

CHANGES IN SALARIES, RELATED BENEFITS, AND SALARY RANKINGS  
OF TENNESSEE K-12 INSTRUCTIONAL EMPLOYEES  
FROM 1977-1978 THROUGH 1980-1981

by

Harry Edward Grumbach, Jr.

Dissertation submitted to the Faculty  
at the Virginia Polytechnic Institute and State University  
in partial fulfillment of the requirements for the degree of  
DOCTOR OF EDUCATION  
in  
Educational Administration

APPROVED:

M. David Alexander, Chairman

Richard G. Salmon

David J. Parks

Jerald F. Robinson

Robert R. Richards

May, 1982

Blacksburg, Virginia

## DEDICATION

To my greatest comfort throughout this experience,

Kay Davis Grumbach

## ACKNOWLEDGMENTS

Many people have contributed to the development of this study. The writer is grateful to all of them and wishes to acknowledge a few individuals in particular.

The writer is especially indebted to the members of his advisory committee: Dr. M. David Alexander, Chairman, Dr. David J. Parks, Dr. Robert R. Richards, Dr. Jerald F. Robinson, and Dr. Richard G. Salmon. Their various areas of knowledge and influence were shared willingly. The guidance and assistance given by Dr. Alexander and Dr. Salmon were crucial, and the author is most beholden.

Special appreciation is expressed to the staff members of the Tennessee State Department of Education, to the executive staffs of the Tennessee School Boards Association and the Tennessee Education Association, and to the local superintendents and panel of experts who gave freely of their time and assistance.

Special thanks go to Dr. Joel Shore, Assistant Commissioner of Education for the state of Tennessee, Dr. George Malo, Director of Research and Development, Mrs. Anna Blackman, Statistician, Mr. R. V. Ball, Director of Fiscal Field Services, and Mr. Walton Peace, Director of State Disbursements, for the Tennessee State Department of Education, and Mr. Stephen Curry, Chief of Membership Services in the Tennessee State Department of Treasury. Special thanks also go to Dr. Daniel J. Tollett, Executive Director of the Tennessee School Boards Association, and Dr. Cavet Cheshier, Executive Director of the Tennessee Education Association for their combined support and assistance.

## TABLE OF CONTENTS

	<u>Page</u>
DEDICATION . . . . .	ii
ACKNOWLEDGMENTS . . . . .	iii
TABLE OF CONTENTS . . . . .	iv
LIST OF TABLES . . . . .	vii
 CHAPTER	
1 CHANGES IN SALARIES, RELATED BENEFITS, AND SALARY RANKINGS OF TENNESSEE K-12 INSTRUCTIONAL EMPLOYEES FROM 1977-1978 THROUGH 1980-1981 . . . . .	1
INTRODUCTION . . . . .	1
BACKGROUND FOR THE STUDY . . . . .	2
REASON FOR THE STUDY . . . . .	7
STATEMENT OF THE PROBLEM . . . . .	8
DELIMITATIONS . . . . .	9
DEFINITION OF TERMS . . . . .	9
SUMMARY AND OVERVIEW . . . . .	13
2 REVIEW OF RELATED RESEARCH LITERATURE . . . . .	14
INTRODUCTION . . . . .	14
CHRONOLOGY OF RELATED FINDINGS . . . . .	16
SUMMARY OF RELATED RESEARCH LITERATURE . . . . .	37
3 RESEARCH PROCEDURES . . . . .	41
METHODOLOGY . . . . .	41
RESEARCH QUESTIONS . . . . .	43



# TABLE OF CONTENTS (Continued)

	<u>Page</u>
SAMPLE SELECTION . . . . .	44
COLLECTION OF DATA . . . . .	49
TREATMENT OF DATA . . . . .	54
SUMMARY OF CHAPTER . . . . .	57
4 PRESENTATION AND ANALYSIS OF THE DATA . . . . .	59
INTRODUCTION . . . . .	59
FINDINGS . . . . .	64
LIMITATIONS . . . . .	125
SUMMARY OF CHAPTER . . . . .	125
5 SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS . . . . .	128
SUMMARY . . . . .	128
PRINCIPAL FINDINGS . . . . .	132
CONCLUSIONS . . . . .	133
IMPLICATIONS . . . . .	134
RECOMMENDATIONS . . . . .	135
CITED REFERENCES . . . . .	137
SELECTED REFERENCES . . . . .	141
APPENDICES . . . . .	147
A. EDUCATION PROFESSIONAL NEGOTIATIONS ACT . . . . .	148
B. LETTERS OF SUPPORT FOR THE STUDY . . . . .	159
C. MAPS OF TENNESSEE SCHOOL DISTRICTS . . . . .	163
D. SAMPLE POPULATION SELECTION . . . . .	166

TABLE OF CONTENTS  
(Continued)

	<u>Page</u>
E. THE SALARY RELATED BENEFITS FORM . . . . .	197
F. RESPONSES FROM LOCAL SUPERINTENDENTS AND A PANEL OF EXPERTS . . . . .	200
G. BASIC COST FOR AN AVERAGE TEACHER FOR THE SCHOOL YEAR 1980-1981 . . . . .	206
VITA . . . . .	208

## LIST OF TABLES

<u>Table</u>	<u>Page</u>
1    The Population of Tennessee School Districts by Type, Size, and Wealth . . . . .	47
2    The Selected Sample of Tennessee County, City, and Special School Districts . . . . .	48
3    Basic Costs of the Average Certified K-12 Instructional Employee in Two of Tennessee's Large, High Wealth Contract and Non-contract County School Districts . . .	66
4    Basic Costs of the Average Certified K-12 Instructional Employee in Two of Tennessee's Large, Average Wealth Contract and Non-contract County School Districts . . .	69
5    Basic Costs of the Average Certified K-12 Instructional Employee in Two of Tennessee's Large, Low Wealth Contract and Non-contract County School Districts . . .	73
6    Basic Costs of the Average Certified K-12 Instructional Employee in Two of Tennessee's Average, High Wealth Contract and Non-contract County School Districts . . .	76
7    Basic Costs of the Average Certified K-12 Instructional Employee in Two of Tennessee's Average, Average Wealth Contract and Non-contract County School Districts . . .	80
8    Basic Costs of the Average Certified K-12 Instructional Employee in Two of Tennessee's Average, Low Wealth Contract and Non-contract County School Districts . . .	83
9    Basic Costs of the Average Certified K-12 Instructional Employee in Two of Tennessee's Small, High Wealth Contract and Non-contract County School Districts . . .	85
10   Basic Costs of the Average Certified K-12 Instructional Employee in Two of Tennessee's Small, Average Wealth Contract and Non-contract County School Districts . . .	88
11   Basic Costs of the Average Certified K-12 Instructional Employee in Two of Tennessee's Small, Low Wealth Contract and Non-contract County School Districts . . .	91

LIST OF TABLES  
(Continued)

<u>Table</u>	<u>Page</u>
12 Basic Costs of the Average Certified K-12 Instructional Employee in Two of Tennessee's Large, High Wealth Contract and Non-Contract City School Districts . . . . .	94
13 Basic Costs of the Average Certified K-12 Instructional Employee in Two of Tennessee's Large, Average Wealth Contract and Non-Contract City School Districts . . . . .	98
14 Basic Costs of the Average Certified K-12 Instructional Employee in Two of Tennessee's Average, High Wealth Contract and Non-Contract City School Districts . . . . .	101
15 Basic Costs of the Average Certified K-12 Instructional Employee in Two of Tennessee's Average, Low Wealth Contract and Non-Contract City School Districts . . . . .	104
16 Basic Costs of the Average Certified K-12 Instructional Employee in Two of Tennessee's Small, High Wealth Contract and Non-Contract City School Districts . . . . .	107
17 Basic Costs of the Average Certified K-12 Instructional Employee in Two of Tennessee's Small, Average Wealth Contract and Non-Contract City School Districts . . . . .	109
18 Basic Costs of the Average Certified K-12 Instructional Employee in Two of Tennessee's Small, Low Wealth Contract and Non-Contract City School Districts . . . . .	112
19 Basic Costs of the Average Certified K-12 Instructional Employee in Two of Tennessee's Small, Low Wealth Contract and Non-Contract Special School Districts . . . . .	115
20 The Cost Differences and Percentage Differences in Tennessee K-12 Instructional Employees' Basic Costs in the 34 Sample Districts for the School Years 1977-1978 through 1980-1981 that Favored the Contract and Non-Contract Districts . . . . .	120
21 A Comparison of the Average Teacher's Salary Ranking Polarization Trends Between Sample Contract and Non-Contract School Districts in Tennessee for the School Years 1977-1978 through 1978-1979 and 1979-1980 through 1980-1981 . . . . .	123

## Chapter 1

### CHANGES IN TENNESSEE K-12 INSTRUCTIONAL EMPLOYEES' SALARIES, RELATED BENEFITS, AND SALARY RANKINGS FROM 1977-1978 THROUGH 1980-81.

#### INTRODUCTION

During the two decades that preceded the enactment of Tennessee's Educational Professional Negotiations Act (EPNA)<sup>1</sup>, Southern educators<sup>2</sup> watched other public employee groups seek, win, and use the process of collective bargaining. By their legislative efforts, Southern public school teachers have expressed their interest for using the negotiations process. In the past ten years, education associations have proposed legislation to lawmaking bodies in most Southern states.<sup>2</sup> The proposed changes would have allowed teachers the option of collectively bargaining with their employers. Teacher associations' efforts for statutory changes have been successful in Florida and Tennessee. Tennessee's EPNA is the latest legislated evidence of interest among Southern lawmakers and policy makers in permitting teachers use the negotiations process.

---

<sup>1</sup>The Tennessee General Assembly passed the Education Professional Negotiations Act in March of 1978. The following month Governor Ray Blanton signed the Act into law, and it became effective on January 1, 1979.

<sup>2</sup>Southern educators are certified instructional personnel that are employed in Southern states. Southern states, or the South, include: Alabama, Arkansas, Florida, Georgia, Kentucky, Louisiana, Mississippi, North Carolina, South Carolina, Tennessee, Texas, Virginia and West Virginia.

The EPNA was created to be used exclusively by the professional employees of Tennessee's local boards of education. (See average teacher or instructional employee under Definition of Terms, p. 9.) Public school teachers and other elementary and secondary certified instructional personnel are the only public employees designated as professionals by the EPNA that have the right to negotiate collectively. The purpose of the law was

"...to prescribe the legitimate rights and obligations of boards of education and their professional employees and to establish procedures governing relationships between them which are designed to meet the special requirements and needs of public education."<sup>3</sup>

#### BACKGROUND FOR THE STUDY

During the 1960's and 1970's teachers in the South saw other Southern public employee groups achieve collective bargaining rights at both the state and federal levels. President Kennedy's Executive Order No. 10988 in 1962 first gave federal employees the right to bargain. Teachers watched as Southern postal workers, like other postal workers across the nation, used their bargaining rights. President Nixon's Executive Orders No. 11491 (1969) and No. 11616 (1971), along with the Carter administration's Civil Service Reform Act of 1978, increased the

---

<sup>3</sup>Tennessee Code Annotated §49-5501 (Michie 1980). It defines the process and participants in TCA §§49-5502, 49-5505, 49-5506, and 49-5507. It covers the limits of exclusive recognition in §§49-5503 and 49-5504, what constitutes a violation in §§49-5508 and 49-5509, what can be negotiated in §§49-5513 and 49-5514, and how to decertify in §49-5515. See Appendix A.

rights of federal employees to negotiate. State legislation providing collective bargaining rights was enacted for firefighters in Alabama and Georgia and for police in Kentucky and Texas.<sup>4</sup> Florida laws have included bargaining rights for firefighters and police since 1968. Firefighters and police have been permitted to bargain collectively in many of the counties, cities, and towns in most Southern states. The American Federation of State, City, and Municipal Employees (AFSCME) has assisted other public employees, such as food service, clerical, maintenance, and other personnel, in achieving their own legislative bargaining rights. After witnessing the gains of other public employees, many Southern teachers chose to pursue negotiation rights for themselves.

A major factor in the rapid development of collective negotiations in public education was the competition between the American Federation of Teachers (AFT) and the National Education Association (NEA).<sup>5</sup> Since the early 1960's, hundreds of thousands of teachers have become members in at least one of the two national associations.<sup>6</sup> Through the AFT-NEA

---

<sup>4</sup>Doris Ross and Patricia Flakus-Mosqueda, Cuebook II: State Education Collective Bargaining Laws; Report. No. F80-5, (Denver: Commission of the States, 1980), pp. 16, 20, 26, and 40.

<sup>5</sup>Myron Lieberman and M. H. Moscow, Collective Negotiations for Teachers, (Chicago: Rand McNally & Co., 1966), p. 83.

<sup>6</sup>According to the Government Employee Relations Report, (Washington, D. C.: Bureau of National Affairs, 1979), the NEA had nearly 2 million members, and the AFT had exceeded 500,000 members and had the priority of doubling its membership.

competition, many teachers began to see themselves taking actions similar to those that other federal, state, and local public employees had been taking. Federal employees working in the South, as well as Southern firefighters, police and other public service personnel, had been assisted by national unions through their local union associations. National unions have rivaled for Southern membership of federal employees, firefighters, police and other public workers by supporting their legislative efforts. The AFT and NEA have been doing the same by assisting their Southern state and local affiliates in achieving recognition to negotiate collectively. They have often advised affiliates on strategic alternatives to resolve procedural differences. The NEA has been especially instrumental in helping Southern state-level affiliates to lobby for legislation that would allow bargaining.

Today, 38 states have enacted laws that require public employers to negotiate with certain public employee groups.<sup>7</sup> Of the twelve states that have not enacted such legislation, seven are in the South.<sup>8</sup> Alabama, Florida, Georgia, Kentucky, Tennessee, and Texas are the six Southern states that have enacted laws allowing some specific public work force to negotiate collectively.

---

<sup>7</sup> Ross and Flakus-Mosqueda, pp. 16-47.

<sup>8</sup> Arkansas, Louisiana, Mississippi, South Carolina, and West Virginia have not enacted laws requiring public employers to negotiate with any public employee group (Ibid.). Virginia has a prohibitive court decision and North Carolina has prohibitive legislation.



All of the NEA's Southern state-level affiliates have proposed legislation to their respective lawmaking bodies within the past ten years. In all cases the proposals called for allowing local education associations to bargain with their local school boards. Local education associations have now negotiated or "met and conferred" over the terms and conditions of their contracts somewhere in most Southern states.

Florida legislators enacted the Public Employee Relations Act (PERA) in 1974.<sup>9</sup> The PERA gave K-12 and post-secondary educators, both professional and classified, the right to negotiate. Most recently the Tennessee General Assembly enacted the EPNA, providing K-12 teachers and certified instructional staff members with the exclusive rights, among Tennessee's "professional" employees, to negotiate collectively with their local board of education. The Florida and Tennessee Statutes provide evidence that Southern state lawmakers have become actively interested in teachers' appeals for bargaining rights.

Since the EPNA's enactment, more than 50% of Tennessee's 147 school districts had chosen to utilize the provisions of the law. Seventy-seven local education associations had successfully campaigned for recognition elections by the end of the 1980-1981 school year. Four of those associations later attempted decertification; two, Sequatchie County and Elizabethton, were successful. Sixty-seven

---

<sup>9</sup>Ross and Mosqueda, p. 20.

associations have signed memorandums of agreement<sup>10</sup> with their school boards. Many school boards have resisted local campaign efforts for certification, and four have assisted decertification procedures. After the certified associations began negotiations with their employers, impasses developed in several of the bargaining districts. In those cases negotiations ceased until the impasses were resolved. Most impasses have been resolved through mediation. While many of the school districts that had worked under their original contract have begun negotiating second and third contracts, other districts have begun negotiating an agreement for the first time. More than 80%<sup>11</sup> of Tennessee's elementary and secondary school teachers have been represented at the bargaining table.<sup>12</sup>

---

<sup>10</sup>A memorandum of agreement is the EPNA term for a contract. See Appendix A, TCA §49-5502(g).

