offers an opportunity for democratic working relationships.*
14. *Competent administration can make ratings with few inequalities; this should be a regular part of the administrator's assignment.*
15. *If rating is interpreted as evaluation, it should enhance the supervisory relationships.*
16. *Rating can be done even though it is subjective.*
17. *Industry has used this merit or bonus incentive with good results, so we should be able to adapt this business-like quality to our schools.*

Disadvantages

1. *Over a period of time, all programs tried have proven unsuccessful.*
2. *Thus far, it has not been possible to measure teacher competence accurately; likewise, it is difficult to judge equal or significant merit.*
3. *Morale, working relationships, and other psychological problems are too complex for simple answers; merit programs develop attitudes that are negative and competitive when they should be positive and co-operative.*
4. *Rating and gathering evidence for rating take a lot more time than the benefits derived warrant; it takes time that administration and supervision staffs would use to help teachers.*

5. Working conditions need improving before emphasis is placed on performance and will attract better teachers.
6. Young teachers are often denied competence ratings because of "full quotas" on merit levels, which discourages candidates from entering the field.
7. Merit regulations too frequently stereotype the teacher to standards and discourage creative teaching.
8. It is more important to recruit and train desirable people than to penalize those not so desirable.
9. Besides interfering with supervisory relationships, merit ratings increase teachers' work loads, and they are heavy enough already.
10. It is more important that the general level of teaching be raised than that a few be rewarded; in-service education programs get far better results than merit or bonus programs.
11. Industry usually makes "merit" or "bonus" awards on the basis of quantity and not quality.
12. Industry, except for sales work, has largely given up bonus and merit incentives and is adopting in-service training and providing better working conditions to get better production.
13. Experience has shown that communities soon reject merit plans after they get them.
14. Public interest is influenced more by lack of information on what the school is doing or by population and socio-economic conditions than by genuine concern about improving teacher quality.
15. Teachers, like other groups of people, represent a normal cross section of ability.
16. Merit programs too frequently presuppose that all improvement comes through changing the teachers.

17. The development of professional standards, increasingly better opportunities for professional training, more intensive teacher recruiting, and more efficient use of competent research develop better teaching more rapidly and at less cost than any punishment or reward system.

The Merit Pay Study Committee, Iowa State Education Association (1970) published the research brief, Merit Pay: Report of the Merit Pay Study Committee. In this publication are listed a digest of pros and cons relating to merit pay programs. The Committee bases this digest on a 1968 research bulletin of the Illinois Education Association and issues common in Iowa at the time. As listed in the research brief, the pros and cons are as follows:

Pro

1. The amount of pay a teacher receives should vary in proportion to the excellence of teaching performance.
2. The school administrator and the teachers can work out a merit pay program.
3. The fact that any merit plan will not be totally correct should not stop the use and improvement of such programs.
4. Teachers should at least be willing to study merit or to experiment with it.
5. Payment on the basis of amounts of college preparation and teaching experience preserves mediocrity; the mediocre teacher is opposed to merit.
6. Merit pay has proven successful in some school districts.
7. Salary on the basis of efficiency in production, sales, personnel relations, invention, etc., has worked in business and industry.

8. Merit pay creates conditions more like those prevailing in other professions, such as law, medicine, and dentistry, where status and income depend upon ability, industry, and competence.
9. The public is more willing to support higher salary schedules and pay when they know the good teachers are paid commensurate with their ability.
10. More money will provide a strong incentive for improvement of teaching and getting better qualified people to enter the profession.
11. Teachers are employed, retained, or dismissed on the basis of judgment of their effectiveness as teachers; they should be compensated on this basis.
12. Teachers are constantly evaluating the achievements of their pupils. Why shouldn't they be evaluated by others?
13. The salary schedules presently used in most school districts tend to give security to incompetents and poor teachers.
14. Tenure protects the poor teacher; merit pay programs would reward the good teacher.
15. Merit pay would keep the better teachers in the classroom. It would not be necessary for them to seek administrative positions in order to obtain greater remuneration.

Con

1. No consistent, reliable, valid method of evaluating teacher performance has been discovered.
2. Merit pay is self-perpetuating. It is not easy to criticize a plan when one's salary is dependent upon it.
3. Evidences of excellent teaching often are not immediately apparent nor measurable.
4. The correlation between good teaching and college preparation or experience is as great or greater than that between good teaching and the ratings used in most merit systems.

5. *The majority of teachers do not want merit pay under present conditions.*
6. *Many teachers in districts having a merit pay program state they do not like it because some staff members will exhibit the kinds of behavior which appear to be important to the rater.*
7. *There is greater opportunity for accurate measurement of efficiency in industry or business. Even so, there has been a steady decrease in use of merit rating for salary purposes along with more in-service training.*
8. *The public has demonstrated a willingness to pay more for teachers with greater amounts of college education and experience.*
9. *Excellence of teaching cannot be purchased with extra money increments and may obscure important educational objectives.*
10. *Through proper pre-service elimination and proper supervision of beginning teachers, the incompetents can be weeded out.*
11. *Many systems that have tried merit rating have abandoned it after a few years because greater negative results develop than positive ones.*
12. *Emphasis should be on helping all teachers to become better rather than rewarding or punishing a few.*
13. *Merit pay reduces staff morale and increases worry, nervous tension, and insecurity, especially at rating periods. It may also isolate administrators from teachers.*
14. *Merit rating discourages creative or experimental teaching and thereby tends to standardize teachers rather than promote excellence. Teachers will not feel free to question administrative judgments and decisions under such a program.*
15. *Public relations will be poor and class scheduling made difficult since many parents will not want their children taught by a non-merit teacher.*

Mahdesian (1970) argues against merit pay because he feels that most teachers are happy and content with the traditional salary schedules and just do not like merit pay. He states:

Boards of education should stop wishing for salary schedules their teachers don't want. The illogical, lock-step type of traditional schedule makes sense in one important way--teachers are happy with it. Their only concern is with the amounts, not the method of distribution. Isn't that enough of a problem for any school board?²¹

Why Merit Pay Programs Succeed

Although there is no one definition of the merit pay principle that is universally accepted, there are successful programs in operation. In 1977, the Illinois School Board Journal surveyed Illinois school superintendents whose school districts had successful programs of merit compensation. The superintendents were asked to rank factors in order of importance to their programs. The results of this survey determined the following five factors, listed here in order of importance:

1. a high level of commitment to the program by the board of education, administration, and teaching staff
2. a good rapport should exist among all staff members
3. an objective system of measures and standards for evaluation
4. employee awareness of the pay-off systems of the program

²¹ Zaven M. Mahdesian, "But What's So Bad About the Old Lockstep Pay Schedules That Treat Everybody Alike? A Traditionalist Gets a Word In," American School Board Journal, CLVII (May, 1970), 24.

5. program should be simple in design and operation.²²

Kleinmann (1963) states that the prime principle underlying any merit plan should be the improvement of instruction. The realization of this principle, Kleinmann continues, theoretically should result in the eventual advancement of the whole staff into the superior service category.²³ Liechti (1972) agrees with this principle, but adds that in order to achieve it, a merit pay plan cannot be used to penalize poor or unsatisfactory teachers or be based on popularity.²⁴ Kleinmann states that to achieve this goal, the following criteria must be met:

1. Predetermined standards of excellence rather than a percentage quota, should determine who receives quality-of-service awards.
2. A merit pay plan is not likely to succeed unless a good professional salary schedule is already maintained. The plan should not be an excuse for keeping the salaries of most teachers down.
3. Merit awards should be commensurate with the value placed upon superior service. Noteworthy achievement should be acknowledged by noteworthy reward.

²²Ed McNally, "Merit Pay--Why It Works and Why It Doesn't", Illinois School Board Journal, XLVI (September-October, 1977), 13.

²³Jack H. Kleinmann, "Merit Pay--The One Big Question", NEA Journal, LII (May, 1963), p. 43.

²⁴Carroll D. Liechti, 1971-72 Survey of Merit Pay Plans in Public School Systems (Wichita, Kansas: Wichita Public Schools, 1972), p. 27.

4. All personnel in the school system, including administrators and supervisors should be evaluated - but applying for merit pay ought to be voluntary on the part of each individual. Furthermore, evaluation under the plan should be demonstrably thorough and objective.
5. No merit pay plan should be adopted until a substantial majority of the staff, the administrative personnel, the board, and the public understand and accept it, and until adequate budgetary safeguards have been established to provide continuity of program from one year to the next.²⁵

Bell (1963) lists the following requisite procedures necessary to gain teacher support of merit pay:

1. allow teachers to be admitted to the evaluation phase only through written application
2. allow teachers to withdraw by written notice
3. basic salary schedule competitive with neighboring school districts to insure that the merit program does not have "demerit" implications for those who elect not to participate
4. provide funds for merit salary stipends from sources of revenue beyond the regularly accepted source of revenue for salaries
5. pre-determined standards for qualification
6. provide for teacher review of evaluation files frequently
7. emphasize that teachers are free to participate in the merit program at their own choice and on the basis of their respective philosophies concerning the principle of merit.²⁶

²⁵ Kleinmann, *op. cit.*, pp. 43-44.

²⁶ Terrel H. Bell, "Twenty Keys to Successful Merit Rating", *American School Board Journal*, CXLVI (March, 1963), 13-14.

McDowell (1973) offers several suggestions and guidelines for making merit pay a success. Based upon his research, a prime prerequisite criterion is that an atmosphere of confidence, respect, honesty, and trust must exist among persons involved in the plan. Evaluation, McDowell realizes, is a prime component of any plan. Successful plans, he states, must provide a mechanism for teacher appeal of merit ratings based upon an objective evaluation process. The final implications of any plan are significant. Merit programs provide a teacher with additional salary based upon several criteria. Although McDowell recognizes that performance evaluation determines a large percentage of the salary increase, other factors such as academic preparation and years of experience should be considered. In addition, merit increments awarded to superior teachers must be large enough to provide a real incentive for outstanding service.²⁷

The Educational Research Service (ERS, 1979) developed the following list of guidelines for successful merit pay programs based upon suggestions incorporated from the merit pay literature:

²⁷Stirling McDowell, "Merit Salaries and Other Devices", Educational Canada, XIII (March, 1973), 14-19.

I. Prerequisite Criteria

1. *The primary objective of any merit plan must be to improve instruction. A merit pay plan cannot be used to penalize poor or unsatisfactory teachers or be based on popularity. It is important that the administration clearly articulate this philosophy and that everyone affected by the plan understand it. (Liechti, 1972)*
2. *Input for developing the plan should come from many sources, including teachers, administrators, the school board, and the community. The plan will not work effectively if it is not accepted and supported in advance by those people it directly affects. Past practice has shown that attempts to mandate a merit pay plan upon teachers, by either local or legislative action, have failed completely. (New York State Teachers Association, 1957)*
3. *There should be no discrepancies between administrative practices and the principle of merit. Administrators must give the plan high priority. (Thorne, 1960; Rhodes, 1973)*
4. *Before the plan is actually begun, thorough research is necessary to pinpoint problem areas that have hampered or defeated merit pay plans in other school systems. However, no plan can be fully adopted from another school system; it must reflect the prevailing conditions unique to the local system. (McKenna, 1973; Thorne, 1960)*
5. *There should be no limit to the number of "meritorious" teachers in the school system. Eligibility for the plan must be based on recognized predetermined standards, not on artificially established quotas or percentages. A teacher should be allowed to receive merit pay at any time during his or her career. (Liechti, 1972)*
6. *The plan must be evaluated continually, so that problem areas can be identified and corrected and new features can be added to the program. (Thorne, 1960)*
7. *Problems inherent in establishing a merit pay program take time to identify, discuss, and resolve. Those involved in this process should recognize this fact and proceed slowly. (Thorne, 1960)*

8. Provisions should be made for continuing the plan from year-to-year. When merit pay is awarded one year and not the next, staff morale and confidence in the program will deteriorate. (Thorne, 1960)
9. After the plan has been in operation, its rationale and applications should be carefully explained to teachers new to the school system. (Thorne, 1960)
10. After the plan has begun, the role of the board of education as policy maker is finished. Many merit plans have failed because of board interference with the operation of the plan or second-guessing the decisions of its administrators. (Rhodes, 1971)

II. The Evaluation Process

1. Evaluation standards chosen to distinguish superior teachers from average teachers must be applied objectively and reflect what actually takes place in the classroom. Teachers should know the criteria that will be used in their evaluation.
→ Teachers should not be rated against the performance of others. (Thorne, 1960; Liechti, 1972)
2. Merit rating should be carried out continuously, by a team of evaluators, rather than irregularly, by a single evaluator. A group approach lessens the chance for bias. Such a team could be composed at the building level of the principal, a supervisor, and three veteran teachers. Others prefer to have trained observers code information on teaching performance rather than make qualitative judgments. (Stoops, Rafferty, and Johnson, 1975; Bell, 1963)
3. Teachers must have confidence in the impartiality and competence of the evaluators. (Liechti, 1972)
4. One criteria for assessing merit, pupil achievement, should be measured objectively each year by means of standardized achievement tests administered and correlated by the school system's guidance department. (Stoops, Rafferty, and Johnson, 1975)
5. The administrative and supervisory staff should be adequately trained for their duties under the merit program. Skill in applying the rating instrument fairly and similarly can be

gained through workshops and actual practice. The results then should be analyzed to determine which adjustments in methods of applying the evaluation instrument need to be made. (Rhodes, 1973)

6. The evaluation results obtained through observation should be related in a statistically valid method to the established standards of qualification. (Bell, 1963)
7. Follow-up conferences with teachers after the Evaluations take place are vital to the success of the program, if the real goal is to improve the quality of instruction. Teachers should be encouraged to review their file with someone who is involved with the merit pay plan but not in making salary decisions. (Bell, 1963; Rhodes, 1973)
8. Enough time and adequate staffing should be provided to allow for complete merit evaluations. Merit rating will increase the workloads of both professional and support staff. (New York State Teachers Association, 1957)
9. Superior merit evaluations should be valid for one year and extended only through a re-evaluation the next year. (Stoops, Rafferty, and Johnson, 1975)
10. Merit rating should not be a one-way process--administrators who participate in teacher evaluation should also be rated according to established standards. Administrative accountability calls for those doing the rating to realize that how well they evaluate teachers serves as a basis for their own evaluations. (Rhodes, 1973)

The history of merit pay for teachers is replete with examples of both successful and unsuccessful programs. Although there is no one universally accepted "best" way to design and implement merit pay for teachers, there is one factor which is common to all programs which are judged to be even moderately successful. This factor is the strong and dynamic leadership provided by the school administration. The Provincial Salary Committee of the Ontario (Canada) Secondary School

Teachers' Federation has remarked that:

*It would almost seem that their implementation depends on the drive of one or more persons in a system, a senior administrator or board member with the desire either to render justice to good teachers and attract them into his (or her) system or to encourage all teachers in the system to improve their performance. When this person goes so does the plan.*²⁸

Why Merit Pay Programs Fail

The literature on merit pay is replete with reasons why merit pay programs have failed, and for this reason, these studies state, local boards of education are hesitant to initiate merit pay programs. The New York State Teachers Association (1957) reports that the biggest single problem associated with merit pay programs was that they had a detrimental effect on teacher morale. The Committee notes:

*Frequent evaluation, fear of losing salary increments, and the granting of increases to but a few teachers easily can impair the morale of a group, especially if it does not agree with the basis for the judgements or the choice of the recipients. A practice which lowers the morale of the total group is not promoting teacher effectiveness. In commenting on this same difficulty, the New England School Development Council Committee noted (in 1956) that "Children are not taught well by dissatisfied teachers."*²⁹

²⁸ Ontario Secondary Teachers' Federation, Reward? Incentive? Report of the Committee to Study Merit Pay, (Toronto, Ontario: Ontario Secondary Teachers' Federation, Provincial Salary Committee, n.d.), pp. 55.

²⁹ New York State Teachers Association, Teacher Merit and Teacher Salary: Report of Special Committee on Merit Payments, 1957, (Albany, New York: New York State Teachers Association, 1957), p. 44.

In a report on the Journal of Teacher Education (June, 1957), it is stated that the reason why the Lynchburg (Virginia) school system abandoned its merit plan after nearly forty years in operation was the lack of impartiality in the merit ratings. Bruno and Nottingham (1974) believe that the failure of merit pay programs is chiefly attributed to the poor design of the plans, where reward is given to individual teachers instead of to groups of teachers. Rhodes (1973) describes the following as basic flaws common to unsuccessful merit pay programs:

1. Insufficient discrimination among teachers.
2. Artificial cutoffs on the number who could receive merit recognition, thus sometimes arbitrarily denying recognition to deserving teachers.
3. Poor evaluators.
4. Mistaken concepts by board members and administrators, often causing severe problems. As an example, one administrator has told some teachers, that while they were not doing as well as they should, if they promised to do better he would grant them merit pay.
5. Lack of clearly understood goals.
6. Lack of a clear definition of the job. Good job descriptions are an important part of a good merit plan.
7. Lack of priorities in the job. Teachers, unless they are given help, often become bogged down in less important aspects of their work. A good merit plan should help to direct teachers toward the primary goals.
8. Lack of an effective evaluation instrument. Many teacher evaluation instruments are too simple in their structure and invite a subjective approach which naturally breeds concern among teachers.