<sup>11</sup>The 80% representation figure includes teachers in the Carter County, Davidson County, Memphis City, and Unicoi County school districts. These four districts were excluded from the provisions of the EPNA. About a fourth of all the K-12 instructional personnel that were teaching in Tennessee were employed in these four districts. See previously recognized organizations, p. 14.

<sup>12</sup>Percentages and figures were taken from data provided by the Tennessee School Boards Association (TSBA) and the Tennessee Education Association (TEA).

## REASON FOR THE STUDY

Salaries have been included in every contract that has been negotiated under the EPNA. All memorandums of agreement have included negotiated salary scales, and most contain salary-related benefits.<sup>13</sup> Insurance benefits have been discussed and often included. Certain fixed charges, such as social security, retirement, and worker's compensation, are not negotiable, but changes in salaries and salary-related benefits have resulted indirectly in their change as well. The cost of teachers' salaries and related benefits comprise a major portion of the budgets that state and local officials have to be concerned with. These officials are interested in reports of how these basic expenses have changed.

Besides those officials responsible for state and local budgeting, there are many others with an interest in research that documents how the salaries and related benefits of instructional personnel have changed. Along with government officials, there are lawmakers, policy makers, and education officials for whom the study of cost changes provides a source of documented history from which to make decisions. Instructional personnel are interested in this report, because it shows them how their salaries and related benefits have changed. For

---

<sup>13</sup> John Boy O'Dell, "A Content Analysis of Tennessee Contracts Bargained the First Year after Initial Professional Negotiations Legislation." (Ed.D dissertation, University of Tennessee, 1980), p. 51-53.

taxpayers, it records what has happened to some of their taxes. (See Appendix B.)

Individuals and their representatives who hold similar positions in other states, especially neighboring Southern states, may be interested, too. The fiscal dependency of Tennessee's county and city school boards upon their respective local governing authorities is not very different from the fiscal structures of neighboring states. Therefore, the fiscal agencies of other Southern states may also be interested in this report. These decision makers and interested parties are being given a source of information to help base future decisions upon.

No study comparing negotiated and non-negotiated salaries, related benefits, and salary rankings of Tennessee's instructional personnel, during a time period that preceded and followed the EPNA's implementation has been conducted. A study of this nature has been recommended.<sup>14</sup>

#### STATEMENT OF THE PROBLEM

The purpose of the study was to compare negotiated and non-negotiated salaries, salary-related benefits, and salary rankings of Tennessee elementary and secondary certified instructional employees, during the scholastic years 1977-1978 through 1980-1981. An ancillary purpose of the study was to determine what changes in those costs and

---

<sup>14</sup>O'Dell, op. cit., p. 81. Recommendations 4 and 8.

rankings had occurred after the Education Professional Negotiations Act was implemented on January 1, 1979.

#### DELIMITATIONS

This study was delimited to the following:

1. Thirty-four selected school districts in the state of Tennessee.
2. The scholastic years 1976-1977 through 1980-1981.

#### DEFINITION OF TERMS

Several terms, other than those defined by the EPNA<sup>15</sup>, used for the purpose of this study were derived from traditional Tennessee documentation regarding the "average teacher". Most financial terms were defined in relation to the average teacher and were derived from arithmetical averages.

Average Teacher (Instructional Employee). An employee of a local board of education, or board of trustees, who has been certified by the state of Tennessee for one or more specific teaching or instructional staff position or positions in Tennessee's elementary and secondary public schools. Such positions have included: elementary and secondary teachers, principals, assistant principals, supervisors of instruction, librarians, guidance personnel, other instructional personnel, psychological personnel, and attendance personnel. Certified instructional employees are also noted to be professional employees as defined by the EPNA.

Salaries (or Wages). Basic monetary compensation to instructional personnel for their contracted services regularly paid on a prescribed schedule commensurate with the employee's teaching experience and academic training.

---

<sup>15</sup>TCA §49-5502

Salary-related Benefits. Non-salary items paid or credited to instructional personnel. In this study items include: insurance, retirement, social security, and others.

Average Teacher's Salary. The arithmetic mean (in dollars) computed each year by dividing school districts' number of total instructional personnel assignments into the summed total salaries of all the school districts' instructional personnel. This figure has been reported each year in the Tennessee State Department of Education's annual statistical reports. The average teacher's salary has been the combination of the minimum state salary, the required local expenditure and the local supplement. (See Appendix G.)

Minimum State Salary. The state paid portion of the average teacher's salary. It was calculated from the foundation program of the state school funds distributed throughout the state. The disbursement of the foundation program is reported in the State Department of Education's annual statistical reports. According to the Department's Director of State Disbursements, approximately 94% of the equalizing program for 1976-1977 and 97% of the foundation programs for 1977-1978 through 1980-1981 were disbursed to the local districts for the salaries of instructional personnel. Therefore, these percentages of the equalizing and foundation programs were calculated and divided by the number of total instructional assignments for each sample district. (See Appendix G.)

Required Local Expenditure. The annual minimum expenditure that a local board of education is required by the state to pay to each of its certified instructional personnel. The required local expenditure was \$700 for the school year 1976-1977, \$850 for each of the school years 1977-1978 through 1979-1980, and \$1,000 for 1980-1981. (See Appendix G.)

Local Supplement. The remaining portion after the minimum state salary and the required local expenditure have been subtracted from the average teacher's salary. It was this portion of the teacher's salary that is negotiable under the provisions of the EPNA and is paid by the local school district. (See Appendix G.)

Paid Insurance. The whole or proportional expense regularly paid by the employer for insuring teachers' lives, hospitalization, medical expenses, dental work, and/or any other health-related personal or family loss.

Paid Retirement. The amount paid by the state each year into the Tennessee Consolidated Retirement Program for the teacher whose local system has opted to participate in the program. The amount paid by the state was ascertained in accordance with the teacher's salary. A percentage figure is fixed annually by the Board of Trustees of the

Tennessee Retirement System to determine what particular amount the state is to pay in relation to the teacher's earnings. State paid retirement figures have been fixed at: 11.5% for 1974-1976; 12.23% for 1976-1977; 14.9% for 1977-1978; 15.27% for 1978-1980; and 15.47% for 1980-1982.<sup>16</sup> Paid retirement was derived by taking the appropriate fixed percentage from the average teacher's salary. (See Appendix G.)

Paid Social Security. The employer's tax share that is paid for the teacher into Social Security. This payment is made by the state for the local district. Fixed percentages are mandated annually through federal law to determine what particular amount the employer has to pay in relation to the teacher's earnings. Paid social security percentages were set at: 5.85% for 1976 up to \$15,300 and 1977 up to \$16,500; 6.05% for 1978 up to \$17,700; 6.13% for 1979 up to \$22,900 and 1980 up to \$25,900; and 6.65% for 1981 up to \$29,700.<sup>17</sup>

The average teacher's salary has not exceeded the ceilings just noted, and the percentages have been paid per calendar year. Therefore, paid social security was derived by dividing the average teacher's salary by two and taking the fixed percentages of both calendar years from which the scholastic year coincided. The fixed percentage of the first calendar year was taken from half of the average teacher's salary, and the fixed percentage of the second calendar year was taken from the second half of the average teacher's salary. The two figures were then added together, thus providing the paid social security for a given scholastic year. (See Appendix G.)

Retirement and Social Security. The sum of the paid retirement and the paid social security. (See Appendix G.)

Basic Cost. The basic annual expense that the state and local school board pay for providing the service of an instructional employee to the local district. The figure was determined by summing the average teacher's salary and the retirement and social security. (See Appendix G.)

Salary Ranking. Rank of the average teacher's salary of a given school district as compared with the average teachers' salaries of all other school districts in the sample. (See Table 21, p. 122-124.)

Other terms calculated and defined for the purpose of the study are:

---

<sup>16</sup>Fixed percentage figures were supplied by the Tennessee Consolidated Retirement System.

<sup>17</sup>Ibid.

Annual Cost. The average amount of dollars that the state and/or local employer paid to the average teacher for a particular school year.

Annual Percentage Change. The average percentage of change in annual cost.

Era Cost. the average of annual costs for a period of time before a contract (pre-contract era) or during the time of a contract (contract era).

Era Percentage Change. The average of annual percentage changes for a pre-contract era or contract era.

Cost Change. The difference in a district's pre-contract era costs from its contract era costs.

Percentage Change. The difference in a district's pre-contract era percentage change from its contract era percentage change.

Cost Difference. The difference in a contract district's cost change and non-contract district's cost change.

Percentage Difference. The difference in a contract district's percentage change and non-contract district's percentage change.

Previously Recognized Organizations. Memphis City, Carter County, Cheatham County, Davidson County, and Unicoi County were public school districts originally excluded from the authority of the EPNA, because they had agreements with previously recognized organizations.<sup>18</sup> Upon termination of the pre-existing agreements, these districts become subject to the EPNA's provisions.

Ratification. The written agreement by a school district's board of education to terms negotiated by its management personnel and its professional employees' organization.<sup>19</sup> This procedure precedes budget authorization by the local fiscal authority. Relevant budget items that are not approved by the fiscal authority are renegotiated by the board and the union.

---

<sup>18</sup>TCA §49-5516. See Appendix A. With the EPNA's enactment in 1978, of Tennessee's 46,246 instructional personnel, 11,745 were ruled outside the EPNA. Soon after enactment, Cheatham County waived its rights to exclusion.

<sup>19</sup>See TCA §49-5502 (d) and (1) for definitions of professional employees' organization and management personnel.



## SUMMARY AND OVERVIEW

Chapter 1 introduced the collective bargaining legislation that was enacted by the Tennessee General Assembly in 1978. The EPNA is the most recently enacted collective bargaining legislation for public school instructional personnel. More than 80% of Tennessee's instructional employees have been represented at the bargaining table, and most of their districts have negotiated contracts. A predominance of salary schedules and related benefits have been included in the contracts. Lawmakers, policy makers, fiscal authorities, and others are interested in a study comparing negotiated and non-negotiated instructional employee's salaries, related benefits, and salary rankings. Such a study has been recommended but has not been conducted. This study is a historical documentation of what happened in 34 Tennessee public school districts during the school years from 1977-1978 through 1980-1981.

Chapter 2 is a review of the research and literature that has dealt with comparative changes in instructional employees' negotiated and non-negotiated salaries, salary-related benefits, and salary rankings. Chapter 3 is a description of the research procedures for designing the methodology of this study. Chapter 4 contains the data collection of data and findings from the research. A summary of the study with conclusions and recommendations for change and future study is contained in Chapter 5.

## Chapter 2

### REVIEW OF RELATED RESEARCH LITERATURE

#### INTRODUCTION

The research literature was reviewed to find what information existed on changes in K-12 teachers' salaries, salary-related benefits, and salary rankings. The influence of collective bargaining on public school teachers' salaries, related-benefits, and rankings was the primary interest. Until the late 1970's most related studies had been conducted by researchers from the field of business.<sup>20</sup> Most related studies used a study design of (1) a multistate sample in which formal bargaining contracts or comprehensive state teacher bargaining laws existed, or (2) an intrastate sample in states with comprehensive legislation that required school boards to bargain with the certified representative of the district's teachers.<sup>21</sup> Results of most research were obtained by using cross-sectional multiple regression analyses.

---

<sup>20</sup>Larry A. Graham, "Collective Bargaining and the Extent of Welfare Benefits Received by Teachers in Selected School Corporations in Indiana 1970-1976." A doctoral dissertation, Indiana University, 1976.

<sup>21</sup>Daniel G. Gallagher, "De Facto Bargaining and Teachers Salary Levels: The Illinois Experience," Journal of Collective Negotiations 7(3):243-253, 1978.

The regression estimates suggested that the salary influence of teacher negotiations generally ranged from increases exceeding 30% to no significant effect.<sup>22</sup>

Most researchers have thoroughly reviewed and discussed the findings of the other writers. Some, such as Lipsky and Drotning<sup>23</sup>, Gustman and Segal<sup>24</sup>, and Cole<sup>25</sup> even prepared tables comparing the most frequently mentioned studies. Graham attempted to present a comprehensive chronological review.<sup>26</sup> Others chose to present their findings by grouping the literature under commonly researched variables. This review has adopted Graham's chronological method. It singled out only those findings about K-12 public school teachers' salaries, salary-related benefits, and salary rankings, as effected by collective negotiations or during times thereof.

---

<sup>22</sup>Raymond E. Cole, "Some Salary Effects on Arkansas Teachers of Professional Negotiations Occurring in the Absence of Statutory Sanctions," Journal of Collective Negotiations 6(1):63-72, 1977.

<sup>23</sup>David B. Lipsky and John E. Drotning, "The Influence of Collective Bargaining on Teachers' Salaries in New York State" Industrial and Labor Relations Review 27(1):18-35, October 1973.

<sup>24</sup>Alan L. Gustman and Martin Segal, The Impact of Teachers' Unions. Final Report. National Institute of Education (DHEW): Washington, D. C., September 1976.

<sup>25</sup>Cole, op. cit., pp. 64-72.

<sup>26</sup>Graham, op. cit., pp. 16-40.

## CHRONOLOGY OF RELATED FINDINGS

The earliest and subsequently the most quoted finding was a conclusion by Douglas that

"unionism...very probably does give an appreciable increase in earnings during the early period of effective organization, but during the later and more mature years of union development, the relative rate of further progress seems, to say the least, to be no more rapid on the whole for unionists than for non-unionists."<sup>27</sup>

In a two-year study of 12 Michigan schools, Rehmus and Wilner concluded that collective bargaining increased teachers' salaries by 10% to 20%, nearly tripling what the teachers would have received without bargaining.<sup>28</sup>

Kasper studied the effect of teacher organizations, during the 1967-1968 school year, on average salaries in all of the 50 states and the District of Columbia. He concluded that the effect of organizations on the increase in salaries was zero to four percent, but that the effect was insignificant as compared to the effects on other

---

<sup>27</sup>Paul H. Douglas, Real Wages in the United States, 1890-1926. Houghton Mifflin Co.: Boston and New York, 1930.

<sup>28</sup>C. M. Rehmus and Evan Wilner, The Economic Results of Teacher Bargaining: Michigan's First Two Years, Institute of Labor and Industrial Relations, Michigan University and Wayne State University, 1968. In Graham, op. cit., p. 17, it was emphasized that the school boards were inexperienced with bargaining strategies, that is initial offer and final settlement. As Graham inferred, this could have caused serious inaccuracies in the conclusion. However, he left the degree of the teachers' negotiating experience unmentioned. Others have also argued against the Rehmus and Wilner conclusion.

variables.<sup>29</sup> In a comparison with police entrance salaries, he found that the more sophisticated bargaining procedures had a positive impact on teachers' salaries, but representation in general was ineffective.<sup>30</sup>

Thornton studied the effects of collective bargaining on the teachers' salary schedules of 83 large school districts during the 1969-1970 school year in cities with populations exceeding 100,000. Like Rehmus and Wilner, he looked at the minimum and maximum of the AB (Bachelors) and AM (Masters) schedules. Thornton estimated that the impact on the minimum AB was 2.3%, no more than one percent to four percent at the lower three scheduled salary levels, but was nearly 23% for a maximum AM degree. It was notable that he found the raises to be significant, but he also implied that the 23% might not be totally reliable.<sup>31</sup>

Baird and Landon studied a sample of 44 school districts across the country. During the 1966-1967 school year, the district's enrollments were from 25,000 to 50,000. They determined that in districts where some type of collective bargaining was held, there was a tendency for salaries to be significantly higher by an average \$261.17 or 4.9%

---

<sup>29</sup>Hirschel Kasper, "The Effects of Collective Bargaining on Public School Teachers' Salaries," Industrial and Labor Relations Review. 24:57-72, October 1970.

<sup>30</sup>Kasper, op. cit., 57-72.

<sup>31</sup>Robert J. Thornton, "The Effects of Collective Negotiations on Teachers' Salaries," Quarterly Review of Economics and Business 11:37-46, Winter, 1971.

of the average starting salary.<sup>32</sup> It was felt that unionization behooved teachers. However, if districts were consolidated, teachers were viewed as losers because their ability to play one district against another was lost.<sup>33</sup>

In a study of 319 Massachusetts school districts Kirk found that collective negotiations increased teachers' salaries two percent to three percent during the 1967-1968 school year.<sup>34</sup>

Hall and Carroll studied a sample of 118 suburban elementary school districts in Cook County, Illinois. They investigated the relationship between collective bargaining and the districts' average teachers' salaries and class sizes, simultaneously, for the 1968-1969 school year. Hall and Carroll concluded that, while both salaries and class size were simultaneously effected, there was strong indication that teachers' organizations annually increased the average salary \$165.<sup>35</sup>

---

<sup>32</sup>Robert N. Baird and John H. Landon, "Communication: The Effects of Collective Bargaining on Public School Teachers' Salaries; Comment," Industrial and Labor Relations Review 25(3):410-417, April 1972.

<sup>33</sup>Baird and Landon, op. cit., pp. 410-423.

<sup>34</sup>E. F. Kirk, A Theoretical and Empirical Study of the Impact of Collective Negotiations on Public School Teachers' Salaries in the Commonwealth of Massachusetts, an unpublished Ph.D. dissertation, Boston College, 1974.

<sup>35</sup>W. Clayton Hall and Norman E. Carroll, "The Effects of Teachers' Organizations on Salaries and Class Size," Industrial and Labor Relations Review (2) 26:834-841, January 1973.

The effect of collective bargaining on teachers' base pay BA salaries was found by Frey to have been zero to two percent. Frey sampled 298 New Jersey school districts with enrollments over 750 for the 1969-1970 school year.<sup>36</sup>

From the studies reviewed, Schmenner's findings indicated one of the stronger effects of unionism on teachers' salaries. He used pooled cross-section time series data from 11 "very large cities". For the period from 1962 to 1970 Schmenner found the impact of unionism to be a 12% to 14% increase on teachers' minimum BA salaries with no experience.<sup>37</sup>

From a response of 254 Indiana school districts, Smith divided the sample into four levels based on the number of negotiation meetings that the districts held in 1969. He found that as negotiation sessions increased in number the minimum and maximum salaries also increased. the number of years necessary for a teacher to receive the maximum salary decreased. Smith considered the differences among beginning salaries in all four groups to be quite small. He considered the differences among maximum salaries to be substantial. This implied

---

<sup>36</sup>D. E. Frey, Wage and Employment Effects of Collective Bargaining in Public Schools in New Jersey, an unpublished Ph.D. dissertation, Princeton University, 1972.

<sup>37</sup>Roger W. Schmenner, "The Determination of Municipal Employee Wages," Review of Economics and Statistics, 55:83-90, February 1973.

that collective negotiations effected salary structures.<sup>38</sup> Smith also used a "before and after" comparison of BA minimum and MA maximum salaries. He compared the minimum and maximum salaries for the 1962-1963 school year ("before") to the minimum and maximum salaries for the 1969-1970 school year ("after"). The minimum salaries had increased an average of 37.84%, while the maximum salaries increased an average 52.49%. The purpose of the comparison was to show that the highest level of the salary schedule was receiving more attention than the lowest level.<sup>39</sup>

In another study Smith gathered data from governmental publications to compare teachers to other groups. He compared the average annual salary of the nation's total instructional staff against the nation's personnel per capital income. Salary averages for a period of years that preceded the 1961-1962 school year were compared to salary averages for a period of years that followed. Smith made a similar comparison between instructional staff salaries and gross average earnings of production or nonsupervisory workers on private nonagricultural payrolls. He found that teachers' salaries had increased throughout the entire period investigated and concluded that negotiations might have had minimal effects on teachers' salaries.

---

<sup>38</sup>Allen W. Smith, Indiana Public School: Unionism and Collective Negotiations, Division of Research, Graduate School of Business, Indiana University, Bloomington, 1971.

<sup>39</sup>Ibid.



Even so, he found no relationship between the acceleration of teachers' salaries and the acceleration of collective negotiations.<sup>40</sup>

Lipsky and Drotning collected data from all 696 New York school districts, excluding New York City. The purpose of their study was to determine the influence of collective bargaining on various levels of teachers' salaries during the 1967-1968 school year, the first year of the Taylor Law. The dependent variables included the BS minimum level, the BS with 30 graduate hours and seven years experience, the BS with 60 graduate hours and eleven years experience, and the average salary paid for each. Lipsky and Drotning held that bargaining had had no effect on teacher salary levels, whether as a measure of actual earnings (average salary) or scheduled rates.<sup>41</sup>

To correct for spillover effects<sup>42</sup>, subsamples of the New York districts with enrollments between 1,001 and 2,000 were retested. Union effects were positive and significant for average salaries as well as for the schedule pay rates. The contention was that the

---

<sup>40</sup>Allen W. Smith, "Have Collective Negotiations Increased Teachers' Salaries?" Phi Delta Kappan, 54(4):268-270, December 1972.

<sup>41</sup>Lipsky and Drotning, op. cit., pp. 18-35. The Taylor Law was enacted by the state of New York in 1967 to govern public employer-employee relations. According to Lipsky and Drotning, 63% of the 696 New York School districts first began bargaining under provisions of the Law in 1968.

<sup>42</sup>"The spillover effect is a commonly used term to describe what happens to districts that are not bargaining, but are contiguous to districts which do bargain. The theory states that the districts which don't bargain will also benefit, hence the term spillover." Quoted from Graham, op. cit., p. 33.

districts were isolated from spillover and must have had a degree of monopsony power.<sup>43</sup>

Final estimates were made of the bargaining effect on salary changes from 1967 to 1968. Again, the effect was found to be positive and highly significant. It was concluded that collective bargaining had a zero to three percent effect on the salary levels and had upped salary increases about 15%.<sup>44</sup>

In the fall of 1973 Booth conducted a comprehensive survey of the Illinois Association of School Boards' (IASB) 936 school district members. Data was computed from the 702 districts that responded. The purpose of the IASB study was to answer questions regarding the impact of collective bargaining on Illinois school districts. The study included a comparison of bargaining and non-bargaining districts. Statewide, little difference was indicated between the bargaining and non-bargaining systems. Less than one-third of the bargaining districts reported above-average salaries--not much greater than the percent of non-bargaining districts that reported above-average salaries. If there was any tendency, it was that most salaries were average when compared to nearby districts and that there may have been

---

<sup>43</sup>Lipsky and Drotning, op. cit., p. 35. Monopsony power is possessed by a large school district that encompasses a metropolitan area. A teacher employed in such a metropolitan district, who wants another teaching job must move to another district which is usually smaller. Since other smaller districts would be in the same vicinity, the districts would compete for the better teachers, thus raising wages. (Graham, op. cit., p. 23.)

<sup>44</sup>Ibid.

very little difference in pay schedules between districts, regardless of the bargaining relationship that existed in those districts. It appeared that if there was any dollar advantage in bargaining areas, the presence of a bargaining agreement tended to keep a less-than-average increase from being granted. Additionally, Booth reported that it was difficult to ascertain whether the slightly higher raises and the slightly higher number of above-average salaries could be attributed to the presence of an agreement to being in an urban area. One of these factors caused a slight increase, but which one was difficult to determine from the data.<sup>45</sup>

It appeared that the presence of a collective bargaining agreement and/or urban area factors somewhat increased the likelihood of a particular fringe benefit occurring. Hospital and medical insurance, pay for extra duties, and personal leave days seemed to be fairly common, regardless of location or bargaining involvement. However, reimbursement for college credit and life insurance and disability were more prevalent in the bargaining areas and urban areas. It seemed that the fringe benefits might either be slightly higher or agreed to sooner in bargaining districts.<sup>46</sup>

---

<sup>45</sup> Ronald R. Booth, Status of Collective Bargaining in Illinois Schools, 1973-74: The Implications for Management. Research Report No. 302.2.9. Illinois Association of School Boards: Springfield, Illinois, May 1974.

<sup>46</sup> Ibid, p. 23.

Booth concluded that bargaining teachers enjoyed few economic benefits that non-bargaining teachers did not enjoy to the same extent. Bargaining had little or no impact among districts reporting average and above-average salaries.<sup>47</sup> The salaries of teachers in bargaining districts were not significantly better than salaries of teachers in non-bargaining districts, but they did enjoy slightly better fringe benefits.<sup>48</sup>

Balfour studied the effect of collective negotiations on teachers' statewide mean salaries for the 1969-1970 school year. The data he compiled and analyzed were taken from all states except Alaska. He found that interstate differences in teachers' salaries could not be attributed to unionization. The presence of unionism did not play a significant role in the differences in average salaries among teachers of the different states. Specifically, it did not raise teachers' salaries.<sup>49</sup>

In a study of 201 Nebraska school districts for the 1970-1971 school year, Moore examined the impact of collective bargaining on the salary differential between elementary and secondary teachers. He did this by investigating the internal salary structure of the districts.

---

<sup>47</sup>Booth, op. cit., p. 80.

<sup>48</sup>Booth, op. cit., p. 2.

<sup>49</sup>G. Alan Balfour, "More Evidence That Unions Do Not Achieve Higher Salaries for Teachers," Journal of Collective Negotiations in the Public Sector 3(4):289-303, Fall 1974.

Moore found that bargaining had significantly impacted the salary structure of the typical district, especially on the differentials between secondary and elementary teachers' salaries. If there had been a particular beneficiary of bargaining, it appeared to have been the elementary teachers. The results indicated a net negative impact on average secondary-average elementary salary differentials of between \$440 and \$460. This amounted to approximately six percent of the average annual salary for all classroom teachers. Moore's conclusion was that significant restructuring of intraschool district salary levels had resulted from collective bargaining.<sup>50</sup>

Rucker sampled 556 contract and non-contract New Jersey school districts to determine the influence of collective negotiations on secondary school teachers' salaries. Data from the 1969-1970 school year were used for the cross-section multiple regression analysis. Rucker examined several minimum-to-maximum salary schedule levels in addition to the average teacher's salary and median teacher's salary. Contracts were found to have been associated with an increase on New Jersey teachers' salaries by as much as 2.73%. An increase of 3.92% was experienced by the low-ability-to-pay districts. There were no

---

<sup>50</sup>Gary A. Moore, "Some Salary Effects of Professional Negotiations in the Public Schools: The Nebraska Experience," an unpublished Ph.D. dissertation, University of Nebraska, 1974. Also Moore, Some Salary Effects...Nebraska Experience, New Series No. 5, University of Nebraska Press, Lincoln, 1975. Also Moore, "The Effect of Collective Bargaining on Internal Salary Structures in the Public Schools," Industrial and Labor Relations Review 29(3):352-362, April 1976.

significant effects on a 100-district subsample that was tested for spillover effects.<sup>51</sup>

Zuelke and Frohreich studied 50 K-12 Wisconsin school districts. The pupil enrollment in the districts averaged about 2,000. The purpose of the study was to determine comprehensive negotiation effects on districts that were not large and had no more than 500 professional staff members during the 1972-1973 school year. Because Wisconsin school districts had been negotiating since the early 1960s, and virtually all districts were negotiating during the 1972-1973 school year, the researchers had expected positive relationships between the teachers' salaries and negotiations. Six indicators of negotiations comprehensiveness were statistically refined through multiple regression analysis.

1. An accumulative index for salary adjustments existed and was part of the negotiated salary schedule, e.g., increases based on ratios generated from B.A. minimums, B.A. + 12 credits, B.A. + 24 credits, M.A. + 12 credits, etc.; or a percentage increment structure.
2. An procedure existed, including a timetable, for opening negotiations prior to the expiration of the existing agreement and was incorporated in the negotiated agreement.
3. The school board paid part of all of the teachers' contributions to the State Teachers Retirement System in the negotiated agreement.
4. There existed a standing teacher negotiating committee composed of the district's teachers that functioned during contract negotiations and during the term of the agreement.

---

<sup>51</sup>Maurice Rucker, "The Influence of Collective Bargaining on Public Secondary School Teachers' Salaries in New Jersey," An Ed.D. dissertation, Columbia University Teachers College, 1975.

5. The Wisconsin Federation of Teachers, Wisconsin Education Association Council, or UNISERV representatives were available to local teacher representatives during negotiations leading to the negotiated agreement.
6. Formal collective negotiations existed between the school board and one or more employee groups besides teachers<sup>52</sup> during bargaining leading to the negotiated agreement.

The six indicators were indexed and examined along with 11 other determinant variables and 10 measures of teachers' scheduled salaries and average salaries. No significant positive relationships were found to exist with six of the salary measures. It was surprisingly concluded that collective negotiations had a significant negative effect on teacher salaries in small to intermediate sized Wisconsin school districts. It was felt that these results might have been an indication that the long-term effect of negotiations' positive influence on salaries had not only peaked and leveled off, but it was on the decline. Socio-economic conditions in a school district generally had the strongest positive influence on teachers' salaries.<sup>53</sup>

The purpose of Chamber's study was to demonstrate that the major impact of bargaining for teachers had been on a regional (a county), rather than on a district-by-district level, and that bargaining did

---

<sup>52</sup>Dennis C. Zuelke and Lloyd E. Frohreich, "Comprehensive Negotiations Structure May Not Pay Off for Teachers," Phi Delta Kappan 57(6):417, February 1976 and Zuelke and Frohreich, "The Impact of Comprehensive Collective Negotiations on Teachers' Salaries: Some Evidence from Wisconsin," Journal of Collective Negotiations 6(1):81-88, (1) Fall 1977.

<sup>53</sup>Ibid.

have a substantial and significant effect on teachers' salaries. He sampled 39 elementary districts and 50 unified (K-12) districts from the six largest SMSAs in California. With the cross-section data for the 1970-1971 school year, Chambers empirically analyzed the base salary and increments for experience and education paid to teachers. The test also included principals' salaries. It was notable that when developing the model the possibility of simultaneity between teachers' terms of employment (benefits) and bargaining was tested and rejected. In the conclusion it was indicated that bargaining had raised the salaries of school personnel (both teachers and administrators alike) eight to 17%. Collective bargaining had a positive and statistically significant impact on teachers' salaries, which on the average had increased 5.7% and 12.2% in unified and elementary districts, respectively. Negotiations also had a positive effect on principals' salaries. Principals' increases ranged from 3.5% to 5.9% in unified districts and from 10.4% to 12.2% in elementary districts.<sup>54</sup>

Graham investigated what had been the extent of welfare benefits received by teachers in selected Indiana school corporations during the period 1970-1976. The intent of his historiography was to focus upon collective bargaining to determine if and to what extent bargaining

---

<sup>54</sup> Jay C. Chambers, "The Impact of Collective Negotiations for Teachers on Resource allocation in Public School Districts," an unpublished Ph.D. dissertation, Department of Economics, Stanford University, 1975.



effected the rate at which welfare benefits had been obtained. Data were collected from the Indiana Department of Public Instruction, the Indiana State Teachers Association, and the selected sample of 89 school corporations. With a four year pre-formal bargaining era (1970-1974) and a two-year post-formal bargaining era, Graham presented and compared:

1. What was paid in teacher's salaries in the selected corporations during the period 1970-1976?
2. What paid leaves were granted to teachers in the selected corporations during the period 1970-1976?
3. What constituted the teachers' "work day" and "school year" in the selected school corporations during the period 1970-1976?
4. What procedures were available to teachers in the selected school corporations to gain redress of work related problems during the period 1970-1976?<sup>55</sup>

A similar comparison was made with those items mandated for formal bargaining under Section 4 of Public Law 217: wage related fringe benefits, employee hours, and grievance procedure. School corporations were not compared with any other corporations. The comparisons were internal to the respective corporations.<sup>56</sup>

Graham included in his conclusions that a strong, positive relationship between increased teachers' salaries and the first two years of collective bargaining was suggested. He felt that the relationship appeared to be strong enough that a cause and effect relationship was probable. Wage-related fringe benefits, particularly

---

<sup>55</sup>Graham, op. cit., p. 43.