9. *Inability to measure results. Most merit systems look at the way a teacher acts, rather than the results the teacher produces.*
10. *Inability to translate evaluation into improved instruction.*
11. *Inadequate financial incentive. A merit stipend which represents only a small increment beyond that which one would normally receive for minimum performance is not geared to stimulate or give real recognition to teachers.*
12. *Too limited a concept of merit. If only a few teachers are to gain recognition or any type of salary advancement from a merit plan, obviously the plan will not be popular with the majority of teachers. There must, therefore, be more elements to bracket in more teachers if the plan is to do the job it is intended to do---encourage teachers to improve themselves and improve the instructional program.*³⁰

³⁰ Eric Rhodes, "Merit Pay--Where We Stand", Evaluation and Merit Pay Clinics, (Albany, New York: New York State School Boards Association, 1973), pp. 3-4.

SUMMARY

Merit and effort deserve financial reward, according to the "American dream". There is nothing more unfair, Americans claim, than paying unequals equally.³¹ With this ideal in mind, many communities have requested that their school boards initiate some type of merit pay program for teachers.

The history of merit pay for teachers is full of examples of successful and unsuccessful programs. It is important to note that most programs which have been implemented have been abandoned, for a variety of reasons. Merit pay can work, however, and it can serve as a useful tool for the board in answering and assuring taxpayers of efficient operation of the school district. The program cannot be used as a money-saving device or as leverage to get rid of teachers whose performance is low. If these limitations are considered from the start, a system can be devised and designed by the board, administration, and teachers which will benefit each and, ultimately, the students in the classroom.³² If these limitations are not considered, the program will have little chance of success and could do more harm than good.

The literature on merit pay has identified guidelines and suggestions from successful merit pay programs. This study focuses on these

³¹ Rozanne Weissman, "Merit Pay--What Merit?", Education Digest, XXXIV (May, 1969), 16.

³² McNally, op. cit., p. 14.

guidelines and assesses their relevancy to Virginia as seen by local school board members. The results of this study will not be a single merit pay plan for teachers in Virginia but rather an identification of those criteria which local school board members consider to be important components of a merit pay plan. It is acknowledged that the design of programs which have been initiated or which may be initiated at some time in the future have been and will be individually molded to local needs and expectations. It is hoped, however, that those criteria and components identified in this study as important to Virginia can be used as a framework upon which local school boards can, if they desire, design a merit pay program which can be successfully implemented in their localities.

Chapter 2

METHODOLOGY

Purpose

The ultimate responsibility for defining, designing, and implementing a merit pay program for teachers within local school divisions in the Commonwealth of Virginia rests with the local school boards. This study provides a current survey of local school board members in Virginia to investigate their perceptions of merit pay, as well as determine the criteria which local school board members consider important components of a merit pay program for teachers. In addition, this study will compare these perceptions and criteria with the characteristics of merit pay programs which are now or have been operational in school systems in Virginia to see how realistically they apply to actual situations.

The following questions were investigated in this study:

1. Is there a relationship between personal characteristics of school board members and attitude toward merit pay?
2. Is there a relationship between demographic characteristics of school systems and board members' attitude toward merit pay?
3. Is there a relationship between perceived financial implications of merit pay and school board members' attitudes toward a program?
4. Is there a relationship between perceived implications of merit pay on teacher morale within a school division and school board members' attitudes toward a program?

5. *Is there a relationship between perceived implications of merit pay on teacher evaluation within a school division and school board members' attitudes toward a program?*
6. *Is there a relationship between school board members' perceptions of merit pay and the actual operational characteristics of merit pay programs?*

Instrumentation

A review of the literature revealed no study that had defined the merit pay principle as seen by local school board members alone, nor any study that had used as variables the personal and demographic characteristics selected for this study. Therefore, the first step in this investigation involved the development of a survey instrument. Three sections were included. The first section requested information on selected personal characteristics of the respondents and selected demographic characteristics of the local school system on whose school board the respondent served. For the purposes of this study, personal characteristics encompassed age, sex, race, educational level, occupational status, and length of service on the school board. Demographic characteristics included the size of the school system based upon the average daily membership of the student population and the geographic location of the school system based on the composition of the seven Superintendent's Regional Study Groups in Virginia. Richard H. Hall (1978) in his book, Organizations and Social Structures, suggested the educational and occupational categories selected for this study.

The second part of the survey instrument assessed the attitude of school board members toward the merit pay principle. The literature on merit pay, as identified in Chapter 1, is replete with reasons why merit pay programs have been successful and unsuccessful. This, coupled with board members' personal experiences with and/or feelings about merit pay directly affect their attitudes toward merit pay for teachers.

The third part of the survey instrument was constructed using the concepts of merit pay which the literature, as identified in Chapter 1, has shown to be important to a successful program.

The clarity of the survey questions and directions were tested by sending the instrument to a sample of local school board members in Virginia. Twenty-four persons were randomly selected by a lottery system and requested to participate in the validation procedure. Responses were received from twenty-one of these persons, yielding an eighty-seven percent return. Tables D and E provide a breakdown of the personal and demographic characteristics of the validation sample. The respondents were requested to complete the survey instrument and indicate any questions or directions which they did not understand. The results of this survey indicated that the respondents had no major problems or concerns with the survey questions or directions. Only minor cosmetic changes were indicated and these were incorporated into the design of the final instrument. (See Appendix B)

Sample

A listing of all local school board members in the Commonwealth of Virginia was obtained from the offices of the Virginia School Boards Association. Using this information, survey instruments were mailed to the eight hundred and thirty-one persons listed as being members of all local school boards in Virginia. Responses were received from six hundred nine persons, a seventy-three percent return. A follow-up of non-respondents was not attempted, since the rate of response was considered sufficient for the data analysis.

Analysis of Data

The respondents rated each concept listed on the survey instrument using a four point Likert scale ranging from strongly agree to strongly disagree. The four point scale was used to avoid having a middle response category which could be interpreted as "having no opinion".

TABLE D. Personal Characteristics of Validation Sample

N=21

<u>Age</u>	<u>Sex</u>	<u>Race</u>	<u>Education</u>
25 or under	0	Male 12	White 14
26-35	7	Female 9	Black 7
36-45	5		Hispanic 0
46-55	1		Asian 0
56-65	5		American 0
Over 65	3		Indian 0
			Graduate or Professional School 2
<u>Occupation</u>		<u>Length of Service</u>	
Professional	8	1-3 years	4
Manager	1	4-6 years	9
Clerk or Sales	3	7-9 years	5
Skilled	2	10-12 years	1
Semi-skilled	0	13 or more	
Unskilled	0	years	2
Retired	4		
Housewife	2		
Other	1		

TABLE E. Demographic Characteristics of Validation Sample

N=21

<u>Size of System</u>		<u>Location</u>	
1-1699	<u>6</u>	Group I	<u>5</u>
1700-2999	<u>4</u>	Group II	<u>2</u>
3000-5999	<u>7</u>	Group III	<u>8</u>
6000-9999	<u>2</u>	Group IV	<u>3</u>
10000 or more	<u>2</u>	Group V	<u>3</u>
		Group VI	<u>0</u>
		Group VII	<u>0</u>

The results of the survey were analyzed using the FREQUENCIES and CROSSTABS subprograms of the Statistical Package for the Social Sciences (SPSS). The initial analysis utilizing the FREQUENCIES subprogram was the frequency of responses to each question in each of the four possible response categories.

The Chi Square test in the CROSSTABS subprogram was utilized to determine the statistical relationship between the variables of age, sex, race, educational level, occupational status, length of service on the school board, size of school system, and geographic location of the school system and the frequency of responses in each of the response categories.

Interviews

Based upon the responses to a question on the initial survey, a list of school divisions in Virginia which presently have or have had a merit pay program for teachers at sometime since 1960 was determined. (See Appendix C) The results of the initial data analysis were used to construct a structured interview questionnaire. The components of a merit pay program for teachers which local school board members identified as most important were used in the development of this questionnaire. (See Appendix D)

Using the structured interview questionnaire, an interview was conducted with personnel directors in five of the ten identified school divisions who are now or were responsible for the administration

of the program. The results of these interviews were compared with the results of the survey of local school board members to determine the relationship between board members' perceptions and the actual operational characteristics of merit pay programs for teachers.

Summary

This study does not define the merit pay principle, in the classic sense of the term, since there is no one accepted definition of the merit pay concept. Its complexity and the characteristics peculiar to each locality will dictate the form of any program which may be designed for that locality. The criteria which this study determined to be important to a merit pay program for teachers should provide a framework for the design of such a program.

Chapter 3

THE RESEARCH DATA

The Introduction

Survey instruments were mailed to the eight hundred and thirty-one persons listed by the Virginia School Boards Association as being members of all local school boards in the Commonwealth of Virginia. Responses were received from six hundred nine persons, yielding a seventy-three percent return.

The Respondents

Analysis of the data on the personal characteristics of the respondents revealed that sixty-six percent were between the ages of thirty-six and fifty-five and that seventy-two percent were male. (See Table F) Eighty-nine percent of the respondents were white and seventy-one percent were either college graduates or graduates of a graduate or professional school. Occupationally, sixty-one percent indicated they were either professionals or managers. Seventy-two percent had been members of their local school boards for at least one year but not more than six years.

Analysis of the data on the demographic characteristics of the respondents (See Table G) revealed a relatively even distribution of school systems served based on the size of the systems. The distribution of responses based upon the location of the school systems was likewise relatively even based upon the total possible responses in each of the seven response categories.

Perceptions of Merit Pay for Teachers

The respondents rated each concept in the survey instrument using a four point Likert scale ranging from strongly agree to strongly disagree. The four point scale was used to avoid having a middle response category which could be interpreted as "having no opinion".

TABLE F. Personal Characteristics of Respondents

N=609

<u>Age</u>	<u>N</u>	<u>%</u>	<u>Sex</u>	<u>N</u>	<u>%</u>	<u>Race</u>	<u>N</u>	<u>%</u>
25 or under	<u>0</u>	<u>0</u>	Male	<u>443</u>	<u>72.7</u>	White	<u>541</u>	<u>88.8</u>
26-35	<u>37</u>	<u>6.1</u>	Female	<u>166</u>	<u>27.3</u>	Black	<u>66</u>	<u>10.8</u>
36-45	<u>202</u>	<u>33.2</u>				Hispanic	<u>1</u>	<u>0.2</u>
46-55	<u>202</u>	<u>33.2</u>				Asian	<u>0</u>	<u>0</u>
56-65	<u>123</u>	<u>20.2</u>				American Indian	<u>1</u>	<u>0.2</u>
Over 65	<u>45</u>	<u>7.4</u>						
<u>Education</u>	<u>N</u>	<u>%</u>				<u>Occupation</u>	<u>N</u>	<u>%</u>
Grade 8 or below	<u>4</u>	<u>0.7</u>				Professional	<u>276</u>	<u>45.3</u>
Grades 9-12	<u>4</u>	<u>0.7</u>				Manager	<u>125</u>	<u>20.5</u>
High School Grad.	<u>79</u>	<u>13.0</u>				Clerk or Sales	<u>15</u>	<u>2.5</u>
College	<u>90</u>	<u>14.8</u>				Skilled	<u>19</u>	<u>3.1</u>
College Graduate	<u>201</u>	<u>33.0</u>				Semi-skilled	<u>0</u>	<u>0</u>
Graduate or Prof. School	<u>231</u>	<u>37.9</u>				Unskilled	<u>0</u>	<u>0</u>
						Retired	<u>60</u>	<u>9.9</u>
						Housewife	<u>85</u>	<u>14.0</u>
						Other	<u>29</u>	<u>4.8</u>
<u>Length of Service</u>	<u>N</u>	<u>%</u>						
1-3 years	<u>242</u>	<u>39.7</u>						
4-6 years	<u>195</u>	<u>32.0</u>						
7-9 years	<u>51</u>	<u>8.4</u>						
10-12 years	<u>69</u>	<u>11.3</u>						
13 or more years	<u>52</u>	<u>8.5</u>						

TABLE G. Demographic Characteristics of Respondents

N=609

<u>Size of System</u>	<u>N</u>	<u>%</u>	<u>Location</u>	<u>N</u>	<u>%</u>
1-1699	<u>116</u>	<u>19.0</u>	Group I	<u>94</u>	<u>15.4</u>
1700-2999	<u>105</u>	<u>17.2</u>	Group II	<u>116</u>	<u>19.0</u>
3000-5999	<u>153</u>	<u>25.1</u>	Group III	<u>59</u>	<u>9.7</u>
6000-9999	<u>98</u>	<u>16.1</u>	Group IV	<u>97</u>	<u>15.9</u>
10,000 or more	<u>137</u>	<u>22.5</u>	Group V	<u>99</u>	<u>16.3</u>
			Group VI	<u>86</u>	<u>14.1</u>
			Group VII	<u>58</u>	<u>9.5</u>

The respondents were asked to respond to a series of statements designed to ascertain their attitudes toward the concept of merit pay for teachers. (See Appendix G) The total number of responses to each statement was six hundred and nine.

The Criteria of a Successful Program

A review of the literature yielded criteria identified as important to a successful merit pay program for teachers. Using the same four point Likert scale, respondents were asked to indicate the extent to which these criteria were important components of a merit pay program for teachers in Virginia. (See Appendix H) Again, the total number of responses to each criteria was six hundred and nine. Most of the discussion is related to the percentages of agreement as indicated in Tables H and I.

TABLE H. Perceptions of Merit Pay for Teachers
by School Board Members

Rank	Item	Agree/Strongly Agree	
		N	%
1	The administrative requirements of a merit pay program are a prime factor in the design of such a program.	535	88
2	A merit pay program is difficult to administer.	473	78
3	A merit pay program promotes the professional growth of teachers.	456	75
4	A merit pay program promotes superior teaching performance.	452	74
5	A merit pay program requires the expenditures of monies beyond the regular salary scale.	428	70
6	The financial requirements of a merit pay program are a prime factor in the design of such a program.	366	60
7	A merit pay program improves teacher morale.	350	58
8	A merit pay program reduces the rate of teacher turnover.	295	48
9	A merit pay program saves money in the long run.	270	44
10	A merit pay program undermines the cooperative attitudes among teachers.	245	40
11	A merit pay program for teachers has no place in the public school setting.	123	20

TABLE I. Criteria of a Merit Pay Program for
Teachers by School Board Members

Rank	Item	Agree/Strongly Agree	
		N	%
1.5	The primary objective should be to improve instruction.	596	98
1.5	The program should be evaluated annually so that problem areas can be identified.	596	98
3	Evaluation standards chosen to distinguish superior teachers should reflect classroom performance.	592	97
4	Teachers should know the criteria and their importance that will be used in the evaluation.	588	97
5.5	Input for developing the program should come from administrators.	587	96
5.5	Sufficient funding to enable the program to operate as intended should be secured prior to implementation of the program.	587	96
7	Once approved by the school board, the school administration should implement the program.	581	95
8	Conferences between teacher and evaluators should be held following the evaluation.	578	95
9	The program should be designed after thorough research of problem areas that have hampered or defeated merit pay programs in other school systems.	577	95
10.5	Eligibility for the program should be based upon recognized predetermined standards.	568	93
10.5	The basic salary schedule should be sound and competitive with those of neighboring school systems.	568	93
12	Merit increments awarded to superior teachers should be large enough to provide a real incentive for outstanding service.	566	93
13	Merit evaluations should be valid for one year and extended only through re-evaluation the next year.	565	93

TABLE I. Criteria of a Merit Pay Program for
Teachers by School Board Members
(Continued)

Rank	Item	Agree/Strongly Agree	
		N	%
14	<i>The local community should be supportive of the program.</i>	563	92
15	<i>Input for developing the program should come from the school board.</i>	557	91
16	<i>Input for developing the program should come from teachers.</i>	556	91
17	<i>Provisions should be made for continuing the program from year to year.</i>	554	91
18	<i>The number of 'meritorious' teachers in the school division should not be predetermined.</i>	551	90
19	<i>The local community should readily accept the additional costs of the program.</i>	520	85
20	<i>Teacher evaluation should be conducted by a team of evaluators selected from the teachers and administrators of the school division.</i>	475	78
21	<i>The cost-benefit aspect should be a prime factor in the design of the program.</i>	457	75
22	<i>Teachers should have the opportunity to select one member of the evaluation team.</i>	425	70
23	<i>Provisions should be made for teacher appeal of merit ratings.</i>	423	69
24	<i>Input for developing the program should come from the community.</i>	407	67
25	<i>Pupil achievement, as measured by standardized tests, should be one criteria for assessing merit.</i>	374	61
26	<i>Monies for merit increases should not come from funds budgeted for the basic salary schedule.</i>	369	61

TABLE I. Criteria of a Merit Pay Program for
Teachers by School Board Members
(Continued)

Rank	Item	Agree/Strongly Agree	
		N	%
27	Salary increases for merit pay should be differentiated based upon a teacher's academic preparation and years of experience.	282	46
28	The program should not be used to penalize poor or unsatisfactory teachers.	261	43

Relationship Between Variables and Attitude

The CROSSTABS subprogram of SPSS was utilized to determine what, if any, statistical relationship existed between the variables of sex, age, race, educational level, occupational status, length of service on the school board, size of school system, and geographic location of the school system and the frequency of responses in each of the response categories to the statements assessing board member attitude toward merit pay for teachers. The Chi Square test was applied to determine whether a systematic relationship existed between the variables and the responses in each of the four response categories. The level of significance used was Alpha = .05. The complete data analysis by variables and attitude is located in Appendix E. Although significant differences were found in some items, a close examination of the data indicated that both cell sizes and percentages of agreement or disagreement were so small that these items did not significantly effect the perceptions of the respondents. The following is a summary of the significant responses to each of the attitude statements where the percentage difference was five points or more. (See Table J)

1. A Merit Pay Program Promotes Superior Teaching Performance

Four hundred fifty-two (74%) of the respondents agreed while 157 (26%) disagreed that a merit pay program promotes superior teaching performance. The variables of education and service were found to be significant.