<sup>56</sup>Graham, op. cit., p. 49.

paid leave and insurance programs that had been introduced or improved after collective bargaining was implemented, appeared too numerous to be attributed to factors other than bargaining.<sup>57</sup>

The purpose of Gustman and Segal's research was to examine the effect of unionism on the salaries and pensions of public school teachers. To determine the effect on salaries, two sets of data were examined. One set included the average characteristics of the salary schedules--that is, minimum and maximum B.A. and M.A. salaries--in a sample of districts with enrollments of more than 6,000. The second set pertained to various salary schedule features that had existed in 93 central city districts, part of the largest SMSAs in the country. The period studied was the ten school years from 1962-1963 to 1972-1973. The researchers estimated the bargaining impact in a series of regressions where they standardized for the influence of non-union factors. the findings indicated that the impact of collective bargaining was focused on the salaries received by experienced teachers having an M.A. degree. The size of the impact on the various salary measures was zero to five percent of the levels of particular salaries. It was also found that bargaining reduced the number of salary steps in B.A. and M.A. educational tracks.<sup>58</sup>

---

<sup>57</sup>Graham, op. cit., p. 207.

<sup>58</sup>Alan L. Gustman and Martin Segal, The Impact of Teachers' Unions. Final Report. National Institute of Education (DHEW), Washington, D.C., September 1976.

To determine the effect of bargaining on pensions, Gustman and Segal developed an interstate index by applying state pension formulas to teachers' average salaries in each of 39 states. An interstate index for employee contributions to state pension funds was also derived. Regressions were then estimated to explain interstate variations in pension benefits for retired teachers and in employee contributions. It was indicated that teachers organizations had considerably increased the pensions of those who retired after teaching for 25 years. However, teacher organizations had little impact on the pensions of teachers who had accumulated long periods of service.<sup>59</sup>

Cole statistically estimated the salary influence of professional negotiations that were conducted in a legal environment lacking statutory sanctions. Reversing the structure of his regression model from that of previous researchers, Cole used certain salary specifications as his dependent variable. Teachers' maximum B.A. and M.A. salary levels and average salary paid comprised the dependent variable. The cross-sectional data for the 1973-1974 school year were gathered from a survey sample of 292 Arkansas school districts (grades 1-12) and publications of the Arkansas State Department of Education and the Arkansas Education Association. Cole tested the salary levels on districts' ability and willingness to pay, size, class size, and teacher negotiations. Regression estimates did not indicate a significant role for negotiations in the salary determination process. It

---

<sup>59</sup>Ibid.

was concluded that written agreements did not offer any negotiating advantage for local teacher organizations.<sup>60</sup>

In work similar to Cole's, Gallagher studied a selected sample of 89 Illinois school districts (grades K-12) with enrollments ranging between 750 and 5,000 for the 1973-1974 school year. The intent of the study was to examine the impact of formal collective negotiations on teacher salary levels in the absence of comprehensive bargaining legislation in Illinois. Like Cole, Gallagher used salary schedule levels as his dependent variables; but unlike Cole, he did not use average salary paid. He used the minimum and maximum pay rates for B.A., M.A. and M.A. + 30 hours. The salary rates were tested on districts' ability and willingness to pay, size, monopsony power, and absence or presence of a contract. Class size was eliminated in a pre-test analysis. Contrary to Cole's conclusion for Arkansas, the findings of the regression analysis indicated a significant positive relationship between collective negotiations and teacher salary levels. there were salary differentials of 1.3% to 4.5% between bargaining and non-bargaining districts attributed to negotiation activity.<sup>61</sup>

---

<sup>60</sup>Raymond E. Cole, "Some Salary Effects on Arkansas Teachers of Professional Negotiations Occurring in the Absence of Statutory Sanctions," Journal of Collective Negotiations 6(1):63-72, 1977.

<sup>61</sup>Daniel G. Gallagher, "De Facto Bargaining and Teacher Salary Levels: The Illinois Experience," Journal of Collective Negotiations (3) 7:243-253, 1978.

In another study, Gallagher investigated what relationships existed between collective bargaining and school district operating budget expenditures in Illinois. From a sample of 133 unit districts with ADA enrollments between 500 and 4,000 bargaining and non-bargaining districts were matched by district ADA and geographic location. The data were taken from the Annual Financial Report statements that the districts submitted to the State Superintendent of Public Instruction for the 1974 fiscal year, a questionnaire survey of local superintendents, and reports published and unpublished by the Illinois Office of Education. The major operating budget expenditures that were examined consisted of teacher salary expenditures and non-teacher expenditures. These were used as dependent variables. They were tested in multiple regression on district wealth, ADA, percent of district's 9-12 students, percent of certified staff with advanced degrees, and percent of district's adult population. A district's bargaining or non-bargaining status was used as a dummy variable. It was found among the summary statistics that bargaining districts exceeded non-bargaining district expenditures for teachers' salaries by \$48.20 per ADA. Bargaining was associated with a difference of \$52.18 per ADA or 8.6% in the teachers' salary area of the budget. Other evidence suggested that the positive effect might be attributable to the impact of bargaining on district expenditures for personnel retirement and insurance programs. Within the conclusion, it was determined

that the effect of bargaining was one of general budget expansion rather than internal reallocation of funds.<sup>62</sup>

In a study of all 693 New York school districts, except New York City, that bargained between 1968 and 1972, Lipsky and Drotning investigated the effect of impasse procedures on the level of teacher salaries. Cross-section regression equations were used to relate three B.S. experience levels of teacher salaries (the dependent variables) to ability and willingness to pay, pupil-teacher ratio, enrollment, per pupil debt service, administrative structure, and impasse experience (the independent variables). It was found that the impasse procedures had influenced the level of teacher salary settlements, but the influence varied by location and time.<sup>63</sup>

Riddle and Vater investigated the effects of policies and practices on professional employees' fringe benefits. The data were collected from 275 Pennsylvania school districts for the 1978-1979 school year. Fringe benefits were the dependent variable. Other variables were representative of geography, size, and wealth. Among the conclusions was that a goal of collective bargaining was to even out and equalize fringe benefits throughout comparable collective

---

<sup>62</sup>Gallagher, "Collective Bargaining and Categorical Expenditure Levels in Illinois Unit School Districts," Illinois School Research and Development 15(2):41-48, Winter 1979.

<sup>63</sup>Lipsky and Drotning, "Economic Impact of Impasse Procedures in Teacher Negotiations: The Experience Under New York's Taylor Law, 1968-72," a paper presented at the Annual Meeting of the American Educational Research Association: Toronto, March 27, 31, 1978.

bargaining units. The power exerted by instructional personnel through collective bargaining had obtained greater salaries in wealthy districts. The same power had equalized the kinds and amounts of almost all fringe benefits. The pattern had tended to be adoption of fringe benefits in several districts, quickly followed by adoption in neighbor districts; and shortly thereafter, there was incorporation throughout the state. Included in the summary was that even though negotiations appeared to bring greater salary benefits to teachers in wealth districts, they had evened out or homogenized fringe benefits.<sup>64</sup>

In a review and evaluation of research related to the impacts of labor policies on elementary and secondary education, Cresswell and Spargo included several pertinent observations among their findings. Unions appeared to have a positive and fairly consistent impact on wage levels and structure. Impact size was generally from one percent to eight percent and had been estimated as high as 30%. The largest effects appeared when individual wages were analyzed, although, they were smaller at the district level and nearly unmeasurable at the state level. Among the primary related results of bargaining were modest increases in wage rates and increases in fringe benefits. It was also found that there was no apparent difference in salary awards between conventional and final-offer arbitration settlements and that there was a positive wage impact when fact-finding and mediation were used. It

---

<sup>64</sup>Richard A. Riddle and James J. Vater, "Analysis of Professional Fringe Benefits, 1978-79. OMNI Report." Pennsylvania School Study Council, University Park, 1978.

was notable that the researchers found management resistance to union demands was most effective in times of financial crisis.<sup>65</sup>

Eberts and Pierce examined the status and impact of collective bargaining on decisions likely to affect the educational process in New York and Michigan. Among their findings was that a district's union or non-union status had minor effects on resource allocations. However, bargaining maturity and union strength significantly affected resource allocation decisions. As the number of contract items increased, instructional expenditures, teacher salaries, and teacher benefits increased, while allocations for administration and other expenditures decreased. Eberts and Pierce concluded that collective bargaining did have a significant impact on districts' allocation of resources.<sup>66</sup>

---

<sup>65</sup>Anthony M. Cresswell and Fay Spargo, Impacts of Collective Bargaining Policy in Elementary and Secondary Education, Education Commission of the States: Denver, 1981.

<sup>66</sup>Randall N. Eberts and Lawrence C. Pierce, The Effects of Collective Bargaining in Public Schools, Center for Educational Policy and Management, College of Education, University of Oregon: Eugene, Oregon, 1981.



## SUMMARY OF RELATED RESEARCH LITERATURE

The majority of the findings in the research literature that existed, regarding changes effected by collective bargaining in K-12 teachers' salaries and salary-related benefits, were derived by the utilization of multiple regression analyses. Of all the basic instructional expenditures, teachers' salaries were held as the most important.<sup>67</sup> Consequently, they have been the most often investigated. Four studies dealt with the influence of bargaining on salary-related benefits, all in the middle to late 1970's. This indicates a new interest area of bargaining influence. No research that tested the effect of bargaining on teacher's salary rankings was found, even though many state and national education associations have compiled and reported them for years. Although teachers often speculate on how valuable their salaries are in relation to other teachers' salaries, researchers have apparently foreseen too many limitations to use salary rankings. A popular argument is that the structure of one district's pay scale is not the same or equal in local dollar value to any other. Nevertheless, researchers have dealt with these limitations by selective purposive sampling and arriving at sample-wide based conclusions. The use of aggregated rankings for general comparisons might help in a descriptive study using a similar comparative procedure.

---

<sup>67</sup>Charles R. Perry and Wesley A. Wildman, The Impact of Negotiations in Public Education: The Evidence from the Schools. Wadsworth Publishing Co.: Worthington, Ohio, 1970.

Because most of the research was of the multiple regression variety, and because no two financial structures were identical, few of the studies used data from more than one school year. Some of the researchers found positive and significant relationships between collective bargaining and increases in teachers' salaries. Other researchers who found similar relationships (percentage-wise) did not interpret their findings to be positive or significant. Few percentages of effect exceeded 10%, and most that were lower than 10% were actually less than five percent.

While there are similarities in the findings, there were dissimilarities, as well. No two studies were investigated or concluded exactly the same. Among those researchers who found positive and significant bargaining relationships with salary increases and/or related benefits of zero to five percent, there were those who held their percentages to be insignificant. While one study would hold its 1.8% to be significant, another study would hold its four percent relationship to have been insignificant. Others who found similar results concluded that their findings could have been inaccurate. In the late 1960's and early 1970's those who used multiple regression models tended to use bargaining as the dependent variable and salary levels or measures as the independent variables. Later in the 1970's teacher salaries were used as the dependent variable against independent variable characteristics, such as ability and willingness to pay, district size, monopsony power, and grade levels. Lately, bargaining status has been used as a dummy variable.

The variables of examination have also been dissimilar. Researchers have tested for relationships between collective bargaining and various points on teachers' salary schedules; they have tested for effects on mean salary, median salary, and average salary paid; and some have tested negotiation status with salary levels and measures. Interaction among these and other variables, such as per pupil expenditure, class size, pupil-teacher ratio, and age of community population, have also been investigated. Fringe benefits have been used as the dependent variable with bargaining status among the independent variables.

Generally, the data have been collected from two types of fiscal boundaries. Most studies have analyzed data from different states or from districts within one state. Intradistrict analysis was rare. It was notable that so much of the research and literature dealt with multi-state and multi-district data, since the researchers were from academic fields that have been knowledgeable of the dissimilarities in state and internal state financial structures; that local dollar values have been held differently between and among those structures; that collective bargaining in one state or district is "meeting and conferring" in another; and etcetera.

Perhaps the greatest oversight by the researchers has been a lack of attention to economic perspective. Most of the literature has dealt with data from one-year time periods rather than longitudinal studies. After reporting slight relationship percentages between bargaining and salaries, researchers have frequently speculated about the future but

have failed to do follow-up studies. The economic status of the nation, states, and local communities during the periods of study, have not been discussed. Inflation and purchasing power have recently become major concerns, but the researchers in this review had not found a means for dealing with them.

Because an absolute method of financial and variable equalizing had not been determined, this writer had more confidence in longitudinal studies of descriptive analysis. Graham's descriptive analysis of a six-year time period was the only study that encompassed the enactment of a collective bargaining law. No other study had descriptively compared time periods that encompassed such legislation. Because the literature and research disagreed on the analytical positiveness and significance of short term studies, and that Tennessee's EPNA had not been effective for more than two school years, it seemed appropriate to descriptively compare the four school years that encompassed the EPNA.

## CHAPTER 3

### RESEARCH PROCEDURES

This study was designed to compare the negotiated and non-negotiated salaries, salary-related benefits, and salary rankings of Tennessee elementary and secondary certified instructional employees, during the scholastic years from 1977-1978 through 1980-1981, and to determine what changes in those costs and rankings occurred after the Education Professional Negotiations Act became effective. The purpose of this chapter is to present the research procedures that were used to accomplish the objectives of this study. This chapter explains the methodology used, the sub-problems, the sample selection, and the collection and treatment of data.

### METHODOLOGY

A time-series design was used to present a historical description and compare changes in the negotiated and non-negotiated salaries, salary-related benefits, and salary rankings of Tennessee's public school instructional personnel. The changes were compared over a two-year or three-year pre-era and a two-year or one-year post-era of a sample district's first contract ratification.

The essence of the time-series design is the presence of a periodic measurement process on some group or individual and the introduction of an experimental change into this time series of measurements, the results of which are indicated

by a discontinuity in the measurements recorded in the time series. It can be diagrammed thus:

$$O_1 \quad O_2 \quad O_3 \quad O_4 \quad \times \quad O_5 \quad O_6 \quad O_7 \quad O_8^{68}$$

The time-series design may frequently be used to measure effects of a major change in administrative policy.<sup>69</sup> The enactment of the EPNA was a major change in the Tennessee General Assembly's administrative policy. The EPNA allowed instructional employees in public education to negotiate the terms and conditions of their employment with their employers. The option of negotiations between instructional personnel and their boards of education had never been addressed in the Tennessee statutes or state-wide public policy before the enactment.

The enactment of the EPNA was viewed as an activity that began within the time-series. Therefore, the ratification of a school district's first contract was observed as the treatment. A variation in longevity occurred because all districts did not ratify their first contract during the same school year. Consequently, the design of a school district that ratified its first contract at the time when the EPNA would have had its first impact after implementation in January of 1979 had a two-year pre-contract era and a two year contract era:

---

<sup>68</sup>Donald T. Campbell and Julian C. Stanley, Experimental and Quasi-Experimental Designs for Research, (Chicago: Rand McNally, 1966), p. 37.

<sup>69</sup>Ibid, p. 41.

Pre-Contract Era	First Contract	Contract Era
1977-1978	1978-1979	Ratification 1979-1980
		1980-1981

The design of a school district that waited until the second school year of the EPNA's impact to ratify its first contract had a three-year pre-era and a one-year contract-era:

Pre-Contract Era	First Contract	Contract Era
1977-1978	1978-1979	1979-1980
	Ratification	1980-1981

The district that delayed its first negotiations until the third scholastic year would not have been included in the sample selection, because the first possible impact of its initial negotiations would have fallen outside the time-series, thusly:

1977-1978	1978-1979	1979-1980	1980-1981	First Ratification
-----------	-----------	-----------	-----------	--------------------

The response of two groups of educators was used to determine if other variables, such as local social or economic conditions, could have had an impact during the time studied.

## RESEARCH QUESTIONS

To research the problem it was necessary to investigate certain questions. These research questions provided direction for the study. The questions included but were not limited to the following.

During the scholastic years 1977-1978 through 1980-1981:

1. What was the average teacher's salary?
2. What was the average teacher's paid insurance?

3. What was the average teacher's paid retirement?
4. What was the average teacher's paid social security?
5. What was the average teacher's total basic cost?
6. What was the average teacher's salary ranking among the sample districts?

### SAMPLE SELECTION

A purposive sample was selected from the population of Tennessee's 143 school districts that were under the authority of the EPNA. School districts with previously recognized organizations were not considered for sample selection. The sample population represented the size, wealth, type, and contract status of the school districts. The school districts were selected by size and wealth to conform with the per unit variables that were being compared. Size was based on the district's average daily attendance (ADA) of its pupils.<sup>70</sup> Wealth (fiscal capacity) was determined by dividing the district's total property value assessment by the district's ADA.<sup>71</sup> All of Tennessee's county, city and special school districts were represented in the sample population.<sup>72</sup> Contract status was derived from whether or not a

---

<sup>70</sup>ADA figures were taken as reported in the State of Tennessee Annual Statistical Report of the Department of Education for the Scholastic Year Ending June 30, 1981, (Nashville: State of Tennessee, 1981), pp. 65-67.

<sup>71</sup>Total assessment figures were taken from the 1980 Tax Aggregate Report of Tennessee, (Nashville: Tennessee State Board of Equalization, 1980.) pp. 1-13.

<sup>72</sup>TCA §§49-102, 49-233, 49-434.



memorandum of agreement had been ratified by the district's board of education under provisions of the EPNA.<sup>73</sup> Hence, districts that had ratified contracts were considered as contract districts; districts that had not ratified contracts were considered to be non-contract districts.

The population of 143 school districts were ranked in order according to size and wealth, from the largest size district to the smallest size district, and from the district of highest wealth to the district of lowest wealth.<sup>74</sup> (See Appendix D.) Separate rankings were made for each of the three types of districts, one for counties, one for cities, and one for special school districts. The size and wealth rankings were then separated into three divisions, respectively. Among the districts ranked in order of size, the first 47 districts (the upper third) were categorized as "large." The next 48 districts (the middle third) were classified as "average". The final 48 districts (the lowest third) were categorized as being "small". Among the districts ranked in order of wealth, the first 47 were classified as "high wealth" districts. The next 48 were categorized as "average wealth" districts, and the final 48 were categorized as "low wealth" districts. The divisions of size and wealth were then cross-

---

<sup>73</sup> A memorandum of agreement was the EPNA term for a contract. See Appendix A, TCA §49-5502(g).

<sup>74</sup> Previously recognized organizations' districts were excluded from the population because their contracts existed before the passage of the EPNA. See Definition of Terms, p. 13.

partitioned to produce a matrix of nine cells. Separate matrices were constructed for each of the three types of school systems: counties, cities, and special school districts. The matrices are presented in Table 1. One contract district and one non-contract district were selected from each cell. The contract and non-contract selections were the districts that most closely exhibited their cell's mean characteristics. If any cell was found not to have at least one contract district and one non-contract district, a selection from that cell was not made.

From the selection procedure described there was chosen a sample population of 34 school districts. (See Table 2.) This provided nine county contract districts, nine county non-contract districts, seven city contract districts, seven city non-contract districts, one special contract district, and one special non-contract district for the comparisons. In the matrixing of the size and wealth there were no:

LARGE, LOW WEALTH city school districts,  
 LARGE, HIGH WEALTH special school districts,  
 LARGE, AVERAGE WEALTH special school districts,  
 LARGE, LOW WEALTH special school districts,  
 AVERAGE, AVERAGE WEALTH special school districts, or  
 AVERAGE, LOW WEALTH special school districts to draw sample districts from for comparison.

Table 1  
The Population of Tennessee School Districts  
by Type, Size, and Wealth\*

92 County School Districts

Large, High Wealth 8 contract districts 3 non-contract districts	Large, Average Wealth 10 contract districts 5 non-contract districts	Large, Low Wealth 10 contract districts 4 non-contract dist.
Average, High Wealth 1 contract district 6 non-contract districts	Average, Average Wealth 8 contract districts 4 non-contract districts	Average, Low Wealth 4 contract districts 11 non-contract dist.
Small, High Wealth 1 contract district 5 non-contract districts	Small, Average Wealth 2 contract districts 3 non-contract districts	Small, Low Wealth 2 contract districts 5 non-contract dist.

36 City School Districts

Large, High Wealth 3 contract districts 2 non-contract districts	Large, Average Wealth 1 contract district 1 non-contract district	Large, Low Wealth no contract districts no non-contract dist.
Average, High Wealth 1 contract district 4 non-contract districts	Average, Average Wealth no contract districts 4 non-contract districts	Average, Low Wealth 2 contract districts 1 non-contract dist.
Small, High Wealth 2 contract districts 6 non-contract districts	Small, Average Wealth 1 contract district 3 non-contract districts	Small, Low Wealth 1 contract district 4 non-contract dist.

15 Special School Districts

Large, High Wealth no contract districts no non-contract district	Large, Average Wealth no contract districts no non-contract district	Large, Low Wealth no contract districts no non-contract dist.
Average, High Wealth no contract districts 2 non-contract districts	Average, Average Wealth no contract districts no non-contract district	Average, Low Wealth no contract districts no non-contract dist.
Small, High Wealth no contract districts 3 non-contract districts	Small, Average Wealth no contract districts 6 non-contract districts	Small, Low Wealth 1 contract district 3 non-contract dist.

\*School districts with previously recognized organizations were not included in the population.

Table 2

## The Selected Sample of Tennessee County, City, and Special School Districts

Characteristics	County	City	Special
LARGE, HIGH WEALTH Contract District:	Blount	Johnson City	-----
LARGE, HIGH WEALTH Non-Contract District:	Hardeman	Jackson	-----
LARGE, AVERAGE WEALTH Contract District:	Putnam	Morristown	-----
LARGE, AVERAGE WEALTH Non-Contract District:	Maur	Oak Ridge	-----
LARGE, LOW WEALTH Contract District:	Greene	-----	-----
LARGE, LOW WEALTH Non-Contract District:	Madison	-----	-----
AVERAGE, HIGH WEALTH Contract District:	Obion	Murfreesboro	-----
AVERAGE, HIGH WEALTH Non-Contract District:	Haywood	Tullahoma	-----
AVERAGE, AVERAGE WEALTH Contract District:	Grundy	-----	-----
AVERAGE, AVERAGE WEALTH Non-Contract District:	Dyer	-----	-----
AVERAGE, LOW WEALTH Contract District:	White	Humbolt	-----
AVERAGE, LOW WEALTH Non-Contract District:	Overton	Milan	-----
SMALL, HIGH WEALTH Contract District:	Cannon	Fayetteville	-----
SMALL, HIGH WEALTH Non-Contract District:	Perry	Newport	-----
SMALL, AVERAGE WEALTH Contract District:	Houston	Sweetwater	-----
SMALL, AVERAGE WEALTH Non-Contract District:	Trousdale	Lexington	-----
SMALL, LOW WEALTH Contract District:	Bledsoe	Lenoir City	Trenton
SMALL, LOW WEALTH Non-Contract District:	Stewart	Bells	Gadsden

## COLLECTION OF DATA

Several paths were followed to collect useful data for answering the research questions posed by the sub-problems. The average teacher's salary was collected from the annual statistical reports by the Tennessee State Department of Education for the scholastic years 1976-1977 through 1980-1981. (For explanation of computation for average teacher's salary see Definition of Terms on p. 10.) The Salary Related Benefit Form (SRBF) was developed and used to obtain information regarding the average teacher's salary-related benefits. (See Appendix E.) A panel of experts was used to help determine what factors other than negotiations caused cost changes.

The SBRF, which included a cover letter and a stamped, return-addressed envelope, was mailed to the superintendent of each sampled district. Superintendents who had not returned the SBRF within three weeks of the mailing were telephoned. A response of 100 percent was obtained.

Section I. What was the total number of certified personnel employed in your system?

Section I of the SRBF requested the total number of certified personnel that was employed in the district during each scholastic year of the study. Since this information was already recorded in the annual statistical reports it was not used for more than verifying the state department's figures.

Section II. What amount for all certified employees and percentage for each certified employee has been paid by your system for their insurance?

Life . . . . .  
 Major Medical . . . . .  
 Minor Medical . . . . .  
 Dental . . . . .  
 Other . . . . .

Section II of the SRBF specifically allowed for a response showing the total amount paid by the board for all its certified employees, and the percentage that the board paid for each certified employee. This information determined what the school boards paid to insure their instructional personnel and what types of coverage were included in those insurance policies. (For definition of paid insurance see p. 11.) The form allowed the response to be given for life, major medical, minor medical, dental, and/or other types of coverage. Additional data were supplied by the Tennessee Education Association.<sup>75</sup>

Section III. What total amount did your system contribute toward retirement for its certified personnel in the Tennessee Consolidated Retirement Program? (Do not include the state's contribution.) What total amount did your system contribute toward retirement for its certified personnel in a local program?

Section III of the SRBF requested what the board paid toward the retirement of its certified personnel in the Tennessee Consolidated Retirement Program, and how much the board contributed for its certified personnel in a local program. To determine what the state paid toward each certified employee's retirement, the annual contribution

---

<sup>75</sup> Average teachers' paid insurance provisions were additionally substantiated by published and non-published data, collected and filed at the TEA's main office in Nashville.

percentage, as established by the Tennessee Retirement Board of Trustees was calculated from the average teacher's salary in each sampled district.

Section IV. What was the total amount of participation for your system's certified personnel in the federal government's Social Security Program?

The total amount of the certified personnel's participation in the Social Security Program was gathered by Section IV of the SRBF. An explanation of the yearly increase changes in the Social Security Program, as it applied to what the state paid in behalf of the districts, was obtained from the Tennessee State Retirement Division. (See Paid Social Security, p. 12).

Section V. (Disregard if yours is a non-negotiating school district.) In what year did your system first begin negotiations? In what year did your system ratify its first contract? . . . . . What was the term length of your system's first contract? ( ) one year ( ) two years ( ) three years. How many contracts has your system negotiated since April 1978? ( ) one contract ( ) two contracts ( ) three contracts.

The negotiation and contract status of the sample districts was substantiated in Section V of the SRBF.<sup>76</sup> Whether the system was or was not negotiating, the year it started negotiations, the term length

---

<sup>76</sup>The Tennessee State Department of Education did not record which districts had ratified contracts or which systems were negotiating prior to this study. To determine which systems had contracted for the sample selection, listings of the districts' negotiating and contract status were solicited from the TEA and TSBA for agreeable designations.

of the first contract, and the number of contracts it had negotiated since the EPNA's passage were all collected in Section V.

Section VI. A change in the costs of certified personnel as a result of the Educational Professional Negotiations Act, is strongly implied in the nature of this study. What other event/s transpired or conditions existed that you feel could have caused a dramatic change in the costs of certified instruction between July 1975 and June 1981? Please be specific and include dates if appropriate. Feel free to use the back of these forms in writing your answer.

Section IV was designed to determine what local conditions other than negotiations could have caused the cost changes of instructional personnel. This was done to negate the possible implication of a cause-effect relationship with the EPNA. The sample districts' superintendents were requested to describe any events or conditions other than negotiations that they felt caused their instructional employee cost changes.

The question from Section VI was also asked to a panel of experts. The panel members had served in regional, state, and national positions. They were selected because of their geographical location and their knowledge of regional and state-wide factors that could have caused changes in the basic costs of instructional personnel. The panel included:



Dr. Cavet Cheshier	Executive Director Tennessee Education Association, Nashville
Dr. James B. Gibbs	U.S. Dept. of Health, Education and Welfare, Retired, Nashville
Dr. Frank W. Markus	Professor, Chairman Educational Administration and Supervision, Memphis State University, Memphis
Dr. Harry E. Randles	Professor of Education George Peabody College for Teachers, Vanderbilt University, Nashville
Dr. Robert K. Roney	Professor, Educational Administration and Supervision, University of Tennessee, Knoxville
Dr. Joel Shore	Assistant Commissioner of Education for the State of Tennessee, Nashville
Dr. David Singer	Professor, Youth Education Middle Tennessee State University, Murfreesboro
Dr. Dewey H. Stollar	Professor, Head of Educational Administration and Supervision University of Tennessee, Knoxville
Dr. Daniel J. Tollett	Executive Director Tennessee School Boards Association, Nashville
Dr. Arlie Keith Turkett	Professor, Chairman Curriculum and Instruction, East Tennessee State University, Johnson City

Each panel member was individually interviewed to obtain a candid and uninfluenced response.

The average teacher's basic cost was established by adding together the average teacher's salary and retirement and social security, as described in the Definition of Terms. The average teacher's salary ranking was obtained by listing in order the average teacher's salaries for all the sample districts. (See Definition of Terms for retirement and social security and salary ranking, pp. 12-13.)

#### TREATMENT OF DATA

In accordance with the scope of negotiation by the EPNA<sup>77</sup>, teachers have been allowed to negotiate the portions of their salaries that were not contrary to state law. Minimum state salaries have been approved each year by the Tennessee General Assembly as part of the minimum foundation program budgeted in the State School Fund. Because of this ongoing legislative practice, teachers have been limited to negotiating their local supplements. It was intended that negotiations be over local terms and conditions of employment between local employees and employers. Because local employee costs may not have been the only employee costs that were changed directly by negotiations, an attempt was made to consider the actual costs that were. (Chapter 4 detailed further explanation.)

The minimum state salary and the local supplement were computed initially from the average teacher's salary. Then the retirement and

---

<sup>77</sup>TCA §49-5510 and 49-5511.

social security costs were compiled. (See Definition of Terms, p. 11.) The average teacher's salary, the minimum state salary, the local supplement, the retirement and social security, and the total basic cost were then presented on tables for each pair of contract and non-contract districts selected from the size and wealth cells in each district type matrix. (See Tables 1 through 19.) All monetary data were presented as calculated to the nearest dollar.