TABLE J. Significance of Personal and Demographic Characteristics and Attitude

<u>Variables</u>	<u>Attitude Statements</u>										
	1	2	3	4	5	6	7	8	9	10	11
Sex					X		X	X	X		
Age			X		X	X		X			
Race			X								X
Educational Level	X		X								
Occupational Status				X	X	X		X	X		
Length of Service	X	X				X		X		X	
Size of System				X						X	
Location of System								X		X	X

Note: X indicates a significant response at Alpha = .05.

Four hundred thirty-two (71%) of the respondents were either college graduates or graduates of a graduate or professional school. Of this number, 331 (77%) agreed that a merit pay program promotes superior teaching performance. One hundred twenty (68%) of the 177 (29%) respondents who indicated an educational level in one of the four remaining categories agreed with this concept.

Four hundred thirty-seven (72%) of the respondents had served as members of local school boards for six or fewer years. Of this number, 324 (74%) agreed that a merit pay program promotes superior teaching performance. One hundred seventeen (68%) of the 172 (28%) respondents who had served as local school board members for more than six years agreed with this concept.

2. A Merit Pay Program Promotes the Professional Growth of Teachers

Four hundred fifty-six (75%) of the respondents agreed while 153 (25%) disagreed that a merit pay program promotes the professional growth of teachers. The variable of service was found to be significant.

Of the 437 (72%) respondents who had served as members of local school boards for six or fewer years, 338 (77%) agreed that a merit pay program promotes the professional growth of teachers. One hundred eighteen (69%) of the 172 (28%) respondents

who had served as local school board members for more than six years agreed with this concept.

3. A Merit Pay Program Improves Teacher Morale

Three hundred fifty (58%) of the respondents agreed while 259 (42%) disagreed that a merit pay program improves teacher morale. The variables of age, race, and educational level were found to be significant.

Four hundred four (66%) of the respondents were between the ages of thirty-six to fifty-five. Of this number, 237 (59%) agreed that a merit pay program improves teacher morale. Twenty-four (65%) of the respondents aged twenty-six to thirty-five agreed while 88 (58%) of the respondents over the age of fifty-five agreed with this concept.

Five hundred forty-one (89%) of the respondents were white while 68 (11%) were black (10.8%), hispanic (0.2%), and Indian (0.2%). Of the 541 white respondents, 322 (60%) agreed that a merit pay program improves teacher morale. Of the 68 other respondents, only 28 (41%) agreed with this concept.

Four hundred thirty-two (71%) of the respondents were college graduates or graduates of a graduate or professional school. Of this number, 255 (59%) agreed that a merit pay program improves teacher morale. Of the 177 (29%) respondents who indicated an educational level in one of the other categories, 95 (53%) agreed

with this concept.

4. A Merit Pay Program Reduces the Rate of Teacher Turnover

Two hundred ninety-five (48%) of the respondents agreed while 314 (52%) disagreed that a merit pay program reduces the rate of teacher turnover. The variables of occupation and size were found to be significant.

Four hundred (66%) of the respondents indicated an occupational status of professional or manager. Of this number, 215 (54%) disagreed that a merit pay program reduces the rate of teacher turnover. Two hundred nine (34%) respondents indicated an occupational status in one of the six remaining categories. Of this number, 98 (47%) disagreed with this concept.

Analysis of the demographic characteristic of size of school system served, yielded a relatively even distribution of responses across the five response categories. Two hundred thirty-five (39%) of the respondents served school systems with 6,000 or more students. Of this number, 111 (47%) disagreed that a merit pay program reduces the rate of teacher turnover. Three hundred seventy-four (61%) of the respondents served school systems with less than 6,000 students. Of this number, 202 (54%) disagreed with this concept.

5. A Merit Pay Program Undermines Cooperative Attitudes Among Teachers

Two hundred forty-five (40%) of the respondents agreed while 364 (60%) disagreed that a merit pay program undermines the cooperative attitudes among teachers. The variables of sex, age, and occupation were found to be significant.

Four hundred forty-three (73%) of the respondents were male and 166 (27%) were female. Of the 443 male respondents, 276 (62%) disagreed that a merit pay program undermines cooperative attitudes among teachers. Of the 166 female respondents, 88 (53%) disagreed with this concept.

Four hundred four (66%) of the respondents were between the ages of thirty-six to fifty-five. Of this number, 257 (64%) disagreed that a merit pay program undermines cooperative attitudes among teachers. Eighty-one (49%) of the 168 respondents over the age of fifty-five disagreed with this concept while 25 (69%) of the respondents aged twenty-six to thirty-five responded in a like manner.

Four hundred (66%) of the respondents indicated an occupational status of professional or manager. Of this number, 260 (65%) disagreed that a merit pay program undermines cooperative attitudes among teachers. Two hundred nine (34%) respondents indicated an occupational status in one of the six remaining categories. Of this number, 104 (50%) disagreed with this concept.

6. A. Merit Pay Program Is Difficult To Administer

Four hundred seventy-three (78%) of the respondents agreed while 136 (22%) disagreed that a merit pay program is difficult to administer. The variables of age, occupation, and service were found to be significant.

Four hundred four (66%) of the respondents were between the ages thirty-six to fifty-five. Of this number, 311 (77%) agreed that a merit pay program is difficult to administer. One hundred thirty-five (82%) of the respondents over the age of fifty-five agreed with this concept while 27 (75%) of the respondents aged twenty-six to thirty-five responded in a like manner.

Four hundred (66%) of the respondents indicated an occupational status of professional or manager. Of this number, 300 (75%) agreed that a merit pay program is difficult to administer. Two hundred nine (34%) of the respondents indicated an occupational status in one of the six remaining categories. Of this number, 173 (83%) agreed with this concept.

Four hundred thirty-seven (72%) of the respondents had served as members of local school boards for six or fewer years. Three hundred thirty-two (76%) of this number agreed that a merit pay program is difficult to administer. Of the 172 (28%) respondents who had served as school board members for more than six years, 141 (82%) agreed with this concept.

7. The Administrative Requirements Of A Merit Pay Program Are A Prime Factor In The Design Of Such A Program

Five hundred thirty-five (88%) of the respondents agree while 74 (12%) disagree that the administrative requirements of a merit pay program are a prime factor in the design of such a program. The variables of sex, and location were found to be significant.

Four hundred forty-three (73%) of the respondents were male while 166 (27%) were female. Of the 443 male respondents, 380 (86%) agreed that the administrative requirements of a program are a prime factor in the design of such a program. Of the 166 female respondents, 155 (93%) agreed with this concept.

Analysis of the demographic characteristic of location of school system served yielded a comparatively even distribution of responses across the seven response categories. The following indicates the numbers of respondents in each category who agreed with this concept:

<u>Group</u>	<u>No. of Respondents</u>	<u>No. Agree</u>	<u>% Agree</u>
I	94	84	89
II	116	105	90
III	60	52	87
IV	97	86	89
V	98	89	90
VI	86	67	78
VII	58	52	90

8. A Merit Pay Program Requires The Expenditure Of Monies Beyond The Regular Salary Scale

Four hundred twenty-eight (70%) of the respondents agreed while 181 (30%) disagreed that a merit pay program requires the expenditure of monies beyond the regular salary scale. The variables of sex, age, occupation, service, and location were found to be significant.

Four hundred forty-three (73%) of the respondents were male while 166 (27%) were female. Of the 443 male respondents, 297 (67%) agreed that a merit pay program requires the expenditure of monies beyond the regular salary scale. Of the 166 female respondents, 131 (79%) agreed with this concept.

Four hundred four (66%) of the respondents were between the ages of thirty-six and fifty-five. Of this number, 275 (68%) agreed that a merit pay program will require the expenditure of monies beyond the regular salary scale. One hundred thirty (77%) of the 168 (28%) respondents over the age of fifty-five agreed with this concept, while 23 (64%) of the respondents aged twenty-six to thirty-five agreed.

Four hundred (66%) of the respondents indicated an occupational status of professional or manager. Of this number, 278 (70%) agreed that a merit pay program will require the expenditure of monies beyond the regular salary scale. Two hundred nine (34%) of the respondents indicated an occupational status in one of the

six remaining categories. Of this number, 126 (60%) agreed with this concept.

Four hundred thirty-seven (72%) of the respondents had served as members of local school boards for six or fewer years. Three hundred ((69%) of this number agreed that the expenditure of monies beyond the regular salary scale will be required by a merit program. Of the 172 (28%) respondents who had served as school board members for more than six years, 128 (74%) agreed with this concept.

Analysis of the demographic characteristic of location of school system yielded a comparatively even distribution of responses across the seven response categories. The following indicates the numbers of respondents who agreed that a merit pay program requires the expenditure of monies beyond the regular salary scale:

<u>Group</u>	<u>No. of Respondents</u>	<u>No. Agree</u>	<u>% Agree</u>
I	94	72	77
II	116	87	75
III	60	40	67
IV	97	69	71
V	98	55	56
VI	86	64	74
VII	58	41	71

9. A Merit Pay Program Saves Money In The Long Run

Two hundred seventy (44%) of the respondents agreed while 339 (56%) disagreed that a merit pay program saves money in the long run. The variables of sex and occupation were found to be significant.

Four hundred forty-three (73%) of the respondents were male while 166 (27%) were female. Of the 443 male respondents, 261 (59%) disagreed that a merit pay program saves money in the long run. Of the 166 female respondents, 78 (47%) disagreed with this concept.

Four hundred (66%) of the respondents indicated an occupational status of professional or manager. Of this number, 238 (60%) disagreed that a merit pay program saves money in the long run. Two hundred nine (34%) of the respondents indicated an occupational status in one of the six remaining categories. Of this number, 89 (43%) disagreed with this concept.

10. The Financial Requirements Of A Merit Pay Program Are A Prime Factor In The Design Of Such A Program

Three hundred sixty-six (60%) of the respondents agreed while 243 (40%) disagreed that the financial requirements of a merit pay program are a prime factor in the design of such a program. The variables of service, size, and location were found to be significant.

Four hundred thirty-seven (72%) of the respondents had served as local school board members for six or fewer years. Two hundred fifty-five (58%) of this number agreed that the financial requirements of a program are a prime factor in the design of such a program. Of the 172 (28%) respondents who had served as school board members for more than six years, 111 (65%) agreed with this concept.

Analysis of the demographic characteristic of size of school system served yielded a relatively even distribution of responses across the five response categories. Two hundred thirty-five (39%) respondents served school systems with 6,000 or more students. Of this number, 152 (65%) agreed that the financial requirements of a program are a prime factor in the design of such a program. Three hundred seventy-four (61%) of the respondents served school systems with less than 6,000 students. Of this number, 214 (57%) agreed with this concept.

Analysis of the demographic characteristic of location of school system yielded a comparatively even distribution of responses across the seven response categories. The following indicates the numbers of respondents in each response category who agreed that the financial requirements of a merit pay program are a prime factor in the design of such a program:

<u>Group</u>	<u>No. of Respondents</u>	<u>No. Agree</u>	<u>% Agree</u>
<i>I</i>	94	64	68
<i>II</i>	116	77	66
<i>III</i>	60	38	63
<i>IV</i>	97	55	56
<i>V</i>	98	49	50
<i>VI</i>	86	43	50
<i>VII</i>	58	40	68

11. A Merit Pay Program For Teachers Has No Place In The Public School Setting

One hundred twenty-three (20%) of the respondents agreed while 486 (80%) disagreed that a merit pay program for teachers has no place in the public school setting. The variables of race and location were found to be significant.

Five hundred forty-one (89%) of the respondents were white while 68 (11%) were black, hispanic, and Indian. Of the 541 white respondents, 438 (81%) disagreed that a merit pay program for teachers has no place in the public school setting. Of the 68 other respondents, 48 (73%) disagreed with this concept.

Analysis of the demographic characteristic of location of school system yielded a comparatively even distribution of responses across the seven response categories. The following indicates the numbers of respondents in each category who disagreed that a merit pay program for teachers has no place in the public school setting:

<u>Group</u>	<u>No. of Respondents</u>	<u>No. Agree</u>	<u>% Agree</u>
I	94	69	73
II	116	102	89
III	60	44	73
IV	97	71	73
V	98	78	80
VI	86	70	81
VII	58	52	90

Relationship Between Variables and Criteria

The CROSSTABS subprogram of SPSS was utilized to determine what, if any, statistical relationship existed between the same variables and the frequency of responses in each of the response categories to the criteria which the review of the literature, as identified in Chapter 1, determined to be important components of a merit pay program for teachers. The Chi Square test was applied to determine whether a systematic relationship existed between the variables and the responses in each of the four response categories. Again, the level of significance used was Alpha = .05. The complete data analysis by variables and criteria is located in Appendix F. Although significant differences were found in some items, a close examination of the data indicated that both cell sizes and percentages of agreement or disagreement were so small that these items did not significantly effect the perceptions of the respondents. The following is a summary of the significant responses to each of the component statements where the percentage difference was five points or more. (See Table K)

TABLE K. Significance of Personal and Demographic Characteristics and Criteria

	Criteria																											
<u>Variable</u>	1	2	3a	3b	3c	3d	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25
Sex		X	X																			X		X				X
Age		X						X					X				X	X		X								
Race	X	X													X	X			X									
Educational Level								X															X					X
Occupational Status		X					X									X				X	X	X	X				X	X
Length of Service		X								X					X													
Size of System			X																		X			X				
Location of System		X	X	X						X	X	X	X	X	X	X	X	X	X	X		X	X	X	X	X	X	X
Note: X indicates a significant response at Alpha = .05																												

1. The Primary Objective Should Be To Improve Instruction

Five hundred ninety-six (98%) of the respondents agreed while 13 (2%) disagreed that the primary objective of a program should be to improve instruction. The variable of race was found to be significant.

Five hundred forty-one (89%) of the respondents were white while 68 (11%) were black (10.8%), hispanic (0.2%), and Indian (0.2%). Of the 541 white respondents, 533 (99%) agreed that the primary objective of a merit pay program for teachers should be to improve instruction. Of the 68 other respondents, 62 (91%) agreed with this criteria.

2. The Program Should Not Be Used To Penalize Poor Or Unsatisfactory Teachers

Two hundred sixty-one (43%) of the respondents agreed while 348 (57%) disagreed that the program should not be used to penalize poor or unsatisfactory teachers. The variables of sex, age, race, service, and location were found to be significant.

Four hundred forty-three (73%) of the respondents were male while 166 (27%) of the respondents were female. Of the 443 male respondents, 265 (60%) disagreed that the program should not be used to penalize poor or unsatisfactory teachers. Of the 166 female respondents, 83 (50%) disagreed with this criteria.

Four hundred four (66%) of the respondents were between the ages of thirty-six and fifty-five. Of this number, 237 (59%) disagreed that the program should not be used to penalize poor or unsatisfactory teachers. Eighty-five (51%) of the 168 (28%) respondents over the age of fifty-five disagreed with this criteria while 25 (69%) of the 36 (6%) respondents aged twenty-six to thirty-five disagreed.

Five hundred forty-one (89%) of the respondents were white while 68 (11%) were black, hispanic, and Indian. Of the 541 white respondents, 329 (61%) disagreed that a program should not be used to penalize poor or unsatisfactory teachers. Of the 68 other respondents, 18 (26%) disagreed with this criteria.

Four hundred thirty-seven (72%) of the respondents had served as members of local school boards for six or fewer years. Of this number, 267 (61%) disagreed that the program should not be used to penalize poor or unsatisfactory teachers. Of the 172 (28%) respondents who had served as local school board members for more than six years, 80 (47%) disagreed with this criteria.

Analysis of the demographic characteristic of location of school system served yielded a comparatively even distribution of responses across the seven response categories. The following indicates the number of respondents in each category who disagreed that the program should not be used to penalize poor or unsatis-

factory teachers:

<u>Group</u>	<u>No. of Respondents</u>	<u>No. Agree</u>	<u>% Agree</u>
<i>I</i>	94	71	76
<i>II</i>	116	52	45
<i>III</i>	60	34	57
<i>IV</i>	97	54	56
<i>V</i>	98	63	64
<i>VI</i>	86	49	57
<i>VII</i>	58	24	41

3a. Input For Developing The Program Should Come From Teachers

Five hundred fifty-five (91%) of the respondents agreed while 53 (9%) disagreed that input for developing the program should come from teachers. The variables of sex, size, and location were found to be significant.

Four hundred forty-three (73%) of the respondents were male while 166 (27%) were female. Of the 443 male respondents, 398 (90%) agreed that teachers should have input into the development of a program. Of the 166 female respondents, 158 (95%) agreed with this criteria.

Analysis of the demographic characteristic of size of school system served yielded a relatively even distribution of responses across the five response categories. Two hundred thirty-five (39%) respondents served school systems with more than 6,000 students. Of this number, 222 (94%) agreed that teachers should have input into the development of the program. Three hundred seventy-four (61%) respondents served school systems with less

than 6,000 students. Of this number, 333 (89%) agreed with this criteria.

Analysis of the demographic characteristic of location of school system yielded a comparatively even distribution of responses across the seven response categories. The following indicates the number of respondents in each response category who agreed that input for developing the program should come from teachers:

<u>Group</u>	<u>No. of Respondents</u>	<u>No. Agree</u>	<u>% Agree</u>
I	94	81	86
II	116	112	96
III	60	53	88
IV	97	89	92
V	98	92	94
VI	86	78	91
VII	58	50	86

3b. Input For Developing The Program Should Come From Administrators

Five hundred eighty-seven (96%) of the respondents agreed while 22 (4%) disagreed that input for developing the program should come from administrators. The variable of location was found to be significant.

Analysis of the demographic characteristic of location of school system served yielded a comparatively even distribution of responses across the seven response categories. The following indicates the number of respondents who agreed that input for

developing the program should come from administrators:

<u>Group</u>	<u>No. of Respondents</u>	<u>No. Agree</u>	<u>% Agree</u>
I	94	91	97
II	116	114	98
III	60	60	100
IV	97	92	95
V	98	92	94
VI	86	84	98
VII	58	54	93

3c. Input For Developing The Program Should Come From The School Board

Five hundred fifty-seven (91%) of the respondents agreed while 52 (9%) disagreed that input for developing the plan should come from the school board. No variables were found to be significant.

3d. Input For Developing The Program Should Come From The Community

Four hundred seven (67%) of the respondents agreed while 202 (33%) disagreed that input for developing the program should come from the community. The variable of occupation was found to be significant.

Four hundred (66%) of the respondents indicated an occupational status of professional or manager. Of this number, 259 (65%) agreed that input for developing the program should come from the community. Two hundred nine (34%) of the respondents indicated an occupational status in one of the six remaining categories. Of this number, 148 (71%) agreed with this criteria.

4. The Program Should Be Designed After Thorough Research Of Problem Areas That Have Hampered Or Defeated Merit Pay Programs In Other School Divisions

Five hundred seventy-seven (95%) of the respondents agreed while 32 (5%) disagreed that the program should be designed after thorough research of problem areas that have hampered or defeated merit pay programs in other school divisions. No variables were found to be significant.

5. Eligibility For The Program Should Be Based Upon Recognized Predetermined Standards

Five hundred sixty-eight (93%) of the respondents agreed while 41 (7%) disagreed that the program should be based upon recognized predetermined standards. The variables of age and education were found to be significant.

Four hundred four (66%) of the respondents were between the ages of thirty-six and fifty-five. Of this number, 376 (93%) agreed that eligibility should be based upon recognized predetermined standards. One hundred fifty-nine (95%) of the 168 (28%) respondents over the age of fifty-five agreed with this criteria, while 32 (90%) of the 36 (6%) respondents aged twenty-six to thirty-five agreed.

Four hundred thirty-two (71%) of the respondents were college graduates or graduates of a graduate or professional school. Of this number, 412 (96%) agreed that the program should be based upon recognized predetermined standards. Of the 177 (29%)

respondents who indicated an educational level in one of the four remaining categories, 159 (89%) agreed with this criteria.

6. The Program Should Be Evaluated Annually So That Problem Areas Can Be Identified

Five hundred ninety-six (98%) of the respondents agreed while 13 (2%) disagreed that the program should be evaluated annually so that problem areas can be identified. No variables were found to be significant.

7. Provisions Should Be Made For Continuing The Program From Year To Year

Five hundred fifty-four (92%) of the respondents agreed while 55 (8%) disagreed that provisions should be made for continuing the program from year to year. The variables of service and location were found to be significant.

Four hundred thirty-seven (72%) of the respondents had served as local school board members for six or fewer years. Of this number, 405 (93%) agreed that provisions should be made for continuing the program from year to year. Of the 172 (28%) respondents who had served as local school board members for more than six years, 149 (87%) agreed with this criteria.

Analysis of the demographic characteristic of location of school system served yielded a comparatively even distribution of responses across the seven response categories. The following

indicates the number of respondents in each category who agreed that provisions should be made for continuing the program from year to year:

<u>Group</u>	<u>No. of Respondents</u>	<u>No. Agree</u>	<u>% Agree</u>
I	94	88	94
II	116	110	95
III	60	57	95
IV	97	84	87
V	98	90	92
VI	86	76	88
VII	58	49	84

8. Once Approved By The School Board, The School Administration Should Implement The Program

Five hundred eighty-one (96%) of the respondents agreed while 28 (4%) disagreed that the school administration should implement the program once it is approved by the school board. The variable of location was found to be significant.

Analysis of the demographic characteristic of location of school system served yielded a comparatively even distribution of responses across the seven response categories. The following indicates the number of respondents in each category who agreed that the program should be implemented by the school administration once it has been approved by the school board:

<u>Group</u>	<u>No. of Respondents</u>	<u>No. Agree</u>	<u>% Agree</u>
I	94	93	99
II	116	110	95
III	60	59	99
IV	97	92	95
V	98	92	94
VI	86	81	94
VII	58	54	93

9. The Number Of "Meritorious" Teachers In The School Division Should Not Be Predetermined

Five hundred fifty-one (90%) of the respondents agreed while 58 (10%) disagreed that the number of 'meritorious' teachers in the school division should not be predetermined. The variable of location was found to be significant.

Analysis of the demographic characteristic of location of school system served yielded a comparatively even distribution of responses across the seven response categories. The following indicates the number of respondents in each category who agreed that the number of 'meritorious' teachers in the school division should not be predetermined:

<u>Group</u>	<u>No. of Respondents</u>	<u>No. Agree</u>	<u>% Agree</u>
I	94	86	91
II	116	106	90
III	60	54	90
IV	97	88	91
V	98	84	86
VI	86	81	94
VII	58	53	91

10. Evaluation Standards Chosen To Distinguish Superior Teachers Should Reflect Classroom Performance

Five hundred ninety-two (97%) of the respondents agreed while 17 (3%) disagreed that evaluation standards chosen to distinguish superior teachers should reflect classroom performance. The variables of age and location were found to be significant.

Four hundred four (66%) of the respondents were between the ages of thirty-six and fifty-five. Of this number, 392 (97%) agreed that evaluation standards chosen to distinguish superior teachers should reflect classroom performance. One hundred sixty-six (99%) of the 168 (28%) respondents over the age of fifty-five agreed with this criteria, while 33 (92%) of the 36 (6%) respondents aged twenty-six to thirty-five agreed.

Analysis of the demographic characteristic of location of school system served yielded a comparatively even distribution of responses across the seven response categories. The following indicates the number of respondents in each category who agreed that evaluation standards chosen to distinguish superior teachers should reflect classroom performance:

<u>Group</u>	<u>No. of Respondents</u>	<u>No. Agree</u>	<u>% Agree</u>
I	94	94	100
II	116	112	97
III	60	57	95
IV	97	95	98
V	98	93	95
VI	86	86	100
VII	58	54	93

11. Teachers Should Know The Criteria And Their Importance That Will Be Used In The Evaluation

Five hundred eighty-eight (97%) of the respondents agreed while 21 (3%) disagreed that teachers should know the criteria and their importance that will be used in the evaluation. The variable of location was found to be significant.

Analysis of the demographic characteristic of location of school system served yielded a comparatively even distribution of responses across the seven response categories. The following indicates the number of respondents in each category who agreed that teachers should know the criteria and their importance that will be used in the evaluation:

<u>Group</u>	<u>No. of Respondents</u>	<u>No. Agree</u>	<u>% Agree</u>
I	94	92	98
II	116	112	97
III	60	56	93
IV	97	92	95
V	98	95	97
VI	86	85	99
VII	58	56	97

12. Teacher Evaluation Should Be Conducted By A Team Of Evaluators From The Teachers And Administrators Of The School Division

Four hundred seventy-five (78%) of the respondents agreed while 134 (22%) disagreed that the evaluation team should be selected from among the teachers and administrators of the school division. The variables of race, service, and location were

found to be significant.

Five hundred forty-one (89%) of the respondents were white while 68 (11%) were black, hispanic, and Indian. Of the 541 white respondents, 415 (77%) agreed that teacher evaluation should be conducted by a team of evaluators selected from the teachers and administrators of the school division. Of the 68 other respondents, 61 (90%) agreed with this criteria.

Four hundred thirty-seven (72%) of the respondents had served as members of local school boards for six or fewer years. Of this number, 335 (77%) agreed that the evaluation team should be made up of teachers and administrators from the school division. Of the 172 (28%) respondents who had served as local school board members for more than six years, 141 (82%) agreed with this criteria.

Analysis of the demographic characteristic of location of school system served yielded a comparatively even distribution of responses across the seven response categories. The following indicates the number of respondents in each category who agreed that teacher evaluation should be conducted by a team selected from the teachers and administrators of the school division:

<u>Group</u>	<u>No. of Respondents</u>	<u>No. Agree</u>	<u>% Agree</u>
I	94	81	86
II	116	99	85
III	60	47	78
IV	97	73	75
V	98	86	88
VI	86	48	56
VII	58	42	72

13. Teachers Should Have The Opportunity To Select One Member Of The Evaluation Team

Four hundred twenty-five (70%) of the respondents agreed while 184 (30%) disagreed that teachers should have the opportunity to select one member of the evaluation team. The variables of race, occupation, service, and location were found to be significant.

Five hundred forty-one (89%) of the respondents were white while 68 (11%) were black, hispanic, and Indian. Of the 541 white respondents, 367 (68%) agreed that teachers should be able to select one member of their evaluation team. Fifty-seven (84%) of the 68 other respondents agreed with this criteria.

Four hundred (66%) of the respondents indicated an occupational status of professional or manager. Of this number, 257 (69%) agreed that teachers should be able to select one member of their evaluation team. Two hundred nine (34%) of the respondents indicated an occupational status in one of the six remaining categories. Of this number, 167 (80%) agreed with this criteria.

Four hundred thirty-seven (72%) of the respondents had served

as local school board members for six or fewer years. Of this number, 294 (67%) agreed that teachers should be able to select one member of their evaluation team. Of the 172 (28%) respondents who had served as local school board members for more than six years, 130 (76%) agreed with this criteria.

Analysis of the demographic characteristic of location of school system served yielded a comparatively even distribution of responses across the seven response categories. The following indicates the number of respondents in each category who agreed that teachers should have the opportunity to select one member of the evaluation team:

<u>Group</u>	<u>No. of Respondents</u>	<u>No. Agree</u>	<u>% Agree</u>
I	94	80	85
II	116	87	75
III	60	34	57
IV	97	57	59
V	98	74	76
VI	86	55	64
VII	58	37	64

14. Pupil Achievement, As Measured By Standardized Tests, Should Be A Criteria For Assessing Merit

Three hundred seventy-four (61%) of the respondents agreed while 235 (39%) disagreed that pupil achievement, as measured by standardized tests, should be a criteria for assessing merit. The variables of age and location were found to be significant.

Four hundred four (66%) of the respondents were between the

ages of thirty-six and fifty-five. Of this number, 242 (60%) agreed that pupil achievement, as measured by standardized tests, should be a criteria for assessing merit. One hundred twenty (71%) of the 168 (28%) respondents over the age of fifty-five agreed with this criteria, while 12 (33%) of the 37 (6%) respondents aged twenty-six to thirty-five agreed.

Analysis of the demographic characteristic of location of school system served yielded a comparatively even distribution of responses across the seven response categories. The following indicates the number of respondents in each category who agreed that pupil achievement, as measured by standardized tests, should be a criteria for assessing merit:

<u>Group</u>	<u>No. of Respondents</u>	<u>No. Agree</u>	<u>% Agree</u>
I	94	60	64
II	116	74	64
III	60	35	58
IV	97	62	64
V	98	50	51
VI	86	55	64
VII	58	39	67

15. Conferences Between The Teacher And Evaluators Should Be Held Following The Evaluations

Five hundred seventy-eight (95%) of the respondents agreed while 31 (5%) disagreed that conferences between the teacher and evaluators should be held following the evaluations. The variables of age, race, and location were found to be significant.

Four hundred four (66%) of the respondents were between the ages of thirty-six and fifty-five. Of this number, 389 (96%) agreed that conferences between the teacher and evaluators should be held following the evaluations. One hundred fifty-three (91%) of the 168 (28%) respondents over the age of fifty-five agreed with this criteria, while 35 (97%) of the 37 (6%) respondents aged twenty-six to thirty-five agreed.

Five hundred forty-one (89%) of the respondents were white while 68 (11%) were black, hispanic, and Indian. Of the 541 white respondents, 516 (95%) agreed that conferences should be held following evaluations. Sixty-one (90%) of the 68 other respondents agreed with this criteria.

Analysis of the demographic characteristic of location of school system served yielded a comparatively even distribution of responses across the seven response categories. The following indicates the number of respondents in each category who agreed that conferences between the teacher and evaluators should be held following the evaluations:

<u>Group</u>	<u>No. of Respondents</u>	<u>No. Agree</u>	<u>% Agree</u>
I	94	90	96
II	116	111	96
III	60	58	97
IV	97	92	95
V	98	93	95
VI	86	83	97
VII	58	50	86

16. Merit Evaluations Should Be Valid For One Year And Extended Only Through Re-Evaluation The Next Year

Five hundred sixty-five (93%) of the respondents agreed while 44 (7%) disagreed that merit evaluations should be valid for one year and extended only through re-evaluation the next year. The variable of location was found to be significant.

Analysis of the demographic characteristic of location of school system served yielded a comparatively even distribution of responses across the seven response categories. The following indicates the number of respondents in each category who agreed that merit evaluations should be valid for one year and extended only through re-evaluation the next year:

<u>Group</u>	<u>No. of Respondents</u>	<u>No. Agree</u>	<u>% Agree</u>
I	94	89	95
II	116	109	94
III	60	57	95
IV	97	92	95
V	98	88	90
VI	86	83	97
VII	58	47	81

17. Provisions Should Be Made For Teacher Appeal of Merit Ratings

Four hundred twenty-three (69%) of the respondents agreed while 186 (31%) disagreed that provisions should be made for teacher appeal of merit ratings. The variables of age, occupation, and location were found to be significant.

Four hundred four (66%) of the respondents were between the

ages of thirty-six and fifty-five. Of this number, 284 (70%) agreed that provisions should be made for teacher appeal of merit ratings. One hundred seventeen (70%) of the 168 (28%) respondents over the age of fifty-five agreed with this criteria, while 21 (58%) of the 37 (6%) respondents aged twenty-six to thirty-five responded in a like manner.

Four hundred (66%) of the respondents indicated an occupational status of professional or manager. Of this number, 265 (66%) agreed that provisions should be made for teacher appeal of merit ratings. One hundred fifty-eight (76%) of the 209 (34%) respondents who indicated an occupational status in one of the six remaining categories agreed with this criteria.

Analysis of the demographic characteristic of location of school system served yielded a comparatively even distribution of responses across the seven response categories. The following indicates the number of respondents in each category who agreed that provisions should be made for teacher appeal of merit ratings:

<u>Group</u>	<u>No. of Respondents</u>	<u>No. Agree</u>	<u>% Agree</u>
I	94	71	76
II	116	78	67
III	60	35	58
IV	97	67	69
V	98	68	69
VI	86	64	74
VII	58	40	69

18. Salary Increases For Merit Pay Should Be Differentiated
Based Upon A Teacher's Academic Preparation And Years Of
Experience

Two hundred eighty-two (46%) of the respondents agreed while 327 (54%) disagreed that salary increases for merit pay should be differentiated based upon a teacher's academic preparation and years of experience. The variables of occupation and size were found to be significant.

Four hundred (66%) of the respondents indicated an occupational status of professional or manager. Of this number, 236 (59%) disagreed that salary increases for merit pay should be differentiated based upon a teacher's academic preparation and years of experience. Ninety (43%) of the 209 (34%) respondents who indicated an occupational status in one of the six remaining categories disagreed with this criteria.

Analysis of the demographic characteristic of size of school system served yielded a relatively even distribution of responses across the five response categories. Of the 235 (39%) respondents who served school systems with more than 6,000 students, 135 (57%) disagreed that salary increases should be differentiated based upon academic preparation and years of experience. One hundred ninety-one (51%) of the 374 (61%) respondents who served school systems with less than 6,000 students disagreed with this criteria.

19. Monies For Merit Increases Should Not Come From Funds
Budgeted For The Basic Salary Schedule

Three hundred sixty-nine (61%) of the respondents agreed while 240 (39%) disagreed that monies for merit increases should not come from funds budgeted for the basic salary schedule. The variables of sex, occupation, and location were found to be significant.