The average teacher's salary was listed in section I. for the contract district for each of the school years studied. This was paired with the average teacher's salary for the non-contract district for each of the school years studied. Percentages of annual cost change of a district were calculated to the nearest tenth of a percent and were presented after each pecuniary datum. The era cost change and era percentage change for contract and non-contract districts were then calculated and juxtaposed in a separate column. (See Definition of Terms, p. 13.) The cost change and percentage change were then determined by subtracting the pre-contract era cost from the contract era cost. The percentage change was determined similarly (to the nearest hundredth percent). The two changes were listed in the final column. The cost difference and the percentage difference between the contract and non-contract districts were determined by subtracting the non-contract district's cost change from the contract district's cost change and the non-contract district's percentage change from the contract district's percentage change, respectively. Positive differences were interpreted as favoring the contract district. Negative differences

were interpreted as favoring the non-contract district. Presentations were made in similar sequence for the minimum state salary (section II.), the local supplement (section III.), retirement and social security (section IV.), and the average teacher's total basic cost (section V.). (See Tables 1 through 19.)

Because the paid insurance for certified employees had not been reported separately from the paid insurance for non-certified employees by local school districts, it was not included among the tabled comparisons. However, provisions as they were reported were included in the discussion of findings for the respective sample comparisons. (See Findings, Chapter 4, pp. 64-116.) Table 20 compared the aggregated cost differences and percentage differences for the entire sample population.

Salary Rankings were presented in separate tables for each of the years studied to observe if any polarizing of contract districts as compared to non-contract districts had occurred. (See Chapter 4, Table 21, p. 123.)

Comments from the sampled districts' superintendents were listed in general, concise statements. The frequencies of the superintendents' responses were summed, and the statements were then listed in the order of the frequency that they were mentioned. Comments from the panel of experts were treated in a ranked order of responses similar to what was done for the superintendents. Even though the panel members were identified, their personal responses were not identified. (See Appendix F.)

Conclusions of the study were primarily drawn from the cost differences and percentage differences between contract and non-contract districts and the compared contract and pre-contract eras. Conclusions were also made from the reported insurance provisions and any resulting polarization of the compared salary rankings.

#### SUMMARY OF CHAPTER

Chapter 3 has explained that a time series design was chosen to describe and compare changes in teachers' negotiated and non-negotiated salaries, related benefits, and salary rankings. The implementation of the EPNA was noted as an activity that began mid-way through the scholastic time period from 1977-1978 through 1980-1981. The first ratification of school districts' contracts was the recognized treatment. Research questions were noted that provide direction for investigating the problem. What were the average teacher's salary, paid insurance, paid retirement, paid social security, total basic cost, and salary ranking? Thirty-four school districts were selected from 143 county, city and special school districts in Tennessee. The sample districts possessed the characteristics of high, average, and low wealth and were large, average, and small in size. Districts that had ratified a contract were designated for comparison against districts of similar characteristics that had not ratified a contract. Data for answering the research questions and to be compared between contract and non-contract districts was to be collected from the Tennessee State

Department of Education's annual statistical reports, the developed Salary Related Benefits Form, and state and local education officials.

Averages of costs and percentages would be tabled and conclusions drawn from comparisons of pre-contract era and contract era differences. Annual salary rankings were to be tabled to observe if any polarizing of contract districts as compared to non-contract districts had occurred.

Input from local school superintendents and a panel of experts would be noted to negate possible cause-effect implications in the study design.

## Chapter 4

### PRESENTATION AND ANALYSIS OF THE DATA

#### INTRODUCTION

This study was developed to present a comparison of negotiated and non-negotiated salaries, salary-related benefits, and the salary rankings of Tennessee K-12 instructional personnel, during the scholastic years 1977-1978 through 1980-1981. An ancillary purpose was to determine what changes in those costs and rankings occurred after the Education Professional Negotiations Act was implemented on January 1, 1979.

The presentation of data compared the average teacher's salary, the local supplement, minimum state salary, retirement and social security, total basic cost, and salary ranking. The salaries, retirement and social security, and total basic costs were displayed in accordance with pre-contract era and contract era cost and percentage changes. This was done for a contract district and a non-contract district of a particular size and wealth, as discussed in Chapter 3. Districts with previously recognized organizations were excluded from the sample population. A table was presented that compared the number of contract districts and the number of non-contract districts that the cost and percentage differences favored.

An effort was made to present data in terms that have been traditionally used by Tennessee officials. Averages were derived from data

recorded under traditional terms. The average teacher's salary included the combined expenditure of the state and local school district. Even though it has not been subjected to direct negotiations with the local education groups, the state's share has been traditionally recorded with the local supplement as the average teacher's salary. It was because of this tradition that both the state portion and the local supplement of the average teacher's salary were presented and compared, as well as the average teacher's salary. Local districts have also paid the state-required local expenditure. That mandatory portion has been the same per instructional unit for all of those districts' instructional personnel. Many of the districts that paid more than the required local expenditure have not routinely documented a local average teacher's supplement. As was explained in Chapter 3, the intent of the EPNA was to allow local employee-employer negotiations over the terms and conditions of local employment. However, retirement and social security expenditures by the state are state and federal fixed charges. These expenses are determined in part, by the total average teacher's salary, not just the minimum state salary. These salary-related benefits as well as paid insurance, have become major financial considerations for school officials in other states. The same was expected in Tennessee. To have only presented the average teacher's local supplement would not have truly reflected the possible impact of the negotiations statute.

From the response to Section II of the Salary Related Benefits Form (See Appendix E) it was learned that total annual insurance



expenditures were not uniformly recorded by the local districts. After administrative and/or personnel changes, some districts had lost track of filed records. Some districts found that data retrieval from their files was not feasible, due to insufficient time and staff. Records of what the districts paid for both certified and non-certified personnel were not recorded separately. Therefore, whatever insurance expenditures that a district provided per certified employee were presented with the findings about that district.

In 1978 there were less than six districts paying into local retirement programs for their certified personnel. Dwindling through attrition, because new employees were not included, these programs were not negotiated, and such districts were excluded from the sample.

Membership in the Tennessee Consolidated Retirement Program has been provided to the certified employee as a condition of employment. The state has been paying the teacher's retirement expense into the state retirement program. No retirement expenditure is paid by the teacher's local board of education. Retirement is non-negotiable under the EPNA but is, however, a fixed charge that could have increased if the teacher's negotiated salary increased. So, to present the average teacher's retirement as a salary-related benefit, the retirement was calculated by taking the state's fixed percentage of contribution from the average teacher's salary (See Paid Retirement, Definition of Terms, p. 11).

For social security coverage, a second non-negotiable fixed charge that could have been affected by negotiations, it was found that the

state had been paying the local employer's share. The question asked by Section IV of the SRBF was not explicit enough. General response to the question was either not given or reported the percentage of teachers in the sample that participated in the program. The local employer's total annual expenditure toward the social security coverage of its certified employees was the intended solicitation. Also, it was found through direct follow-up communication with local superintendents that when the local employers reported their share of employee social security coverage a total figure for both certified and non-certified personnel was reported comprehensively to the state. It was neither feasible nor possible in some cases to retrieve the total expenditure of social security coverage for certified instructional personnel.

Since the social security coverage of public school instructional employees has been small in comparison with the state's total expenditure for instruction, paid social security was calculated (see Definitions, p. 12) and comprehensively presented with paid retirement. The average teacher's retirement and social security were included as an additive in the teacher's total basic cost. The final information compared was the sum of the average teacher's salary and retirement and social security. This was the teacher's total basic cost. The total basic cost was then presented to illustrate how expenditure by the state and local employer for the services of one average teacher had changed. Because the state and local expenditures that funded the average teacher's salary were found to be pragmatically inseparable,

the total basic cost was observed as the state's and local district's shared cost for basic instructional personnel.

Salary rankings were presented after the findings that were derived from the comparative tables. The salary rankings were presented to determine if either the contract districts or non-contract districts had shown any collective polarization patterns. Order changes were discussed with the tabled rankings for the pre-contract era as compared to the contract era.

The nature of this study seemed to have implied that any difference in the basic costs of instructional personnel from 1979-1980 through 1980-1981 as compared to 1977-1978 through 1978-1979, was due to collective negotiations. There are many reasons which have or could have impacted the changes in the basic costs of certified instruction, such as geographical patterns and economical status. Section VI of the SRBF gathered the response of local superintendents to include in this picture other factors which could have caused any changes in certified instruction costs, or even affected the resulting changes. The superintendents' perceptions of what could have affected their district were noted in the discussions that accompanied the tabled comparisons. They were also compiled and ranked in order of the entire sample response. (See Appendix F.) A similar rank order listing of the panel of experts' perceptions was noted also.

### Presentation of the Findings

The order in which the findings are presented follows the matrixing pattern that was established with the selection of the sample. Comparative findings are first presented for large, high wealth districts, then large, average wealth districts, then large, low wealth districts, and so on until the small, low wealth districts are finally presented. County district comparisons are presented first, followed by each of the city district comparisons, and then the special districts are presented. Data tables are presented with the discussed findings for each comparison. A final table showing the number of contract districts favored by cost and percentage differences, as opposed to the number of non-contract districts favored by cost and percentage differences, is then presented. A table comparing annual salary rankings is preceded by a discussion of contract districts' versus non-contract districts' polarizing activity. A brief synopsis of the superintendents' and panel of experts' comments then precedes the study's limitations and the summary of the chapter.

## FINDINGS

Large, High Wealth County Districts. Negotiations began for Blount County during the 1978-1979 school year. The first one-year contract was ratified in late 1979.

Blount County's average teacher's salary increased \$2,003 in cost change and had a 1.8 percentage change decrease. Hardeman County's

average teacher's salary increased \$1,449 in cost change and had a .8 percentage change decrease. The cost difference between the average teachers' salaries was \$554. It favored the contract district. There was a one percentage difference between the average teachers' salaries that favored the non-contract district.

Blount County's minimum state salary increased \$1,080 in cost change and had a 11.05 percentage change decrease. Hardeman County's minimum state salary increased \$586 in cost change and had a 10.15 percentage change decrease. The cost difference between the minimum state salaries was \$494. It favored the contract district. There was a .9 percentage difference between the minimum state salaries that favored the non-contract district.

Blount County's local supplement increased \$849 in cost change and had a 20.85 percentage change increase. Hardeman County's local supplement increased \$789 in cost change and had a 34.3 percentage change increase. The cost difference between the local supplements was \$60. It favored the contract district. There was a 13.45 percentage difference between the local supplements that favored the non-contract district.

Blount County's retirement and social security increased \$498 in cost change and had a 10.2 percentage change decrease. Hardeman County's retirement and social security increased \$371 in cost change and had a 9.05 percentage change decrease. The cost difference between the teachers' retirement and social security was \$127. It favored the contract district. There was a 1.15 percentage difference between the

TABLE 3

Basic Costs of the Average Certified K-12 Instructional Employee in Two of Tennessee's  
Large, High Wealth Contract and Non-Contract County School Districts

	Pre-Contract Era			Contract Era							
	1977-1978		1978-1979	1979-1980		1980-1981	Avg. Era			Cost	Change
	Avg. Annual		Avg. Annual	Avg. Annual		Avg. Annual	Cost/%			Change	Change
	Cost/%	Change	Cost/%	Cost/%	Change	Cost/%	Change				
I. Average Teacher's Salary											
*Blount County =	11,827	8.8	12,998	13,792	6.1	15,040	9.0	14,416	7.55	2,003	-1.80
Hardeman County =	10,530	7.4	11,348	11,835	4.3	12,941	9.3	12,388	6.80	1,449	- .80
										554 <sup>a</sup>	-1.00 <sup>b</sup>
II. Minimum State Salary											
*Blount County =	9,060	25.0	9,603	10,362	7.9	10,461	1.0	10,412	4.45	1,080	-11.05
Hardeman County =	8,954	23.4	9,410	9,355	- .6	10,180	8.8	9,768	4.10	586	-10.15
										494 <sup>a</sup>	-.90 <sup>b</sup>
III. Local Supplement											
*Blount County =	1,917	-34.3	2,545	2,580	1.4	3,579	38.7	3,080	20.1	849	20.85
Hardeman County =	726	-60.7	1,088	1,630	49.8	1,761	8.0	1,696	28.9	789	34.30
										60 <sup>a</sup>	-13.45 <sup>b</sup>
IV. Retirement and Social Security											
*Blount County =	2,466	25.5	2,777	2,951	6.3	3,288	11.4	3,120	8.85	498	-10.20
Hardeman County =	2,196	23.9	2,424	2,532	4.5	2,829	11.7	2,681	8.10	371	-9.05
										127 <sup>a</sup>	-1.15 <sup>b</sup>
V. Total Basic Cost											
*Blount County =	14,293	11.4	15,775	16,743	6.1	18,328	9.5	17,536	7.80	2,502	-3.10
Hardeman County =	12,726	10.0	13,772	14,367	4.3	15,770	9.8	15,069	7.05	1,820	-2.05
										682 <sup>a</sup>	-1.05 <sup>b</sup>

\* = Contract District  
 % = Percentage

a = cost difference between contract and non-contract districts  
 b = percentage difference between contract and non-contract districts

teacher's retirement and social security that favored the non-contract district.

The Blount County teacher's total basic cost increased \$2,502 in cost change and had a 3.1 percentage change decrease. The Hardeman County teacher's total basic cost increased \$1,820 in cost change and had a 2.05 percentage change decrease. The cost difference between the total basic costs was \$682. It favored the contract district. There was a 1.05 percentage difference between the total basic costs that favored the non-contract district.

For the period studied the average teacher's paid insurance in Blount County continued to include 100% of the premium that covered life, major medical, disability, workman's compensation, and hospitalization. In Hardeman County the average teacher's paid insurance was \$100 towards continuous major medical coverage. This benefit began during the 1976-1977 school year.

It was indicated that changes in pupil-teacher ratio requirements by the State Department of Education were a cause of change in the costs of certified instruction for Blount County, during the time studied.

Large, Average Wealth County Districts. Negotiations began for Putnam County during the 1978-1979 school year. Its first two-year contract was ratified during 1979-1980 and included provisions for the same school term.

Putnam County's average teacher's salary increased \$1,960 in cost change and had a .4 percentage change increase. Maury County's average

teacher's salary increased \$2,272 in cost change and had a 1.4 percentage change increase. The cost difference between the average teachers' salary was \$312. It favored the non-contract district. There was a one percentage difference between the average teachers' salaries that favored the non-contract district.

Putnam County's minimum state salary increased \$1,230 in cost change and had a nine percentage change decrease. Maury County's minimum state salary increased \$1,093 in cost change and had a 1.4 percentage change decrease. The cost difference between the minimum state salaries was \$137. It favored the contract district. There was a 7.6 percentage difference between the minimum state salaries that favored the non-contract district.

Putnam County's local supplement increased \$655 in cost change and had a 24.8 percentage change increase. Maury County's local supplement increased \$1,105 in cost change and had a 8.7 percentage change increase. The cost difference between the local supplements was \$450. It favored the non-contract district. There was a 16.1 percentage difference between the local supplements that favored the contract district.