Four hundred forty-three (73%) of the respondents were male while 166 (27%) were female. Of the 443 male respondents, 241 (54%) agreed that monies for merit increases should not come from funds budgeted for the basic salary schedule. One hundred twenty-eight (77%) of the female respondents agreed with this criteria.

Analysis of the demographic characteristic of location of school system served yielded a comparatively even distribution of responses across the seven response categories. The following indicates the number of respondents in each category who agreed that monies for merit increase should not come from funds budgeted for the regular salary schedule:

<u>Group</u>	<u>No. of Respondents</u>	<u>No. Agree</u>	<u>% Agree</u>
I	94	51	54
II	116	79	68
III	60	41	68
IV	97	62	64
V	98	54	55
VI	86	59	69
VII	58	23	40

20. Merit Increments Awarded To Superior Teachers Should Be Large Enough To Provide A Real Incentive For Outstanding Service

Five hundred sixty-six (93%) of the respondents agreed while 43 (7%) disagreed that merit increments awarded to superior teachers should be large enough to provide a real incentive for outstanding service. The variables of education, occupation, and location were found to be significant.

Four hundred thirty-two (71%) of the respondents were college graduates or graduates of a graduate or professional school. Of this number, 410 (95%) agreed that merit increments should be large enough to provide the teacher with a real incentive for outstanding service. Of the 177 (29%) respondents who indicated an educational level in one of the four remaining categories, 155 (87%) agreed with this criteria.

Four hundred (66%) of the respondents indicated an occupational status of professional or manager. Of this number, 373 (93%) agreed that merit increments should be large enough to provide a real incentive to teachers. One hundred fifty-five (87%) of the 209 (34%) respondents who indicated an occupational status in one of the six remaining categories agreed with this criteria.

Analysis of the demographic characteristic of location of school system served yielded a comparatively even distribution of responses across the seven response categories. The following

indicates the number of respondents in each category who agreed that merit increments should be large enough to provide a real incentive for outstanding service:

<u>Group</u>	<u>No. of Respondents</u>	<u>No. Agree</u>	<u>% Agree</u>
I	94	89	95
II	116	110	95
III	60	51	85
IV	97	93	96
V	98	88	90
VI	86	80	93
VII	58	54	93

21. The Basic Salary Schedule Should Be Sound And Competitive With Those Of Neighboring School Systems

Five hundred sixty-eight (93%) of the respondents agreed while 41 (7%) disagreed that the basic salary schedule should be sound and competitive with those of neighboring school systems. The variables of sex, size, and location were found to be significant.

Four hundred forty-three (73%) of the respondents were male while 166 (27%) were female. Of the 443 male respondents, 404 (91%) agreed that the basic salary schedule should be sound and competitive with those of neighboring school systems. One hundred sixty-four (99%) of the female respondents agreed with this criteria.

Analysis of the demographic characteristic of size of school system served yielded a relatively even distribution of responses across the five response categories. Of the 235 (39%) respondents who served school systems with more than 6,000 students, 227 (97%)

agreed that the basic salary schedule should be sound and competitive with those of neighboring school systems. Three hundred forty-one (91%) of the 374 (61%) respondents who served school systems with less than 6,000 students agreed with this criteria.

Analysis of the demographic characteristic of location of school system served yielded a comparatively even distribution of responses across the seven response categories. The following indicates the number of respondents in each category who agreed that the basic salary schedule should be sound and competitive with those of neighboring school systems:

<u>Group</u>	<u>No. of Respondents</u>	<u>No. Agree</u>	<u>% Agree</u>
I	94	88	94
II	116	110	95
III	60	59	98
IV	97	90	93
V	98	90	92
VI	86	82	95
VII	58	49	84

22. Sufficient Funding To Enable The Program To Operate As Intended Should Be Secured Prior To The Implementation Of The Program

Five hundred eighty-seven (96%) of the respondents agreed while 22 (4%) disagreed that sufficient funding to enable the program to operate as intended should be secured prior to the implementation of the program. The variable of location was found to be significant.

Analysis of the demographic characteristic of location of school system served yielded a comparatively even distribution of responses across the seven response categories. The following indicates the number of respondents in each category who agreed that sufficient funding to enable the program to operate as intended should be secured prior to the implementation of the program:

<u>Group</u>	<u>No. of Respondents</u>	<u>No. Agree</u>	<u>% Agree</u>
I	94	92	98
II	116	115	99
III	60	60	100
IV	97	92	95
V	98	88	90
VI	86	84	98
VII	58	56	97

23. The Cost-Benefit Aspect Should Be A Prime Factor In The Design Of The Program

Four hundred fifty-seven (75%) of the respondents agreed while 152 (25%) disagreed that the cost-benefit aspect should be a prime factor in the design of the program. The variable of location was found to be significant.

Analysis of the demographic characteristic of location of school system served yielded a comparatively even distribution of responses across the seven response categories. The following indicates the number of respondents in each category who agreed that the cost-benefit aspect should be a prime factor in the design of the program:

<u>Group</u>	<u>No. of Respondents</u>	<u>No. Agree</u>	<u>% Agree</u>
I	94	78	83
II	116	93	80
III	60	43	72
IV	97	70	72
V	98	71	72
VI	86	65	76
VII	58	38	66

24. The Local Community Should Be Supportive Of The Program

Five hundred sixty-three (92%) of the respondents agreed while 46 (8%) disagreed that the local community should be supportive of the program. The variables of occupation and location were found to be significant.

Four hundred (66%) of the respondents indicated an occupational status of professional or manager. Of this number, 362 (91%) agreed that the community should be supportive of the program. Two hundred (96%) of the 209 (34%) respondents who indicated an occupational status in one of the six remaining categories agreed with this criteria.

Analysis of the demographic characteristic of location of school system served yielded a comparatively even distribution of responses across the seven response categories. The following indicates the number of respondents in each category who agreed that the local community should be supportive of the program:

<u>Group</u>	<u>No. of Respondents</u>	<u>No. Agree</u>	<u>% Agree</u>
I	94	89	95
II	116	108	93
III	60	53	88
IV	97	91	94
V	98	88	94
VI	86	81	94
VII	58	52	90

25. The Local Community Should Readily Accept The Additional Cost Of The Program

Five hundred twenty (85%) of the respondents agreed while 89 (15%) disagreed that the local community should readily accept the additional cost of the program. The variables of sex, education, occupation, and location were found to be significant.

Four hundred forty-three (73%) of the respondents were male while 166 (27%) were female. Of the 443 male respondents, 368 (83%) agreed that the local community should readily accept the additional cost of the program. One hundred fifty-two (92%) of the female respondents agreed with this criteria.

Four hundred thirty-two (71%) of the respondents were college graduates or graduates of a graduate or professional school. Of this number, 384 (89%) agreed that the local community should readily accept the additional costs of the program. One hundred thirty-six (76%) of the 177 (29%) respondents who indicated an educational level in one of the four remaining categories agreed with this criteria.

Four hundred (66%) of the respondents indicated an occupational status of professional or manager. Of this number, 331 (83%) agreed that the local community should readily accept the additional costs of the program. One hundred eighty-nine (90%) of the 209 (34%) respondents who indicated an occupational status in one of the six remaining categories agreed with this criteria.

Analysis of the demographic characteristic of location of school system served yielded a comparatively even distribution of responses across the seven response categories. The following indicates the number of respondents in each category who agreed that the local community should readily accept the additional costs of the program:

<u>Group</u>	<u>No. of Respondents</u>	<u>No. Agree</u>	<u>% Agree</u>
I	94	85	90
II	116	101	87
III	60	54	90
IV	97	84	87
V	98	74	76
VI	86	80	93
VII	58	42	72

The Interviews

Survey respondents, in response to a question on the survey instrument, indicated whether or not their school division presently had or has had at sometime since 1960 a merit pay program for teachers. (See Appendix C) Of the ten school divisions identified by the respondents, five were selected for this aspect of the study.

Analysis of the responses made by local school board members to the initial survey indicated that all but two of the criteria were thought to be important components of a merit pay program for teachers. Based on these results, an interview questionnaire was developed using the criteria of a merit pay program for teachers which the survey respondents identified as being important. (See Appendix D) The Personnel Director in each of the selected school divisions was interviewed using this questionnaire.

School System No. 1

The Teacher Incentive Program, as the program is called, was in its formative stages. The program had been approved by the School Board, while the concept had been approved by the Board of Supervisors.

In response to the interview questions, the Director of Personnel indicated that the program was based upon all but four of the criteria. These four were:

1. Community input was not sought in the developmental stages of the program. Once the program had been developed, the concept was presented to the School Division Planning Council, which contains community representatives, for their opinion.
2. The criteria used to determine teacher qualification for the program does not include standardized test results. Pupil achievement was not used in any way to assess merit.
3. The salary increase for the program is not differentiated based upon a teacher's academic preparation and years of experience. The increase is a flat

dollar amount, but one qualification for the program eligibility is a minimum number of years of teaching experience.

4. One member of the evaluation team is selected from among a list of approved evaluators not employed by the school system.

School System No. 2

The Career Schedule, as the program is called, has been operational for a number of years. According to the Director of Personnel, the program is becoming more popular with teachers and each year more and more persons apply for eligibility.

In response to the interview questions, the personnel director indicated that the Career Schedule was based upon all but three of the criteria. The three areas of difference were those concerning community input into the development of the program; the use of standardized test results as a criteria to assess merit; and, basing the salary increment on the teacher's academic preparation and years of teaching experience. It was indicated, however, that a teacher must have taught a minimum of ten (10) years before being eligible to apply for the program.

School System No. 3

The literature indicates that there are many variations of merit programs. This variation is evident in School System No. 3 which did not bear any resemblance to any of the other programs studied and therefore it was difficult to compare to the criteria. This approach does not provide any type of salary increment to individual teachers.

Further, it was not based upon any evaluation standards designed to determine the quality of performance by an individual teacher. Instead, yearly pupil achievement goals are set by the central school administration. Based upon the results of a systemwide standardized testing program, it is determined which schools at each level (elementary, middle, high) have made the greatest overall progress toward achieving the goal.

The top three schools at each level are given a predetermined amount of money to be used by the principal and teachers to purchase needed instructional materials. According to the personnel director, the teachers are very receptive to the system and he feels that this approach has helped to significantly increase teacher effectiveness in the classroom.

School System No. 4

The Career Teacher Program is similar in design to those found in school systems numbers 1 and 2 reported in this study. According to the personnel director, the program was designed using most of the criteria identified by the school board members as being important. In response to the interview questions, the personnel director indicated that this program differed from the identified criteria in the areas of community involvement in the design of the program; the use of standardized test results as a criteria for assessing merit; and, basing the salary increment on the teacher's academic preparation and years of experience.

This program was operational for several years during the early 1970's but has since been abandoned. The lack of financial support on the part of the county Board of Supervisors was the primary factor cited for the demise of the program.

School System No. 5

The Career Teacher Program, as it is called, was approved by the school board several years ago. However, according to the Coordinator of Personnel, the lack of funding has prohibited the implementation of the program.

In response to the interview questions, the personnel coordinator stated that the components of the program are the same as those identified by school board members with the following exceptions:

- 1. Community input was not sought in the developmental stages of the program. The program was presented to the Parent Advisory Council for their opinion, but only after it had been developed.*
- 2. The results of standardized tests are not used in any way to determine whether or not a teacher qualifies for the program.*
- 3. A teacher's academic preparation and years of experience are not considered when awarding the salary bonus. A flat dollar amount is used but a teacher must have taught for a specified minimum number of years to be eligible to apply for the program.*

Summary

Personal Characteristics and Attitude Toward Merit Pay

The data indicated that the variables of sex, educational level, occupational status, and length of a board member's service on the

board significantly effected attitude toward merit pay for teachers. Therefore, it was concluded that there was a significant relationship between the personal characteristics of school board members and attitude toward merit pay for teachers. More specifically:

1. The variables of age and race of the respondents had no significant impact upon the attitudes expressed about merit pay for teachers.
2. Male school board members would more readily approve a merit pay program for teachers than would female board members. Males comprised the overwhelming majority (73%) of the survey respondents. Analysis of their responses to the attitude statements indicated that they did not believe that a merit pay program would adversely effect teacher morale. They indicated that the cooperative attitudes among teachers would not be undermined with the implementation of a program, however, such a program would not reduce the rate of teacher turnover. The financial implications of a program did not adversely effect attitude toward a program other than they indicated that a program would not save money in the long run.
3. School board members who occupationally were professionals or managers would be more likely to approve a merit pay program for teachers than would school board memers who occupationally could be classified in one of the six other categories used in the study. The majority of the respondents (66%) indicated that they were professionals or managers. Analysis of their responses indicated that the financial, morale, and evaluation implications of merit pay had no adverse effect upon their attitudes toward a program.
4. The higher the educational level of the board member, the more likely it would be that he would approve a merit pay program for teachers. The majority of the respondents (71%) indicated an educational level of college graduate or graduate of a graduate or professional school. These respondents indicated that

the financial, morale, and evaluation implications of merit pay for teachers did not adversely effect their attitude toward a program.

5. Board members with six or fewer years of experience on the board would be more likely to approve a merit pay program for teachers. A majority of the respondents (72%) had served as members of local school boards for six or fewer years. These less experienced persons indicated a more positive overall attitude toward merit pay, while respondents who had served on the local school boards for more than six years indicated more concern about the financial, morale, and evaluation implications of a program.

Demographic Characteristics and Attitude Toward Merit Pay

The data indicated that the variables of size of school system and location of school system did not significantly effect attitude toward merit pay for teachers. Therefore, it was concluded that there was no significant relationship between the demographic characteristics of school board members and attitude toward merit pay for teachers.

Personal Characteristics and Importance of Criteria

The data indicated that the opinions expressed by the respondents about the importance of the criteria as components of a merit pay program for teachers were not independent of their sex, educational level, occupational status, and length of service on the school board. The variables of age and race had no significant impact upon the opinions expressed about the degree of importance of the criteria.

The majority of the respondents were male (73%); indicated an occupational status of professional or manager (66%); indicated an

educational level of college graduate or graduate of a graduate or professional school (71%); and, indicated six or fewer years of service on the school board (72%). Opinions expressed concerning the importance of the criteria as components of a merit pay program for teachers indicated that school board members who were male; employed in a professional or managerial position; possessed at least a college degree; and, had served as a local school board member for six or fewer years would be more likely to approve a merit pay program comprised of the components identified in this study.

Sex, occupational status, educational level, and length of service on the school board significantly effected school board member opinion on the degree of importance of the criteria as components of a merit pay program for teachers. Therefore, it was concluded that there was a significant relationship between the personal characteristics of school board members and the criteria they considered as important components of a merit pay program for teachers.

Demographic Characteristics and Importance of Criteria

Analysis of the responses indicated that the opinions expressed by the respondents about the degree of importance of the criteria as components of a merit pay program for teachers were not independent of the location of the school system. Responses based upon location school system served were comparatively even across the seven response categories based upon the total number of school board members in each

Superintendent's Study Group. Analysis of the responses in each group indicated that the school boards in Study Groups I, II, IV, and VI would be most likely to approve a merit pay program for teachers based upon the criteria identified in this study. School boards in Study Groups III and V would be likely to approve a program based upon the identified criteria, but analysis of the responses indicated that the respondents from these Groups agreed less often and at a lower percentage with the identified criteria. School boards in Study Group VII would be least likely to approve a merit pay program based upon the identified criteria. Analysis of their responses indicated that they agreed least often and at the lowest percentage with the identified criteria.

The conclusion was that the location of the school system effected school board member opinion on the degree of importance of the criteria as components of a merit pay program for teachers. It was further concluded that there was a significant relationship between the demographic characteristic of location of school system served and the criteria considered by school board members as important components of a merit pay program for teachers.

The Interviews

Analysis of the data indicated a relationship between school board members' perceptions of merit pay and the actual operational characteristics of merit pay programs. This relationship was not unexpected,

since the school board has the ultimate responsibility to design or approve the design of this type of program.

The results of these studies did reveal some interesting aspects. Of note is the degree of involvement of the community in the development and design of the program and the belief by school board members that the community must be supportive of the program and readily accept the additional costs of the program. Of the programs studied, none indicated any degree of local community involvement in the developmental stages of the program. Yet, a criteria included as a component of these programs was that of community support of the program's philosophy and financial burden.

Academic preparation and years of experience have traditionally been and presently are the major determinant of a teacher's salary. The majority of the school systems surveyed in this phase of the study used a flat dollar increase to the teacher as the merit increment. One system did not compensate teachers directly but gave a set amount of money to selected schools to be used by all teachers in that school to purchase needed instructional supplies. It was stated that those systems who used the flat dollar increment determined a teacher's performance to be meritorious based upon a set of generally accepted criteria which correlated with those identified in this study. The flat dollar stipend, determined to be a sufficient reward for quality service, was applied on top of the teacher's contracted salary. It was the consensus of those

persons interviewed that meritorious service was meritorious service regardless of a teacher's years of service and academic preparation. Thus, the merit increment should be equal for all. However, it should be noted that eligibility for these merit programs was based, in part, on a specified minimum number of years of teaching experience.

Chapter 4

THE CONCLUSIONS

Introduction

This study provided a survey of all local school board members in the Commonwealth of Virginia to investigate their attitudes and perceptions of merit pay for teachers, as well as determine the criteria which they consider important components of a merit pay plan for teachers. In addition, this study compares these criteria with the characteristics of merit pay programs which are now or have been operational in school systems in Virginia at sometime since 1960 to see how realistically they apply to actual situations.