Putnam County's retirement and social security increased \$489 in cost change and had a 7.8 percentage change decrease. Maury County's retirement and social security increased \$558 in cost change and had a 6.9 percentage decrease. The cost difference between the teacher's retirement and social security was \$69. It favored the non-contract



TABLE 4

Basic Costs of the Average Certified K-12 Instructional Employee in Two of Tennessee's  
Large, Average Wealth Contract and Non-Contract County School Districts

		Pre-Contract Era 1977-1978 Avg. Annual Cost/% Change		1978-1979 Avg. Annual Cost/% Change		Avg. Era Cost/% Change		Contract Era 1979-1980 Avg. Annual Cost/% Change		1980-1981 Avg. Annual Cost/% Change		Avg. Era Cost/% Change		Cost Change		% Change	
I. Average Teacher's Salary																	
*Putnam County =		11,720	6.8	12,661	8.0	12,191	7.40	13,584	7.3	14,718	8.3	14,151	7.80	1,960	.40		
Maury County =		12,117	6.8	13,145	8.5	12,631	7.65	14,180	7.9	15,626	10.2	14,903	9.05	2,272	1.40		
														-312 <sup>a</sup>			
																-1.00 <sup>b</sup>	
II. Minimum State Salary																	
*Putnam County =		8,594	20.8	9,326	8.5	8,960	14.65	9,972	6.9	10,408	4.4	10,190	5.65	1,230	-9.00		
Maury County =		8,335	8.7	8,869	6.4	8,602	7.55	9,398	6.0	9,991	6.3	9,695	6.15	1,093	-1.40		
														137 <sup>a</sup>			
																-7.60 <sup>b</sup>	
III. Local Supplement																	
*Putnam County =		2,276	-27.9	2,485	9.2	2,381	-9.35	2,762	11.1	3,310	19.8	3,036	15.45	655	24.80		
Maury County =		2,932	-1.5	3,426	16.8	3,179	7.65	3,932	14.8	4,635	17.9	4,284	16.35	1,105	8.70		
														-450 <sup>a</sup>			
																16.10 <sup>b</sup>	
IV. Retirement and Social Security																	
*Putnam County =		2,443	23.1	2,704	10.7	2,574	16.90	2,907	7.5	3,218	10.7	3,063	9.10	489	-7.80		
Maury County =		2,526	23.2	2,808	11.2	2,667	17.20	3,034	8.0	3,415	12.6	3,225	10.30	558	-6.90		
														-69 <sup>a</sup>			
																-.90 <sup>b</sup>	
V. Total Basic Cost																	
*Putnam County =		14,163	9.3	15,365	8.5	14,764	8.90	16,491	7.3	17,936	7.4	17,214	7.35	2,450	-1.55		
Maury County =		14,643	9.3	15,953	8.9	15,298	9.10	17,214	7.9	19,041	10.6	18,128	9.25	2,830	.15		
														-380 <sup>a</sup>			
																-1.70 <sup>b</sup>	

\* = Contract District  
 % = Percentage

a = cost difference between contract and non-contract districts  
 b = percent difference between contract and non-contract districts

district. There was a .9 percentage difference between the teachers' retirement and social security that favored the non-contract district.

The Putnam County teacher's total basic cost increased \$2,450 in cost change and had a 1.55 percentage change decrease. The Maury County teacher's total basic cost increased \$2,830 in cost change and had a .15 percentage change increase. The cost difference between the total basic costs was \$380. It favored the non-contract district. There was a 1.7 percentage change difference between the total basic costs that favored the non-contract district.

From 1976-1977 through 1979-1980 Putnam County paid 50% of the premium for covering major medical and minor medical expenses. In the 1980-1981 school year the payment was increased to cover 100% of the premium. Maury County has continually paid 100% of the premium covering life and major medical expenses. Its average teacher's paid insurance for 1980-1981 was \$2,000.

Inflation was given as a cause of change in the costs of certified instruction for Putnam County, during the time studied.

Large, Low Wealth County Districts. Greene County started negotiating in the 1979-1980 school year and ratified its first three-year contract in December 1980.

Greene County's average teacher's salary increased \$1,353 in cost change and had a 2.8 percentage change increase. Madison County's average teacher's salary increased \$1,827 in cost change and had a 1.25 percentage change increase. The cost difference between the average teachers' salaries was \$474. It favored the non-contract district.

There was a 1.55 percentage difference between the average teachers' salaries that favored the contract district.

Greene County's minimum state salary increased \$1,101 in cost change and had a 3.9 percentage change decrease. Madison County's minimum state salary increased \$1,363 in cost change and had a 3.85 percentage change decrease. The cost difference between the minimum state salaries was \$262. It favored the non-contract district. There was a .05 percentage difference between the minimum state salaries that favored the non-contract district.

Greene County's local supplement increased \$177 in cost change and had a 73.1 percentage change increase. Madison County's local supplement increased \$389 in cost change and had a 5.95 percentage change increase. The cost difference between the local supplements was \$212. It favored the non-contract district. There was a 67.15 percentage difference between the local supplements that favored the contract district.

Greene County's retirement and social security increased \$350 in cost change and had a 4.75 percentage change decrease. Madison County's retirement and social security increased \$462 in cost change and had a 7.05 percentage change decrease. The cost difference between the teacher's retirement and social security was \$112. It favored the non-contract district. There was a 2.3 percentage difference between the teachers' retirement and social security that favored the contract district.

The Greene County teacher's total basic cost increased \$1,702 in cost change and had a 1.5 percentage change increase. The Madison County teacher's total basic cost increased \$2,289 in cost change and had a .1 percentage change decrease. The cost difference between the total basic costs was \$587, and it favored the non-contract district. There was a 1.6 percentage difference between the total basic costs that favored the contract district.

No average teacher's paid insurance was offered in Greene County until the 1978-1979 school year. During the 1978-1979 and 1979-1980 school years, the average teacher's paid insurance consisted of \$130 partial payment toward health and life coverage. In 1980-81 the average teacher's paid insurance was increased to \$390 of a \$410 premium for the same types of coverage. The payment was made on an individual or family policy at the teacher's option. The average teacher's paid insurance in Madison County has covered 100% life, 50% major medical-hospitalization, and 60% dental. This has been an annual practice that was initiated before the 1976-1977 school year. The individual policy price tag exceeded \$3,000 in 1976-1977 and had increased to \$5,000 by the 1980-1981 school year.

Factors indicated that could have caused a dramatic change in the costs of certified instruction in Greene County were inflation and increased academic training/certification requirements. The cost changing factors reported in Madison County included new certification requirements by the state (for special education, elementary and

TABLE 5

Basic Costs of the Average Certified K-12 Instructional Employee in Two of Tennessee's  
Large, Low Wealth Contract Country and Non-Contract School Districts

		Pre-Contract Era				Contract Era									
		1977-1978		1978-1979		Avg. Era		1979-1980		1980-1981		Avg. Era		Cost	%
		Avg. Annual		Avg. Annual		Cost/%		Avg. Annual		Avg. Annual		Cost/%		Change	Change
		Cost/%		Cost/%		Change		Cost/%		Cost/%		Change			
I. Average Teacher's Salary															
*Greene County =		10,095	5.9	10,902	8.0	10,499	6.95	10,718	-1.7	12,985	21.2	11,852	9.75	1,353	2.80
Madison County =		12,150	7.9	12,918	6.3	12,534	7.10	13,573	5.1	15,149	11.6	14,361	8.35	1,827 <sup>a</sup>	1.25
														-474 <sup>a</sup>	1.55 <sup>b</sup>
II. Minimum State Salary															
*Greene County =		7,689	7.9	8,478	10.3	8,084	9.10	8,993	6.1	9,377	4.3	9,185	5.20	1,101	-3.90
Madison County =		8,764	17.0	9,234	5.4	8,999	11.20	9,902	5.4	10,822	9.3	10,362	7.35	1,363 <sup>a</sup>	-3.85
														-262 <sup>a</sup>	-.05 <sup>b</sup>
III. Local Supplement															
*Greene County =		1,556	-8.7	1,574	1.2	1,565	-3.75	875	-44.4	2,608	198.1	1,742	76.85	177	73.10
Madison County =		2,536	-17.3	2,834	11.8	2,685	-2.75	2,821	-.5	3,327	17.9	3,074	8.70	389 <sup>a</sup>	5.95
														-212 <sup>a</sup>	67.15 <sup>b</sup>
IV. Retirement and Social Security															
*Greene County =		2,105	22.2	2,329	10.6	2,217	16.40	2,294	-.5	2,839	23.8	2,567	11.65	350	-4.75
Madison County =		2,533	24.4	2,760	9.0	2,647	16.70	2,905	5.3	3,312	14.0	3,109	9.65	462 <sup>a</sup>	-7.05
														-112 <sup>a</sup>	2.30 <sup>b</sup>
V. Total Basic Cost															
*Greene County =		12,200	8.4	13,231	8.5	12,716	8.45	13,012	-1.7	15,824	21.6	14,418	9.95	1,702	1.50
Madison County =		14,683	10.5	15,678	6.8	15,181	8.65	16,478	5.1	18,461	12.0	17,470	8.55	2,289 <sup>a</sup>	-.10
														-587 <sup>a</sup>	1.60 <sup>b</sup>
* = Contract District		a = cost difference between contract and non-contract districts													
% = Percentage		b = percent difference between contract and non-contract districts													

secondary principals, supervisors of instruction, superintendents, etc.) and reductions in the number of non-certified areas of teaching.

Average, High Wealth County Districts. Obion County negotiated and ratified its first one-year contract during the 1978-1979 school year. It continually ratified one-year contracts thereafter. Haywood County did not participate in negotiations during the time of this study.

Obion County's average teacher's salary increased \$2,329 in cost change and had a 12.7 percentage change decrease. Haywood County's average teacher's salary increased \$1,804 in cost change and had a 1.07 percentage change decrease. The cost difference between the average teachers' salaries was \$525. It favored the contract district. There was an 11.63 percentage difference between the average teachers' salaries that favored the non-contract district.

Obion County's minimum state salary increased \$850 in cost change and had an 8.53 percentage change decrease. Haywood County's minimum state salary increased \$926 in cost change and had a 10.6 percentage change decrease. The cost difference between the minimum state salaries was \$76. It favored the non-contract district. There was a 2.07 percentage difference between the minimum state salaries that favored the contract district.

Obion County's local supplement increased \$1,429 in cost change and had a 62.93 percentage change decrease. Haywood County's local supplement increased \$827 in cost change and had a 42.17 percentage

change increase. The cost difference between the local supplements was \$602. It favored the contract district. There was a 105.1 percentage difference between the local supplements that favored the non-contract district.

Obion County's retirement and social security increased \$582 in cost change and had a 29.53 percentage change decrease. Haywood County's retirement and social security increased \$465 in cost change and had a 16.07 percentage change decrease. The cost difference between the teachers' retirement and social security was \$117. It favored the contract district. There was a 13.46 percentage difference between the teachers' retirement and social security that favored the non-contract district.

The Obion County teacher's total basic cost increased \$2,912 in cost change and had a 15.17 percentage change decrease. The Haywood County teacher's total basic cost increased \$2,268 in cost change and had a 3.4 percentage change decrease. The cost difference between the total basic costs was \$644. It favored the contract district. There was an 11.77 percentage difference between the total basic costs that favored the non-contract district.

The monthly premium for the Obion County average teacher's paid insurance, covering 80% of the first \$100,000 in major medical expenses, has gradually increased. Amounts of the premium (monthly for 12 months) were: \$13.98 for 1976-1977; \$19.24 for 1977-1978; \$23.50 for 1978-1979; \$26.35 for 1979-1980; and \$28.40 for 1980-1981. Pro-rated premiums for family policies were paid during 1979-1980 and

TABLE 6

Basic Costs of the Average Certified K-12 Instructional Employee in Two of Tennessee's  
Average, High Wealth Contract and Non-Contract County School Districts

	Pre-Contract Era 1977-1978 Avg. Annual Cost/% Change		Avg. Era Cost/% Change		1978-1979 Avg. Annual Cost/% Change		Contract Era 1979-1980 Avg. Annual Cost/% Change		1980-1981 Avg. Annual Cost/% Change		Avg. Era Cost/% Change		Cost % Change Change	
I. Average Teacher's Salary														
*Obion County =	11,336	21.9	11,336	21.90	12,707	12.1	13,538	6.5	14,751	9.0	13,665	9.20	2,329	-12.70
Haywood County =	10,777	8.9	10,777	8.90	11,551	7.2	12,689	9.9	13,502	6.4	12,581	7.83	1,804	-1.07
													525 <sup>a</sup>	-11.63 <sup>b</sup>
II. Minimum State Salary														
*Obion County =	8,778	13.8	8,778	13.80	9,196	4.8	9,462	2.9	10,226	8.1	9,628	5.27	850	-8.53
Haywood County =	8,333	15.0	8,333	15.00	8,831	6.0	9,481	7.4	9,466	-2	9,259	4.40	926	-10.60
													-76 <sup>a</sup>	2.07 <sup>b</sup>
III. Local Supplement														
*Obion County =	1,708	91.7	1,708	91.70	2,661	55.8	3,226	21.2	3,525	9.3	3,137	28.77	1,429	-62.93
Haywood County =	1,594	-18.1	1,594	-18.10	1,870	17.3	2,358	26.1	3,036	28.8	2,421	24.07	827	42.17
													602 <sup>d</sup>	-105.10 <sup>b</sup>
IV. Retirement and Social Security														
*Obion County =	2,363	40.5	2,363	40.5	2,714	14.9	2,897	6.7	3,225	11.3	2,945	10.97	582	-29.53
Haywood County =	2,247	25.6	2,247	25.60	2,467	9.8	2,716	10.1	2,952	8.7	2,712	9.53	465	-16.07
													117 <sup>a</sup>	-13.46 <sup>b</sup>
V. Total Basic Cost														
*Obion County =	13,699	24.7	13,699	24.7	15,421	12.6	16,435	6.6	17,976	9.4	16,611	9.53	2,912	-15.17
Haywood County =	13,024	11.5	13,024	11.5	14,018	7.6	15,405	9.9	16,454	6.8	15,292	8.10	2,268	-3.40
													644 <sup>a</sup>	-11.77 <sup>b</sup>

\* = Contract District    a = cost difference between contract and non-contract districts  
% = Percentage        b = percent difference between contract and non-contract districts



1980-1981 at the teacher's option. Coverage on the Haywood County teacher was for life, major medical, and workman's compensation. The average teacher's paid insurance was \$115.00 for each of the two school years preceding the first contract and \$175.60 for each of the three contracted school years. The amount paid could be applied to individual or family policy at the teacher's option.

Factors indicated that could have caused cost changes in certified instruction for Obion County included the inflationary economy, rising tax rates, and property value reassessment. For Haywood County it was indicated that inflation and the increase of financially unmatched public service expectancies were the causes of cost changes in certified instruction. Negotiations were said to have had no significant effect.

It was noteworthy that Haywood County negotiated and ratified its first contract during the 1981-1982 school year.

Average, Average Wealth County Districts. Grundy County began negotiations at the end of the 1979-1980 school year. Its first one-year contract was ratified at the beginning of 1980-1981.

Grundy County average teacher's salary increased \$1,903 in cost change and had a 4.77 percentage change increase. Dyer County average teacher's salary increased \$1,621 in cost change and had a .63 percentage change decrease. The cost difference between the average teachers' salaries was \$282. It favored the contract district. There was a 5.4 percentage difference between the average teachers' salaries that favored the contract district.

Grundy County's minimum state salary increased \$1,924 in cost change and had a 4.57 percentage change decrease. Dyer County's minimum state salary increased \$896 in cost change and had a 1.3 percentage change decrease. The cost difference between the minimum state salaries was \$1,028. It favored the contract district. There was a 3.27 percentage difference between the minimum state salaries that favored the non-contract district.

Grundy County's local supplement decreased \$171 in cost change and had a 539.53 percentage change increase. Dyer County's local supplement increased \$575 in cost change and had a 3.53 percentage change decrease. The cost difference between the local supplements was \$746. It favored the non-contract district. There was a 540.3 percentage difference between the local supplements that favored the contract district.