All 831 persons listed by the Virginia School Boards Association as being members of local school boards in Virginia were surveyed. Of this number, 609 responses were received and tabulated. The results of this tabulation are the data upon which this study is based.

The following questions were investigated in this study:

- 1. Is there a relationship between personal characteristics of school board members and their attitude toward merit pay?*
- 2. Is there a relationship between demographic characteristics of school systems and board members' attitudes toward merit pay?*
- 3. Is there a relationship between perceived financial implications of merit pay and school board members' attitudes toward a program?*
- 4. Is there a relationship between perceived implications of merit pay on teacher morale within a school division*

and school board members' attitudes toward a program?

5. Is there a relationship between perceived implications of merit pay on teacher evaluation within a school division and school board members' attitudes toward a program?
6. Is there a relationship between school board members' perceptions of merit pay and the actual operational characteristics of merit pay programs?

Agreement on Identified Criteria

The review of the literature, as identified in Chapter 1, identified certain criteria which had been determined to be important components of a merit pay program for teachers. Seventy-five percent or more of the survey respondents agreed that the following criteria were important components of a merit pay program in Virginia:

1. The primary objective should be to improve instruction.
2. Input for developing the program should come from the following: Teachers, Administrators, and the School Board.
3. The program should be designed after thorough research of problem areas that have hampered or defeated merit pay programs in other school systems.
4. Eligibility for the program should be based upon recognized predetermined standards.
5. The program should be evaluated annually, so that problem areas can be identified.
6. Provisions should be made for continuing the program from year to year.
7. Once approved by the school board, the school administration should implement the program.

8. *The number of 'meritorious' teachers in the school division should not be predetermined.*
9. *Evaluation standards chosen to distinguish superior teachers should reflect classroom performance.*
10. *Teachers should know the criteria and their importance that will be used in the evaluation.*
11. *Teacher evaluation should be conducted by a team of evaluators selected from the teachers and administrators of the school division.*
12. *Conferences between teacher and evaluators should be held following the evaluations.*
13. *Merit evaluations should be valid for one year and extended only through re-evaluation the next year.*
14. *Merit increments awarded to superior teachers should be large enough to provide a real incentive for outstanding service.*
15. *The basic salary schedule should be sound and competitive with those of neighboring school systems.*
16. *Sufficient funding to enable the program to operate as intended should be secured prior to the implementation of the program.*
17. *The cost-benefit aspect should be a prime factor in the design of the program.*
18. *The local community should be supportive of the program.*
19. *The local community should readily accept the additional costs of the program.*

Conclusions on Issues Investigated

The following conclusions are based on the analysis of the data:

1. A significant relationship existed between the personal characteristics of school board members and attitude toward merit pay for teachers. More specifically:
 - A. Male school board members would more readily approve a merit pay program than would female board members.
 - B. The higher the educational level of the board member, the more likely it would be that he would approve a program.
 - C. Board members who occupationally were professionals or managers would be more likely to approve a program than would board members who indicated an occupational status in one of the other categories used in the study.
 - D. A board member with six or fewer years of service on the board would be more likely to approve a program than would a board member with more than six years of service on the board.
2. A significant relationship did not exist between the demographic characteristics of school systems and board members' attitude toward a merit pay program for teachers. The size of the school system served and the location of the school system did not effect board members' attitude toward a program. .
3. The financial implications of a merit pay program for teachers did not adversely effect the attitude of school board members. More specifically:
 - A. Male school board members indicated less concern about the financial implications of a program than did the female board members.
 - B. Board members who indicated an educational level of at least a college degree indicated less concern than did board members who indicated a lower educational level.
 - C. Board members who occupationally were professionals or managers indicated that the financial implications caused them less concern than did board

members who indicated an occupational status in one of the other categories used in the study.

- D. Board members with six or fewer years of service on the school board indicated less concern than did board members with more than six years of service on the board.
-
4. The implications of merit pay on teacher morale did not adversely effect the attitude of school board members. More specifically:
 - A. Male school board members indicated less concern than did female board members.
 - B. Board members who indicated an educational level of at least a college degree noted less concern than did board members who indicated a lower educational level.
 - C. Board members who indicated an occupational status of professional or manager noted less concern than did board members who indicated an occupational status in one of the other categories used in the study.
 - D. Board members with six or fewer years of service on the school board indicated less concern than did board members with more than six years of service on the board.
 5. The implicatons of merit pay on teacher evaluation within the school division did not adversely effect the attitude of school board members. More specifically:
 - A. Male school board members indicated less concern than did female board members.
 - B. Board members who held at least a college degree indicated less concern than did board members who indicated a lower educational level.
 - C. Board members who occupationally were professionals or managers noted less concern than did board members who indicated an occupational status in one of the other categories used in the study.
 - D. Board members with six or fewer years of service on the school board indicated less concern than did board members with more than six years of service on the board.

6. The criteria identified by school board members as being important components of a merit pay program for teachers compared positively with the actual operational characteristics of merit pay programs in place in Virginia school systems. The exceptions to this were as follows:

- A. Community involvement in the development of the program was not a part of any program. It must be noted, however, that all programs invited community input but only after the program had been developed.
- B. A teacher's academic preparation and years of teaching experience was not a factor used to determine the merit increment. In all programs, a flat dollar amount was used. However, all programs had established a minimum number of years of teaching experience as a criteria for eligibility for the program.
- C. The makeup of the evaluation team included only employees of the school division, with one exception. In the exception, it was indicated that the use of the one outside evaluator was to preserve the credibility of the program. It should be noted, however, that the outside evaluator was chosen by the teacher from a list of evaluators approved by the Division Superintendent.

Discussion and Implications

A review of the literature on merit pay for teachers, as identified in Chapter 1, indicated a broad spectrum of perceptions on the topic. Business and industry have successfully designed and implemented merit programs for their employees. Public education has seen the design and implementation of numerous merit pay programs, but has seen most of these fail or be abandoned for one reason or another. Thus, the history of merit pay for teachers has been one of almost total failure. Although this has not caused local school boards to disregard completely the idea

of merit pay for teachers, it has given these boards cause to proceed slowly and cautiously in this area.

The ultimate responsibility for defining, designing, and implementing a merit pay program for teachers within a local school division in Virginia rests with the local school boards. As a body, these boards are the policy making bodies for the school divisions. As an individual, a board member brings with him to the board his experiences, both personal and professional. This background provides a foundation upon which the board member bases his decisions. Nearly sixty-six percent of the survey respondents indicated an occupational background of either professional or managerial. Due to the widespread acceptance of merit pay in the business community, this basically business oriented experience had a significant impact on the question of merit pay for teachers. Eighty-one percent of the respondents who indicated a professional or managerial background indicated that a merit pay program for teachers had a place in the public school setting.

The question must be asked as to why there are not more merit pay programs in operation. Eighty percent of the survey respondents indicated that they agreed that merit pay for teachers had a place in the public school setting but only ten respondents indicated that their school divisions presently had or had a merit pay program for teachers at some time since 1960. There is no one single answer to this question, but rather a combination of reasons which deal with the finances of the

school division and the effect a program of this type would have on teacher morale within the division.

The fiscal dependency of school boards in Virginia on their local governing bodies does not provide the boards with any decision making power on the appropriation with which they must operate the school division. Decreasing federal and state revenues have placed an even greater burden of financial responsibility on the locality to fund the cost of education. This increasing burden has caused local governing bodies to look even closer at budget requests in light of ever-growing taxpayer resentment of constant tax increases.

Sixty percent of the respondents agreed that the financial requirements of a merit pay program were a prime factor in the design of such a program, while seventy percent agreed that a merit pay program required the expenditure of monies beyond the regular salary scale. Thus, any proposal to expend monies beyond those proposed for the regular salary scale must be very carefully considered and weighed in light of the many other needs of the school division. Local governing bodies are not likely to look with favor upon requests which require additional appropriations. Since fifty-six percent of the respondents disagreed that a merit pay program for teachers saves money in the long run, it is not likely that many local board members would strongly push a merit pay proposal that would require the expenditure of additional funds. Such a proposal would require the board to reduce expenditure

levels in other important budget categories.

As policy makers, local school boards seek to promulgate those directives which enhance the educational program of the school system. High teacher morale has an impact upon the quality of the educational program. Likewise, stability among the teaching staff is necessary if consistency in the instructional program is to be maintained. Seventy-four percent of the survey respondents agreed that a merit pay program promotes superior teaching performance, while seventy-five percent agreed that a merit pay program promotes the professional growth of teachers. Both of these aspects are positive contributors to the enhancement of a school system's educational program, and are, therefore, worthwhile goals for any personnel program adopted by a school board.

A high rate of teacher turnover can be a distractor to the quality of a school system's educational program. Teacher morale is one contributor to the rate of teacher turnover. While fifty-eight percent of the respondents indicated that a merit pay program for teachers would improve teacher morale, fifty-two percent agreed that a merit pay program would not reduce the rate of teacher turnover. This study does not explain this situation, however, it is one indication of the uncertainty of school board members about merit pay for teachers and may explain why more merit pay programs have not been established in school systems in Virginia.

School board members in Virginia generally favor the concept of merit pay for teachers. This study revealed a significant relationship between certain personal and demographic characteristics of school board members and their attitude and perceptions of merit pay for teachers. Although board members generally favor the concept, the results of this study did not reveal universal acceptance.

Several criteria on which the respondents did not agree posed some interesting questions. Only sixty-seven percent of the respondents indicated that community input should be utilized in the development of a merit pay program. Yet ninety-two percent agreed that the local community should be supportive of the program while eighty-five percent agreed that the local community should readily accept the additional costs of a program. It is difficult to understand how a community could support a program, both philosophically and financially, into which it had no developmental input. The fact that local school boards in Virginia are fiscally dependent upon their local governing bodies would seem to necessitate, at the very least, their involvement in the development of any program of this nature.

Ninety-eight percent of the respondents agreed that the primary objective of a program should be to improve instruction. Forty-three percent agreed that a merit pay program should not be used to penalize poor or unsatisfactory teachers. It is implied from this that board members felt that a program should be used as one form of quality

control of the teaching staff. While it could be theorized that the elimination of poor or unsatisfactory teachers would improve the quality of the school division's instructional program, it is hard to believe that a program designed with this as a part of its foundation would do anything but increase friction among teaching staffs and lower overall teacher morale. This fact would, in the long run, have a significant detrimental impact upon the instructional program, and, thus, defeat the program's primary purpose.

Ninety-three percent of the respondents agreed that a school system's basic salary schedule should be sound and competitive with those of neighboring school systems. As a criteria for the establishment of a merit pay program, this is a sound foundation. However, only sixty-one percent of the respondents agreed that monies for merit increases should not come from the funds budgeted for the school system's basic salary schedule. If this is interpreted to mean that monies for merit increases should come from the funds allocated for the basic salary schedule, what effect would this have on the soundness and competitiveness of the basic salary schedule? If this was the case, what effect would this have on the school system's ability to attract and retain quality teachers and what impact would this have on the quality of the instructional program?

Sixty-one percent of the respondents agreed that pupil achievement, as measured by standardized tests, should be a criteria for assessing

merit. Although this criteria was not agreed to by the seventy-five percent figure used earlier in this chapter, this area is of such importance that it should be discussed. Ninety-seven percent agreed that evaluation standards chosen to distinguish superior teachers should reflect classroom performance. From this it is implied that a teacher should be evaluated based upon what he or she has been hired to do. That is, provide an instructional program which meets the individual needs of the students. If the results of standardized tests are ever used as a criteria to determine merit, these tests must be designed such that they measure, fairly and accurately, what a student should have been taught. The present standardized tests in use in Virginia have been questioned relative to their validity and reliability to accurately test what should be taught in Virginia schools. Local school board members should proceed carefully in this area if this criteria is one that is considered by a local school board for inclusion in a merit pay program for teachers.

This study did not attempt to define the concept of merit pay, nor did it provide a merit pay program for teachers in Virginia. It did identify certain criteria which local school board members in Virginia considered to be important components of a merit pay program for teachers. Universal application of these criteria is not suggested. The needs and expectations of individual localities will necessitate modifications in these criteria. The identified criteria do, however,

provide a framework upon which a merit pay program for teachers could be designed and implemented. Success of any program will not be insured by the use of these criteria. Success will be determined by the degree of acceptance of the concept by the school division's teaching staff and the community which the system serves.

This study did not answer all of the questions about the concept of merit pay for teachers. The following are questions which are in need of further research:

1. Is there a relationship between the attitudes of local governing bodies and the implementation of a merit pay program for teachers?
2. Is there a relationship between the attitude of local communities and the success of merit pay for teachers?
3. Is there a relationship between the attitudes and perceptions of teachers about merit pay and the success of a merit pay program?
4. What kinds of merit pay programs are most feasible?
5. How does merit pay impact upon the quality of instruction?
6. Does merit pay penalize poor teaching?
7. Does merit pay reward good teaching?
8. Should merit evaluation be objective?
9. Why is there a relationship between the years of service on a school board and board members' perceptions of merit pay for teachers?
10. How are exceptional and adequate teaching best defined?

11. *What method of implementation would best insure acceptance of a merit pay program for teachers?*
12. *Is there a relationship between the type (urban, suburban, rural) of school system served and board members' attitude toward a merit pay program for teachers?*

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REFERENCE LIST

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APPENDIXES

APPENDIX A
COMPOSITION OF THE SUPERINTENDENT'S
REGIONAL STUDY GROUPS IN VIRGINIA

COMPOSITION OF THE SUPERINTENDENT'S REGIONAL STUDY GROUPS
IN VIRGINIA

STUDY GROUP NO. 1

<u>County</u>	<u>County</u>	<u>County</u>	<u>City</u>
Amelia	Dinwiddie	Mecklenburg	Colonial Heights
Buckingham	Goochland	New Kent	Emporia
Brunswick	Greensville	Nottoway	Hopewell
Charles City	Halifax	Powhatan	Petersburg
Charlotte	Hanover	Prince Edward	Richmond
Chesterfield	Henrico	Prince George	South Boston
Cumberland	Lunenburg	Surry	
		Sussex	

STUDY GROUP NO. 2

<u>County</u>	<u>City</u>	<u>City</u>	<u>Town</u>
Accomack	Chesapeake	Portsmouth	Cape Charles
Isle of Wight	Franklin	Suffolk	
James City	Hampton	Virginia Beach	
Northampton	Newport News	Williamsburg	
Southampton	Norfolk		
York	Poquoson		

STUDY GROUP NO. 3

<u>County</u>	<u>County</u>	<u>City</u>	<u>Town</u>
Caroline	Mathews	Fredericksburg	West Point
Essex	Middlesex		Colonial Beach
Gloucester	Northumberland		
King and Queen	Richmond		
King William	Spotsylvania		
King George	Stafford		
Lancaster	Westmoreland		

STUDY GROUP NO. 4

<u>County</u>	<u>County</u>	<u>County</u>	<u>City</u>
Arlington	Frederick	Prince William	Alexandria
Clarke	Loudoun	Rappahannock	Fairfax
Culpeper	Madison	Shenandoah	Manassas
Fairfax	Orange	Warren	Manassas Park
Fauquier	Page	Falls Church	Winchester

STUDY GROUP NO. 5

<u>County</u>	<u>County</u>	<u>City</u>	<u>City</u>
Albermarle	Fluvanna	Bedford	Waynesboro
Amherst	Greene	Buena Vista	
Appomattox	Highland	Charlottesville	
Augusta	Louisa	Harrisonburg	
Bath	Nelson	Lexington	
Bedford	Rockbridge	Lynchburg	
Campbell	Rockingham	Staunton	

STUDY GROUP NO. 6

<u>County</u>	<u>County</u>	<u>City</u>	<u>City</u>
Alleghany	Henry	Clifton Forge	Salem
Botetourt	Montgomery	Covington	
Craig	Patrick	Danville	
Floyd	Pittsylvania	Martinsville	
Franklin	Pulaski	Radford	
Giles	Roanoke	Roanoke	

STUDY GROUP NO. 7

<u>County</u>	<u>County</u>	<u>City</u>	<u>Town</u>
Bland	Scott	Bristol	Fries
Buchanan	Smyth	Galax	
Carroll	Tazewell	Norton	
Dickinson	Washington		
Grayson	Wise		
Lee	Wythe		
Russell			

APPENDIX B

SURVEY ON MERIT PAY

SURVEY ON MERIT PAY

I. Please respond to each question:

A. Age: 25 or under____; 26-35____; 36-45____; 46-55____;
56-65____; over 65____

B. Sex: Male____; Female____

C. Race: White____; Black____; Hispanic____; Asian____;
American Indian____

D. Do you presently have children attending public school in
your school division? Yes____; No____ If yes, how many?____

E. Education (indicate the highest level completed):

____Grade 8 or below

____College

____Grades 9-12

____College Graduate

____High School Graduate

____Graduate or Professional School

F. Occupation:

____Professional

____Unskilled Worker

____Manager

____Retired

____Clerk or Sales Worker

____Housewife

____Skilled Worker

____Other: Please specify:_____

____Semi-skilled Worker

G. Length of service in years on the School Board (including this
year):

1-3____; 4-6____; 7-9____; 10-12____; 13 or more____

H. Size of school system (number of students):

- _____ 1-1699
 _____ 1700-2999
 _____ 3000-5999
 _____ 6000-9999
 _____ 10,000 or more

I. Does your school system presently have or has it had a merit pay program for teachers at sometime since 1960? Yes____; No____

J. School system served: _____

II. Please indicate on the following scale the extent to which you believe these statements are applicable to a merit pay program for teachers.

	<u>Strongly</u> <u>Disagree</u>			<u>Strongly</u> <u>Agree</u>
1. A merit pay program promotes superior teaching performance.	1	2	3	4
2. A merit pay program promotes the professional growth of teachers.	1	2	3	4
3. A merit pay program improves teacher morale.	1	2	3	4
4. A merit pay program reduces the rate of teacher turnover.	1	2	3	4
5. A merit pay program undermines cooperative attitudes among teachers.	1	2	3	4
6. A merit pay program is difficult to administer.	1	2	3	4

	<u>Strongly Disagree</u>			<u>Strongly Agree</u>
7. The administrative requirements of a merit pay program are a prime factor in the design of such a program.	1	2	3	4
8. A merit pay program requires the expenditure of monies beyond the regular salary scale.	1	2	3	4
9. A merit pay program saves money in the long run.	1	2	3	4
10. The financial requirements of a merit pay program are a prime factor in the design of such a program.	1	2	3	4
11. A merit pay program for teachers has no place in the public school setting.	1	2	3	4

III. Please indicate on the following scale the extent to which these criteria are important components of a merit pay program for teachers.

	<u>Strongly Disagree</u>			<u>Strongly Agree</u>
1. The primary objective should be to improve instruction.	1	2	3	4
2. The program should not be used to penalize poor or unsatisfactory teachers.	1	2	3	4
3. Input for developing the program should come from the following:				
a. Teachers	1	2	3	4

	<u>Strongly Disagree</u>			<u>Strongly Agree</u>
b. Administrators	1	2	3	4
c. School Board	1	2	3	4
d. Community	1	2	3	4
4. The program should be designed after thorough research of problem areas that have hampered or defeated merit pay programs in other school systems.	1	2	3	4
5. Eligibility for the program should be based upon recognized predetermined standards.	1	2	3	4
6. The program should be evaluated annually, so that problem areas can be identified.	1	2	3	4
7. Provisions should be made for continuing the program from year to year.	1	2	3	4
8. Once approved by the school board, the school administration should implement the program.	1	2	3	4
9. The number of 'meritorious' teachers in the school division should not be predetermined.	1	2	3	4
10. Evaluation standards chosen to distinguish superior teachers should reflect classroom performance.	1	2	3	4

	<u>Strongly Disagree</u>			<u>Strongly Agree</u>
11. Teachers should know the criteria and their importance that will be used in the evaluation.	1	2	3	4
12. Teacher evaluation should be conducted by a team of evaluators selected from the teachers and administrators of the school division.	1	2	3	4
13. Teachers should have the opportunity to select one member of the evaluation team.	1	2	3	4
14. Pupil achievement, as measured by standardized tests, should be a criteria for assessing merit.	1	2	3	4
15. Conferences between teacher and evaluators should be held following the evaluations.	1	2	3	4
16. Merit evaluations should be valid for one year and extended only through re-evaluation the next year.	1	2	3	4
17. Provisions should be made for teacher appeal of merit ratings.	1	2	3	4
18. Salary increases for merit pay should be differentiated based upon a teacher's academic preparation and years of experience.	1	2	3	4

	<u>Strongly Disagree</u>			<u>Strongly Agree</u>
19. Monies for merit increases should not come from the funds budgeted for the basic salary schedule.	1	2	3	4
20. Merit increments awarded to superior teachers should be large enough to provide a real incentive for outstanding service.	1	2	3	4
21. The basic salary schedule should be sound and competitive with those of neighboring school systems.	1	2	3	4
22. Sufficient funding to enable the program to operate as intended should be secured prior to the implementation of the program.	1	2	3	4
23. The cost-benefit aspect should be a prime factor in the design of the program.	1	2	3	4
24. The local community should be supportive of the program.	1	2	3	4
25. The local community should readily accept the additional costs of the program.	1	2	3	4

APPENDIX C

SCHOOL SYSTEMS IN VIRGINIA IDENTIFIED

BY SCHOOL BOARD MEMBERS AS HAVING OR

HAVING HAD A MERIT PAY PROGRAM AT

SOMETIME SINCE 1960

*SCHOOL SYSTEMS IN VIRGINIA IDENTIFIED BY SCHOOL
BOARD MEMBERS AS HAVING OR HAVING HAD A MERIT
PAY PROGRAM AT SOMETIME SINCE 1960*

City of Richmond

City of Virginia Beach

Prince Edward County

King William County

City of Radford

City of Suffolk

Bland County

Augusta County

Arlington County

Bath County

APPENDIX D

INTERVIEW QUESTIONNAIRE

INTERVIEW QUESTIONNAIRE

PERSON INTERVIEWED: _____ POSITION: _____

SCHOOL SYSTEM: _____ DATE: _____

Please respond to the following questions about your school system:

1. Does your school system presently have an operational merit pay program for teachers? Yes _____ No _____
2. If NO, did your school system have an operational merit pay program for teachers at sometime since 1960? Yes _____ No _____
3. Comments: _____

Please indicate whether or not the following criteria are (or were) components of your school system's merit pay program for teachers. Please feel free to make any comments you wish concerning any of the following criteria.

- | | Yes | No |
|--|-------|-------|
| 1. The primary objective should be to improve instruction.
COMMENTS: _____
_____ | _____ | _____ |
| 2. The program should not be used to penalize poor or unsatisfactory teachers.
COMMENTS: _____
_____ | _____ | _____ |
| 3. Input for developing the program should come from the following: | | |
| a. Teachers
COMMENTS: _____
_____ | _____ | _____ |

	Yes	No
b. Administrators	_____	_____
COMMENTS: _____		

c. School Board	_____	_____
COMMENTS: _____		

d. Community	_____	_____
COMMENTS: _____		

4. The program should be designed after thorough research of problem areas that have hampered or defeated merit pay programs in other school systems.	_____	_____
COMMENTS: _____		

5. Eligibility for the program should be based upon recognized predetermined standards.	_____	_____
COMMENTS: _____		

6. The program should be evaluated annually, so that problem areas can be identified.	_____	_____
COMMENTS: _____		

7. Provisions should be made for continuing the program from year to year.	_____	_____
COMMENTS: _____		

	Yes	No
8. Once approved by the school board, the school administration should implement the program. COMMENTS: _____ _____	_____	_____
9. The number of 'meritorious' teachers in the school division should not be predetermined. COMMENTS: _____ _____	_____	_____
10. Evaluation standards chosen to distinguish superior teachers should reflect classroom performance. COMMENTS: _____ _____	_____	_____
11. Teachers should know the criteria and their importance that will be used in the evaluation. COMMENTS: _____ _____	_____	_____
12. Teacher evaluation should be conducted by a team of evaluators selected from the teachers and administrators of the school division. COMMENTS: _____ _____	_____	_____
13. Teachers should have the opportunity to select one member of the evaluation team. COMMENTS: _____ _____	_____	_____
14. Pupil achievement, as measured by standardized tests, should be a criteria for assessing merit. COMMENTS: _____ _____	_____	_____

	Yes	No
15. <i>Conferences between teacher and evaluators should be held following the evaluations.</i>	_____	_____
COMMENTS: _____		

16. <i>Merit evaluations should be valid for one year and extended only through re-evaluation the next year.</i>	_____	_____
COMMENTS: _____		

17. <i>Provisions should be made for teacher appeal of merit ratings.</i>	_____	_____
COMMENTS: _____		

18. <i>Salary increases for merit pay should be differentiated based upon a teacher's academic preparation and years of experience.</i>	_____	_____
COMMENTS: _____		

19. <i>Monies for merit increases should not come from the funds budgeted for the basic salary schedule.</i>	_____	_____
COMMENTS: _____		

20. <i>Merit increments awarded to superior teachers should be large enough to provide a real incentive for outstanding service.</i>	_____	_____
COMMENTS: _____		

21. <i>The basic salary schedule should be sound and competitive with those of neighboring school systems.</i>	_____	_____
COMMENTS: _____		

	Yes	No
22.. <i>Sufficient funding to enable the program to operate as intended should be secured prior to the implementation of the program.</i>		
COMMENTS: _____		

23. <i>The cost-benefit aspect should be a prime factor in the design of the program.</i>		
COMMENTS: _____		

24. <i>The local community should be supportive of the program.</i>		
COMMENTS: _____		

25. <i>The local community should readily accept the additional costs of the program.</i>		
COMMENTS: _____		

APPENDIX E

RELATIONSHIP BETWEEN VARIABLES AND ATTITUDE

RELATIONSHIP BETWEEN VARIABLES AND ATTITUDE

LEVEL OF SIGNIFICANCE = .05

<u>Statement</u>	<u>Variable</u>	<u>X²</u>	Degrees of <u>Freedom</u>	<u>Significant</u>
A merit pay program promotes superior teaching performance	Sex	6.362	3	
	Age	17.871	12	
	Race	14.315	9	
	Education	56.886	15	X
	Occupation	19.545	21	
	Service	22.021	12	X
	Size	20.743	12	
	Location	22.109	18	

<u>Statement</u>	<u>Variable</u>	<u>X²</u>	Degrees of <u>Freedom</u>	<u>Significant</u>
A merit pay program promotes the professional growth of teachers.	Sex	3.599	3	
	Age	19.693	12	
	Race	11.697	9	
	Education	35.989	15	X
	Occupation	29.184	21	
	Service	29.197	12	X
	Size	21.602	12	X
	Location	18.849	18	

<u>Statement</u>	<u>Variable</u>	<u>X²</u>	Degrees of <u>Freedom</u>	<u>Significant</u>
A merit pay program improves teacher morale.	Sex	3.231	3	
	Age	24.582	12	X
	Race	20.592	9	X
	Education	32.485	15	X
	Occupation	32.399	21	
	Service	26.788	12	X
	Size	17.547	12	
	Location	25.671	18	

<u>Statement</u>	<u>Variable</u>	<u>X²</u>	<u>Degrees of Freedom</u>	<u>Significant</u>
A merit pay program reduces the rate of teacher turnover.	Sex	11.397	3	X
	Age	37.887	12	X
	Race	11.630	9	
	Education	21.319	15	
	Occupation	58.431	21	X
	Service	13.488	12	
	Size	23.391	12	X
	Location	33.291	18	

<u>Statement</u>	<u>Variable</u>	<u>X²</u>	<u>Degrees of Freedom</u>	<u>Significant</u>
A merit pay program undermines cooperative attitudes among teachers.	Sex	15.021	3	X
	Age	32.400	12	X
	Race	12.848	9	
	Education	20.720	15	
	Occupation	52.759	21	X
	Service	11.905	12	
	Size	17.946	12	
	Location	28.327	18	

<u>Statement</u>	<u>Variable</u>	<u>X²</u>	<u>Degrees of Freedom</u>	<u>Significant</u>
A merit pay program is difficult to administer.	Sex	5.105	3	
	Age	34.580	12	X
	Race	11.582	9	
	Education	23.848	15	
	Occupation	57.323	21	X
	Service	26.223	12	X
	Size	18.471	12	
	Location	20.194	18	

<u>Statement</u>	<u>Variable</u>	<u>X²</u>	<u>Degrees of Freedom</u>	<u>Significant</u>
The administrative requirements of a merit pay program are a prime factor in the design of such a program.	Sex	9.313	3	X
	Age	13.223	12	
	Race	14.341	9	
	Education	26.314	15	X
	Occupation	39.008	21	X
	Service	18.031	12	
	Size	17.718	12	
	Location	44.437	18	X

<u>Statement</u>	<u>Variable</u>	<u>X²</u>	<u>Degrees of Freedom</u>	<u>Significant</u>
A merit pay program requires the expenditure of monies beyond the regular salary scale.	Sex	11.254	3	X
	Age	23.400	12	X
	Race	7.817	9	
	Education	26.537	15	X
	Occupation	44.754	21	X
	Service	24.238	12	X
	Size	18.413	12	
	Location	28.944	18	X

<u>Statement</u>	<u>Variable</u>	<u>X²</u>	<u>Degrees of Freedom</u>	<u>Significant</u>
A merit pay program saves money in the long run.	Sex	9.615	3	X
	Age	16.550	12	
	Race	11.149	9	
	Education	20.920	15	
	Occupation	40.822	21	X
	Service	21.777	12	X
	Size	18.229	12	
	Location	23.614	18	

<u>Statement</u>	<u>Variable</u>	<u>X²</u>	<u>Degrees of Freedom</u>	<u>Significant</u>
The financial requirements of a merit pay program are a prime factor in the design of such a program.	Sex	4.920	3	
	Age	19.645	12	
	Race	6.594	9	
	Education	22.564	15	
	Occupation	30.625	21	
	Service	32.155	12	X
	Size	21.517	12	X
	Location	61.294	18	X

<u>Statement</u>	<u>Variable</u>	<u>X²</u>	<u>Degrees of Freedom</u>	<u>Significant</u>
A merit pay program for teachers has no place in the public school setting.	Sex	8.437	3	X
	Age	15.539	12	
	Race	16.924	9	X
	Education	37.839	15	X
	Occupation	35.716	21	X
	Service	26.992	12	X
	Size	27.631	12	X
	Location	41.047	18	X

APPENDIX F
RELATIONSHIP BETWEEN VARIABLES AND CRITERIA

RELATIONSHIP BETWEEN VARIABLES AND CRITERIA

LEVEL OF SIGNIFICANCE = .05

<u>Criteria</u>	<u>Variable</u>	<u>X²</u>	<u>Degrees of Freedom</u>	<u>Significant</u>
The primary objective should be to improve instruction.	Sex	13.420	3	X
	Age	14.998	12	
	Race	28.238	9	X
	Education	40.731	15	X
	Occupation	108.188	21	X
	Service	17.699	12	
	Size	17.093	12	
	Location	17.627	18	

<u>Criteria</u>	<u>Variable</u>	<u>X²</u>	<u>Degrees of Freedom</u>	<u>Significant</u>
The program should not be used to penalize poor or unsatisfactory teachers.	Sex	8.187	3	X
	Age	32.754	12	X
	Race	39.526	9	X
	Education	38.541	15	X
	Occupation	29.292	21	
	Service	28.895	12	X
	Size	16.503	12	
	Location	49.236	18	X

<u>Criteria</u>	<u>Variable</u>	<u>X²</u>	<u>Degrees of Freedom</u>	<u>Significant</u>
Input for developing the program should come from the following:				
a. Teachers	Sex	11.397	3	X
	Age	11.505	12	
	Race	11.077	9	
	Education	26.429	15	X
	Occupation	54.015	21	X
	Service	30.485	12	X
	Size	44.205	12	X
	Location	47.256	18	X

<u>Criteria</u>	<u>Variable</u>	<u>X²</u>	<u>Degrees of Freedom</u>	<u>Significant</u>
b. Administrators	Sex	9.410	3	X
	Age	28.571	12	X
	Race	5.500	9	
	Education	13.009	15	
	Occupation	56.656	21	X
	Service	10.744	12	
	Size	13.818	12	
	Location	29.271	18	X
c. School Board	Sex	6.612	3	
	Age	13.992	12	
	Race	4.161	9	
	Education	14.458	15	
	Occupation	33.291	21	X
	Service	27.635	12	X
	Size	14.728	12	
	Location	18.053	18	
d. Community	Sex	3.850	3	
	Age	14.326	12	
	Race	12.319	9	
	Education	29.517	15	X
	Occupation	41.091	21	X
	Service	9.956	12	
	Size	15.993	12	
	Location	16.289	18	

<u>Criteria</u>	<u>Variable</u>	<u>X²</u>	<u>Degrees of Freedom</u>	<u>Significant</u>
The program should be designed after thorough research of problem areas that have hampered or defeated merit pay programs in other school systems.	Sex	12.084	3	X
	Age	10.063	12	
	Race	32.729	9	X
	Education	22.227	15	
	Occupation	30.014	21	
	Service	18.673	12	
	Size	13.259	12	
	Location	9.071	18	

<u>Criteria</u>	<u>Variable</u>	<u>X²</u>	<u>Degrees of Freedom</u>	<u>Significant</u>
<i>Eligibility for the program should be based upon recognized predetermined standards.</i>	<i>Sex</i>	<i>9.608</i>	<i>3</i>	<i>X</i>
	<i>Age</i>	<i>25.125</i>	<i>12</i>	<i>X</i>
	<i>Race</i>	<i>13.174</i>	<i>9</i>	
	<i>Education</i>	<i>27.703</i>	<i>15</i>	<i>X</i>
	<i>Occupation</i>	<i>59.013</i>	<i>21</i>	<i>X</i>
	<i>Service</i>	<i>21.313</i>	<i>12</i>	
	<i>Size</i>	<i>20.897</i>	<i>12</i>	
	<i>Location</i>	<i>19.271</i>	<i>18</i>	

<u>Criteria</u>	<u>Variable</u>	<u>X²</u>	<u>Degrees of Freedom</u>	<u>Significant</u>
<i>The program should be evaluated annually, so that problem areas can be identified.</i>	<i>Sex</i>	<i>20.048</i>	<i>3</i>	<i>X</i>
	<i>Age</i>	<i>14.212</i>	<i>12</i>	
	<i>Race</i>	<i>10.037</i>	<i>9</i>	
	<i>Education</i>	<i>11.867</i>	<i>15</i>	
	<i>Occupation</i>	<i>34.978</i>	<i>21</i>	<i>X</i>
	<i>Service</i>	<i>25.800</i>	<i>12</i>	<i>X</i>
	<i>Size</i>	<i>19.607</i>	<i>12</i>	
	<i>Location</i>	<i>37.986</i>	<i>18</i>	<i>X</i>

<u>Criteria</u>	<u>Variable</u>	<u>X²</u>	<u>Degrees of Freedom</u>	<u>Significant</u>
<i>Provisions should be made for continuing the program from year to year.</i>	<i>Sex</i>	<i>6.331</i>	<i>3</i>	
	<i>Age</i>	<i>10.650</i>	<i>12</i>	
	<i>Race</i>	<i>8.417</i>	<i>9</i>	
	<i>Education</i>	<i>18.823</i>	<i>15</i>	
	<i>Occupation</i>	<i>41.951</i>	<i>21</i>	<i>X</i>
	<i>Service</i>	<i>23.894</i>	<i>12</i>	<i>X</i>
	<i>Size</i>	<i>14.255</i>	<i>12</i>	
	<i>Location</i>	<i>44.026</i>	<i>18</i>	<i>X</i>

<u>Criteria</u>	<u>Variable</u>	<u>X²</u>	<u>Degrees of Freedom</u>	<u>Significant</u>
Once approved by the school board, the school administration should implement the program.	Sex	2.859	3	
	Age	16.090	12	
	Race	9.795	9	
	Education	10.685	15	
	Occupation	21.799	21	
	Service	17.673	12	
	Size	21.098	12	X
	Location	29.322	18	X

<u>Criteria</u>	<u>Variable</u>	<u>X²</u>	<u>Degrees of Freedom</u>	<u>Significant</u>
The number of "meritorious" teachers in the school division should not be predetermined.	Sex	3.535	3	
	Age	15.064	12	
	Race	10.990	9	
	Education	16.215	15	
	Occupation	31.873	21	
	Service	18.837	12	
	Size	10.853	12	
	Location	31.190	18	X

<u>Criteria</u>	<u>Variable</u>	<u>X²</u>	<u>Degrees of Freedom</u>	<u>Significant</u>
Evaluation standards chosen to distinguish superior teachers should reflect classroom performance.	Sex	5.373	3	
	Age	28.870	12	X
	Race	11.138	9	
	Education	46.081	15	X
	Occupation	123.990	21	X
	Service	37.580	12	X
	Size	14.359	12	
	Location	38.062	18	X

<u>Criteria</u>	<u>Variable</u>	<u>X²</u>	<u>Degrees of Freedom</u>	<u>Significant</u>
Teachers should know the criteria and their importance that will be used in the evaluation.	Sex	12.456	3	X
	Age	16.002	12	
	Race	13.903	9	
	Education	31.845	15	X
	Occupation	40.210	21	X
	Service	16.229	12	
	Size	41.007	12	X
	Location	36.624	18	X

<u>Criteria</u>	<u>Variable</u>	<u>X²</u>	<u>Degrees of Freedom</u>	<u>Significant</u>
Teacher evaluation should be conducted by a team of evaluators selected from the teachers and administrators of the school division.	Sex	4.392	3	
	Age	18.268	12	
	Race	21.072	9	X
	Education	25.472	15	X
	Occupation	25.494	21	
	Service	24.539	12	X
	Size	9.766	12	
	Location	55.669	18	X

<u>Criteria</u>	<u>Variable</u>	<u>X²</u>	<u>Degrees of Freedom</u>	<u>Significant</u>
Teachers should have the opportunity to select one member of the evaluation team.	Sex	12.179	3	X
	Age	15.634	12	
	Race	28.111	9	X
	Education	25.180	15	X
	Occupation	50.772	21	X
	Service	22.306	12	X
	Size	25.164	12	X
	Location	39.785	18	X

<u>Criteria</u>	<u>Variable</u>	<u>X²</u>	<u>Degrees of Freedom</u>	<u>Significant</u>
Pupil achievement, as measured by standardized tests, should be a criteria for assessing merit.	Sex	6.583	3	
	Age	41.979	12	X
	Race	9.351	9	
	Education	25.157	15	X
	Occupation	24.521	21	
	Service	20.632	12	
	Size	15.614	12	
	Location	52.429	18	X

<u>Criteria</u>	<u>Variable</u>	<u>X²</u>	<u>Degrees of Freedom</u>	<u>Significant</u>
Conferences between the teacher and evaluators be held following the evaluations.	Sex	8.153	3	X
	Age	31.271	12	X
	Race	42.958	9	X
	Education	24.579	15	
	Occupation	68.437	21	X
	Service	29.050	12	X
	Size	17.987	12	
	Location	39.266	18	X

<u>Criteria</u>	<u>Variable</u>	<u>X²</u>	<u>Degrees of Freedom</u>	<u>Significant</u>
Merit evaluations should be valid for one year and extended only through re-evaluation the next year.	Sex	10.790	3	X
	Age	10.766	12	
	Race	22.836	9	X
	Education	22.842	15	
	Occupation	39.521	21	X
	Service	17.839	12	
	Size	9.859	12	
	Location	45.626	18	X

<u>Criteria</u>	<u>Variable</u>	<u>X²</u>	<u>Degrees of Freedom</u>	<u>Significant</u>
<i>Provisions should be made for teacher appeal of merit ratings.</i>	<i>Sex</i>	3.986	3	
	<i>Age</i>	37.246	12	X
	<i>Race</i>	13.839	9	
	<i>Education</i>	21.746	15	
	<i>Occupation</i>	40.574	21	X
	<i>Service</i>	21.929	12	X
	<i>Size</i>	20.700	12	
	<i>Location</i>	28.922	18	X

<u>Criteria</u>	<u>Variable</u>	<u>X²</u>	<u>Degrees of Freedom</u>	<u>Significant</u>
<i>Salary increases for merit pay should be differentiated based upon a teacher's academic preparation and years of experience.</i>	<i>Sex</i>	1.660	3	
	<i>Age</i>	12.479	12	
	<i>Race</i>	14.333	9	
	<i>Education</i>	23.626	15	
	<i>Occupation</i>	43.583	21	X
	<i>Service</i>	17.521	12	
	<i>Size</i>	23.843	12	X
	<i>Location</i>	24.259	18	

<u>Criteria</u>	<u>Variable</u>	<u>X²</u>	<u>Degrees of Freedom</u>	<u>Significant</u>
<i>Monies for merit increases should not come from funds budgeted for the basic salary schedule.</i>	<i>Sex</i>	30.448	3	X
	<i>Age</i>	12.646	12	
	<i>Race</i>	15.610	9	
	<i>Education</i>	17.308	15	
	<i>Occupation</i>	51.795	21	X
	<i>Service</i>	2.318	12	
	<i>Size</i>	24.899	12	X
	<i>Location</i>	32.813	18	X

<u>Criteria</u>	<u>Variable</u>	<u>X²</u>	<u>Degrees of Freedom</u>	<u>Significant</u>
Merit increments awarded to superior teachers should be large enough to provide a real incentive for outstanding service.	Sex	3.617	3	
	Age	11.776	12	
	Race	8.273	9	
	Education	34.729	15	X
	Occupation	52.102	21	X
	Service	16.108	12	
	Size	24.969	12	X
	Location	30.108	18	X

<u>Criteria</u>	<u>Variable</u>	<u>X²</u>	<u>Degrees of Freedom</u>	<u>Significant</u>
The basic salary schedule should be sound and competitive with those of neighboring school systems.	Sex	25.135	3	X
	Age	14.549	12	
	Race	12.717	9	
	Education	31.191	15	X
	Occupation	44.108	21	X
	Service	12.126	12	
	Size	22.908	12	X
	Location	38.168	18	X

<u>Criteria</u>	<u>Variable</u>	<u>X²</u>	<u>Degrees of Freedom</u>	<u>Significant</u>
Sufficient funding to enable the program to operate as intended should be secured prior to the implementation of the program.	Sex	24.735	3	X
	Age	14.742	12	
	Race	12.586	9	
	Education	17.122	15	
	Occupation	35.229	21	X
	Service	25.539	12	X
	Size	9.392	12	
	Location	34.354	18	X

<u>Criteria</u>	<u>Variable</u>	<u>X²</u>	<u>Degrees of Freedom</u>	<u>Significant</u>
The cost-benefit aspect should be a prime factor in the design of the program	Sex	1.534	3	
	Age	10.333	12	
	Race	11.662	9	
	Education	24.526	15	
	Occupation	38.467	21	X
	Service	28.305	12	X
	Size	17.346	12	
	Location	28.905	18	X

<u>Criteria</u>	<u>Variable</u>	<u>X²</u>	<u>Degrees of Freedom</u>	<u>Significant</u>
The local community should be supportive of the program.	Sex	4.109	3	
	Age	13.472	12	
	Race	13.671	9	
	Education	19.432	15	
	Occupation	36.796	21	X
	Service	11.334	12	
	Size	8.337	12	
	Location	34.972	18	X

<u>Criteria</u>	<u>Variable</u>	<u>X²</u>	<u>Degrees of Freedom</u>	<u>Significant</u>
The local community should readily accept the additional costs of the program.	Sex	12.032	3	X
	Age	29.299	12	X
	Race	7.926	9	
	Education	31.607	15	X
	Occupation	41.759	21	X
	Service	14.052	12	
	Size	15.629	12	
	Location	71.726	18	X

APPENDIX G

PERCEPTIONS OF MERIT PAY FOR

TEACHERS BY SCHOOL BOARD MEMBERS

*Perceptions of Merit Pay for Teachers
by School Board Members*

N=609

<i>Statement</i>	<i>Strongly Agree</i>		<i>Agree</i>		<i>Disagree</i>		<i>Strongly Disagree</i>	
	<i>N</i>	<i>%</i>	<i>N</i>	<i>%</i>	<i>N</i>	<i>%</i>	<i>N</i>	<i>%</i>
<i>A merit pay program promotes superior teaching performance.</i>	187	31	265	43	102	17	55	9
<i>A merit pay program promotes the professional growth of teachers.</i>	175	29	281	46	112	18	41	7
<i>A merit pay program improves teacher morale.</i>	104	17	246	41	179	29	80	13
<i>A merit pay program reduces the rate of teacher turnover.</i>	84	14	211	34	242	40	72	12
<i>A merit pay program undermines the cooperative attitudes among teachers.</i>	105	17	140	23	249	41	115	19
<i>A merit pay program is difficult to administer.</i>	363	60	110	18	97	16	39	6
<i>The administrative requirements of a merit pay program are a prime factor in the design of such a program.</i>	316	52	219	36	48	8	26	4
<i>A merit pay program requires the expenditure of monies beyond the regular salary scale.</i>	252	41	176	29	114	19	67	11

*Perceptions of Merit Pay for Teachers
by School Board Members
(Continued)*

<i>Statement</i>	<i>Strongly Agree</i>		<i>Agree</i>		<i>Disagree</i>		<i>Strongly Disagree</i>	
	<i>N</i>	<i>%</i>	<i>N</i>	<i>%</i>	<i>N</i>	<i>%</i>	<i>N</i>	<i>%</i>
<i>A merit pay program saves money in the long run.</i>	93	15	177	29	218	36	121	20
<i>The financial requirements of a merit pay program are a prime factor in the design of such a program.</i>	139	23	227	37	155	26	88	14
<i>A merit pay program for teachers has no place in the public school setting.</i>	61	10	62	10	155	26	331	54

APPENDIX H

*CRITERIA OF A MERIT PAY PROGRAM FOR
TEACHERS BY SCHOOL BOARD MEMBERS*

Criteria of a Merit Pay Program for Teachers
by School Board Members

N=609

Criteria	Strongly Agree		Agree		Disagree		Strongly Disagree	
	N	%	N	%	N	%	N	%
The primary objective should be to improve instruction.	508	84	88	14	6	1	7	1
The program should not be used to penalize poor or unsatisfactory teachers.	156	26	105	17	136	22	212	35
Input for developing the program should come from the following:								
a. Teachers	388	64	168	27	36	6	17	3
b. Administrators	460	75	127	21	15	3	7	1
c. School Board	390	64	167	27	37	6	15	3
d. Community	243	40	164	27	120	20	82	13
The program should be designed after thorough research of problem areas that have hampered or defeated merit pay programs in other school systems.	464	76	113	19	25	4	7	1

Criteria of a Merit Pay Program for Teachers
by School Board Members
(Continued)

Criteria	Strongly Agree		Agree		Disagree		Strongly Disagree	
	N	%	N	%	N	%	N	%
<i>Eligibility for the program should be based upon recognized predetermined standards.</i>	358	59	210	34	26	4	15	3
<i>The program should be evaluated annually so that the problem areas can be identified.</i>	462	76	134	22	7	1	6	1
<i>Provisions should be made for continuing the program from year to year.</i>	373	62	181	30	34	5	21	3
<i>Once approved by the school board, the school administration should implement the program.</i>	461	76	120	20	19	3	9	1
<i>The number of 'meritorious' teachers in the school division should not be predetermined.</i>	390	64	161	26	43	7	15	3
<i>Evaluation standards chosen to distinguish superior teachers should reflect classroom performance.</i>	432	71	160	26	10	2	7	1
<i>Teachers should know the criteria and their importance that will be used in the evaluation.</i>	498	82	90	15	12	2	9	1

*Criteria of a Merit Pay Program for Teachers
by School Board Members
(Continued)*

<i>Criteria</i>	<i>Strongly Agree</i>		<i>Agree</i>		<i>Disagree</i>		<i>Strongly Disagree</i>	
	<i>N</i>	<i>%</i>	<i>N</i>	<i>%</i>	<i>N</i>	<i>%</i>	<i>N</i>	<i>%</i>
<i>Teacher evaluation should be conducted by a team of evaluators selected from the teachers and administrators of the school division.</i>	253	42	222	36	70	12	64	10
<i>Teachers should have the opportunity to select one member of the evaluation team.</i>	220	36	205	34	88	14	96	16
<i>Pupil achievement, as measured by standardized tests, should be one criteria for assessing merit.</i>	122	20	252	41	159	26	76	13
<i>Conferences between teacher and evaluators should be held following the evaluation.</i>	429	70	149	25	20	3	11	2
<i>Merit evaluations should be valid for one year and extended only through re-evaluation the next year.</i>	407	67	158	26	30	5	14	2
<i>Provisions should be made for teacher appeal of merit ratings.</i>	207	34	216	35	107	18	79	13

Criteria of a Merit Pay Program for Teachers
by School Board Members
(Continued)

Criteria	Strongly Agree		Agree		Disagree		Strongly Disagree	
	N	%	N	%	N	%	N	%
Salary increases for merit pay should be differentiated based upon a teacher's academic preparation and years of experience.	109	18	173	28	177	29	150	25
Monies for merit increases should not come from funds budgeted for the basic salary schedule.	189	31	180	30	113	18	127	21
Merit increments awarded to superior teachers should be large enough to provide a real incentive for outstanding service.	373	61	193	32	24	4	19	3
The basic salary schedule should be sound and competitive with those of neighboring school systems.	425	70	143	23	31	5	10	2
Sufficient funding to enable the program to operate as intended should be secured prior to implementation of the program.	464	76	123	20	16	3	6	1
The cost-benefit aspect should be a prime factor in the design of the program.	252	41	205	34	100	16	52	9

*Criteria of a Merit Pay Program for Teachers
by School Board Members
(Continued)*

<i>Criteria</i>	<i>Strongly Agree</i>		<i>Agree</i>		<i>Disagree</i>		<i>Strongly Disagree</i>	
	<i>N</i>	<i>%</i>	<i>N</i>	<i>%</i>	<i>N</i>	<i>%</i>	<i>N</i>	<i>%</i>
<i>The local community should be supportive of the program.</i>	360	59	203	33	31	5	15	3
<i>The local community should readily accept the additional costs of the program.</i>	280	46	240	39	60	10	29	5

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*MERIT PAY PROGRAMS FOR TEACHERS:
PERCEPTIONS OF SCHOOL BOARD MEMBERS IN VIRGINIA*

by

Edward L. Carter, Jr.

(ABSTRACT)

This study provides a survey of local school board members in the Commonwealth of Virginia which investigates attitudes and perceptions of merit pay for teachers. In addition, criteria considered important components of a merit pay program for teachers in Virginia are identified. Case studies of selected school systems in Virginia provide a comparison of the criteria with the characteristics of merit pay programs which are now or have been operational at sometime since 1960 in school systems in Virginia.

Findings indicate that the variables of sex, educational level, occupational status, length of service on the school board, and the location of the school system served significantly effect school board member attitude and perceptions of merit pay for teachers. In addition, the case studies indicate a relationship between school board members' perceptions of merit pay and the actual operational characteristics of merit pay programs.