Grundy County's retirement and social security increased \$486 in cost change and had a .73 percentage change increase. Dyer County's retirement and social security increased \$430 in cost change and had a 4.97 percentage change decrease. The cost difference between the teachers' retirement and social security was \$56. It favored the contract district. There was a 5.7 percentage difference between the teacher's retirement and social security that favored the contract district.

The Grundy County teacher's total basic cost increased \$2,389 in cost change and had a 4.17 percentage change increase. The Dyer County teacher's total basic cost increased \$2,051 in cost change and had a

1.3 percentage change decrease. The cost difference between the total basic costs was \$338. It favored the contract district. There was a 5.47 percentage difference between the total basic costs that favored the non-contract district.

No average teacher's paid insurance was available in Grundy County until the year of its first contract. The first average teacher's paid insurance was a "blanket" policy that included all life and medical coverage up to \$67,500. Dental coverage was excluded. The single or family policy was available at the employee's option and partial participation. The Dyer County average teacher's paid insurance provided 50% life and 50% major medical coverage until 1979-1980. That school year the major medical coverage was extended to 61% or 68%, depending on whether the policy covered the individual or family. The average teacher's paid insurance was: \$115.25 in 1976-1977 for individual and \$309.25 for family; \$147 in 1977-1978 for individual and \$383.80 for family; \$172.05 in 1978-1979 for individual and \$429.35 for family; \$173.30 in 1979-1980 for individual and \$426.50 for family; and \$210.39 in 1980-1981 for individual and \$545.85 for family. The life coverage in 1976-1977 and 1977-1978 was for \$2,000, and the life coverage in 1978-1979 through 1980-1981 was for \$5,000.

Inflation was given as the factor that had caused any dramatic changes in the cost of Grundy County's certified instruction. In Dyer County inflation was also cited as a certified employee's cost change factor. Also mentioned were cost increase of medical insurance and the implementation of new education programs such as kindergarten, voca-

TABLE 7

Basic Costs of the Average Certified K-12 Instructional Employee in Two of Tennessee's  
Average, Average Wealth Contract and Non-Contract County School Districts

	1977-1978 Avg. Annual Cost/% Change	Pre-Contract Era 1978-1979 Avg. Annual Cost/% Change	1979-1980 Avg. Annual Cost/% Change	Avg. Era Cost/% Change	Contract Era 1980-1981 Avg. Annual Cost/% Change	Avg. Era Cost/% Change	Cost Change	% Change
I. Average Teacher's Salary								
*Grundy County =	10,089 8.2	10,780 6.8	11,338 5.2	10,736 6.73	12,639 11.5	12,639 11.50	1,903	4.77
Dyer County =	11,192 11.7	11,642 4.0	12,511 7.5	11,782 7.73	13,403 7.1	13,403 7.10	1,621 282 <sup>a</sup>	-.63 5.40 <sup>b</sup>
II. Minimum State Salary								
*Grundy County =	8,172 12.1	9,908 21.2	10,551 6.5	9,544 13.27	11,468 8.7	11,468 8.70	1,924	-4.57
Dyer County =	8,462 13.8	8,990 6.2	9,214 2.5	8,889 7.50	9,785 6.2	9,785 6.20	896 1,028 <sup>a</sup>	-1.30 -3.27 <sup>b</sup>
III. Local Supplement								
*Grundy County =	1,067 -20.1	22 -97.9	-63 -386.4	342 -168.13	171 371.4	171 371.40	-171	539.53
Dyer County =	1,880 -.1	1,802 -4.1	2,447 35.8	2,043 10.53	2,618 7.0	2,618 7.00	575 -746 <sup>a</sup>	-3.53 543.06 <sup>b</sup>
IV. Retirement and Social Security								
*Grundy County =	2,103 24.6	2,302 9.5	2,426 5.4	2,277 13.17	2,763 13.9	2,763 13.90	486	.73
Dyer County =	2,334 28.9	2,487 6.6	2,677 7.6	2,499 14.37	2,929 9.4	2,929 9.40	430 56 <sup>a</sup>	-4.97 5.70 <sup>b</sup>
V. Total Basic Cost								
*Grundy County =	12,192 10.7	13,082 7.3	13,764 5.2	13,013 7.73	15,402 11.9	15,402 11.90	2,389	4.17
Dyer County =	13,526 14.4	14,129 4.5	15,188 7.5	14,281 8.80	16,332 7.5	16,332 7.50	2,051 338 <sup>a</sup>	-1.30 5.47 <sup>b</sup>

\* = Contract District    a = cost difference between contract and non-contract districts  
% = Percentage        b = percent difference between contract and non-contract districts

tional education, special education, and others that were mandated by state legislative changes.

Average, Low Wealth County Districts. White County started negotiations and ratified its first two-year contract in the 1979-1980 school year. White County average teacher's salary increased \$1,725 in cost change and had a .4 percentage change decrease. Overton County average teacher's salary increased \$2,182 in cost change and had a five percentage change decrease. The cost difference between the average teachers' salary was \$457. It favored the non-contract district. There was a 4.6 percentage difference between the average teachers' salaries that favored the contract district.

White County's minimum state salary increased \$1,190 in cost change and had an eight percentage change decrease. Overton County's minimum state salary increased \$2,297 in cost change and had a 4.1 percentage change decrease. The cost difference between the minimum state salaries was \$1,107. It favored the non-contract district. There was a 3.9 percentage difference between the minimum state salaries that favored the non-contract district.

White County's local supplement increased \$480 in cost change and had a 8.3 percentage change increase. Overton County's local supplement decreased \$189 in cost change and had a 14.6 percentage change decrease. The cost difference between the local supplements was \$669. It favored the contract district. There was a 22.9 percentage difference between the local supplements that favored the contract difference.

White County's retirement and social security increased \$429 in cost change and had a 8.75 percentage change decrease. Overton County's retirement and social security increased \$530 in cost change and had a 14.05 percentage change decrease. The cost difference between the teachers' retirement and social security was \$101. It favored the non-contract district. There was a 5.3 percentage difference between the teachers' retirement and social security that favored the contract district.

The White County teacher's total basic cost increased \$2,154 in cost change and had a 1.65 percentage change decrease. The Overton County teacher's total basic cost increased \$2,713 in cost change and had a 6.3 percentage change decrease. The cost difference between the total basic costs was \$559. It favored the non-contract district. There was a 4.65 percentage difference between the total basic costs that favored the contract district.

No average teacher's paid insurance was available in White County until the 1978-1979 school year. For the school years 1978-1979 through 1980-1981 the average teacher's paid insurance has been 30% of major medical average. Since the 1976-1977 school year the Overton County average teacher's paid insurance has included \$100 per year for health, life, and hospitalization coverage.

It was indicated that inflation and property value reassessment were the factors that could have caused any dramatic cost changes in Overton County's certified instruction.

TABLE 8

Basic Costs of the Average Certified K-12 Instructional Employee in Two of Tennessee's  
Average, Low Wealth Contract and Non-Contract County School Districts

		Pre-Contract Era				Contract Era							
		1977-1978		1978-1979				1979-1980		1980-1981			
		Avg. Annual		Avg. Annual		Avg. Era		Avg. Annual		Avg. Annual		Avg. Era	
		Cost/% Change		Cost/% Change		Cost/% Change		Cost/% Change		Cost/% Change		Cost Change	
												%	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	
												Change	

\* = Contract District      a = cost difference between contract and non-contract districts  
% = Percentage            b = percent difference between contract and non-contract districts

Small, High Wealth County Districts. Cannon County began negotiations in 1980 and ratified its first one-year contract in the 1980-1981 school year.

Cannon County average teacher's salary increased \$1,969 in cost change and had a 3.23 percentage change increase. Perry County average teachers' salary increased \$1,736 in cost change and had a .27 percentage change increase. The cost difference between the average teachers' salaries was \$233. It favored the contract district. There was a 2.96 percentage difference between the average teachers' salaries that favored the contract district.

Cannon County's minimum state salary increased \$1,2221 in cost change and had a zero percentage change. Perry County's minimum state salary increased \$1,788 in cost change and had a 1.73 percentage change increase. The cost difference between the minimum state salaries was \$567. It favored the non-contract district. There was a 1.73 percentage difference between the minimum state salaries that favored the non-contract district.

Cannon County's local supplement increased \$598 in cost change and had a 2.83 percentage change increase. Perry County's local supplement decreased \$202 in cost change and had a 46.07 percentage change decrease. The cost difference between the local supplements was \$800. It favored the contract district. There was a 48.9 percentage difference between the local supplements that favored the contract district.



TABLE 9

Basic Costs of the Average Certified K-12 Instructional Employee in Two of Tennessee's  
Small, High Wealth Contract and Non-Contract County School Districts

	1977-1978 Avg. Annual Cost/% Change	Pre-Contract Era 1978-1979 Avg. Annual Cost/% Change	1979-1980 Avg. Annual Cost/% Change	Avg. Era Cost/% Change	Contract Era 1980-1981 Avg. Annual Cost/% Change	Avg. Era Cost/% Change	Cost Change	% Change
I. Average Teacher's Salary								
*Cannon County =	9,891 13.1	10,829 9.5	11,266 4.0	10,662 8.87	12,631 12.1	12,631 12.10	1,969	3.23
Perry County =	10,366 5.3	11,624 12.1	12,198 4.9	11,396 7.43	13,132 7.7	13,132 7.70	1,736 <sup>a</sup> 233 <sup>b</sup>	.27 2.96 <sup>b</sup>
II. Minimum State Salary								
*Cannon County =	8,879 17.8	9,649 8.7	9,753 1.1	9,427 9.20	10,648 9.2	10,648 9.20	1,221	.00
Perry County =	8,904 4.8	9,343 4.9	10,422 11.5	9,556 7.07	11,344 8.8	11,344 8.80	1,788 <sup>a</sup> -567 <sup>b</sup>	1.73 -1.73 <sup>b</sup>
III. Local Supplement								
*Cannon County =	162 -68.2	330 103.7	663 100.9	385 45.47	983 48.3	983 48.30	598	2.83
Perry County =	612 -5.0	1,431 133.8	926 -35.3	990 31.17	788 -14.9	788 -14.90	-202 <sup>a</sup> 800 <sup>b</sup>	-46.67 48.90 <sup>b</sup>
IV. Retirement and Social Security								
*Cannon County =	2,063 30.4	2,313 12.1	2,411 4.2	2,262 15.57	2,761 14.5	2,761 14.50	499	-1.07
Perry County =	2,162 21.5	2,483 14.8	2,611 5.2	2,419 13.83	2,871 10.0	2,871 10.00	452 <sup>a</sup> 47 <sup>b</sup>	-3.83 2.76 <sup>b</sup>
V. Total Basic Cost								
*Cannon County =	12,025 16.4	13,142 9.3	13,677 4.1	12,948 9.93	15,392 12.5	15,392 12.50	2,444	2.57
Perry County =	12,528 7.8	14,107 12.6	14,809 5.0	13,815 8.47	16,003 8.1	16,003 8.10	2,188 <sup>a</sup> 256 <sup>b</sup>	-1.37 2.94 <sup>b</sup>

\* = Contract District    a = cost difference between contract and non-contract districts  
 % = Percentage        b = percent difference between contract and non-contract districts

Cannon County's retirement and social security increased \$499 in cost change and had a 1.07 percentage change decrease. Perry County's retirement and social security increased \$452 in cost change and had a 3.83 percentage change decrease. The cost difference between the teachers' retirement and social security was \$47. It favored the contract district. There was a 2.76 percentage difference between the teachers' retirement and social security that favored the contract district.

The Cannon County teacher's total basic cost increased \$2,444 in cost change and had a 2.57 percentage change increase. The Perry County teacher's total basic cost increased \$2,188 in cost change and had a .37 percentage change decrease. The cost difference between the total basic costs was \$256. It favored the contract district. There was a 2.94 percentage difference between the total basic costs that favored the contract district.

Provisions for the average teacher's paid insurance was not available in either district. Neither district sighted causes for cost changes in certified instruction.

Small, Average Wealth County Districts. Negotiations began for Houston County in 1979. The first one-year contract was ratified during the 1979-1980 school year.

Houston County average teacher's salary increased \$1,752 in cost change and had a 1.40 percentage change decrease. Trousdale County average teacher's salary increased \$1,355 in cost change and had a 4.65 percentage change decrease. The cost difference between the average

teachers' salaries was \$397. It favored the contract district. There was a 3.25 percentage difference between the average teachers' salaries that favored the contract district.

Houston County's minimum state salary increased \$732 in cost change and had a 1.55 percentage change increase. Trousedale County's minimum state salary increased \$897 in cost change and had a .3 percentage change decrease. The cost difference between the minimum state salaries was \$165. It favored the non-contract district. There was a 1.85 percentage difference between the minimum state salaries that favored the contract district.

Houston County's local supplement increased \$945 in cost change and had a 56.7 percentage change decrease. Trousedale County's local supplement increased \$385 in cost change and had a 36.75 percentage change decrease. The cost difference between the local supplements was \$560. It favored the contract district. There was a 19.95 percentage difference between the local supplements that favored the non-contract district.

Houston County's retirement and social security increased \$439 in cost change and had a 9.55 percentage change decrease. Trousedale County's retirement and social security increased \$351 in cost change and had a 13.05 percentage change decrease. The cost difference between the teachers' retirement and social security was \$88. It favored the contract district. There was a 3.5 percentage difference between the teachers' retirement and social security. It favored the contract district.

TABLE 10

Basic Costs of the Average Certified K-12 Instructional Employee in Two of Tennessee's  
Small, Average Wealth Contract and Non-Contract County School Districts

	Pre-Contract Era				Contract Era					
	1977-1978		1978-1979		1979-1980		1980-1981			
	Avg. Annual		Avg. Annual		Avg. Annual		Avg. Annual		Avg. Era	Cost
	Cost/% Change		Cost/% Change		Cost/% Change		Cost/% Change		Cost/% Change	Change
I. Average Teacher's Salary										
*Houston County = 10,725 5.8 11,876 10.7 11,301 8.25 12,542 5.6 13,564 8.1 13,053 6.85 1,752 -1.40										
Trousdale County = 10,261 12.5 11,303 10.2 10,782 11.35 11,380 .1 12,894 13.3 12,137 6.70 1,355 -4.65										

\* = Contract District  
 % = Percentage

a = cost difference between contract and non-contract districts  
 b = percent difference between contract and non-contract districts

The Houston County teacher's total basic cost increased \$2,191 in cost change and had a 2.6 percentage change decrease. The Trousdale teacher's total basic cost increased \$1,706 in cost change and had a 5.7 percentage change decrease. The cost difference between the total basic costs was \$485. It favored the contract district. There was a 3.1 percentage difference between the total basic costs that favored the contract district.

Only workman's compensation was available to the Houston County teacher. In Trousdale County the average teacher's paid insurance was \$80 per year from the 1976-1977 school year through 1979-1980 and \$192 for 1980-1981. These expenses were for major and minor medical coverage.

Houston County indicated that no dramatic changes had taken place in its costs of certified instruction.

Small, Low Wealth County Districts. Bledsoe County initiated negotiations during the 1979-1980 school year, and ratified its first one-year contract the following year.

Bledsoe County average teacher's salary increased \$1,273 in cost change and had a 4.27 percentage change decrease. Stewart County average teacher's salary increased \$2,279 in cost change and had a .07 percentage change increase. The cost difference between the average teachers' salaries was \$1,006. It favored the non-contract district. There was a 4.34 percentage difference between the average teachers' salaries that favored the non-contract district.

Bledsoe County's minimum state salary increased \$2,530 in cost change and had a 23.23 percentage change increase. Stewart County's minimum state salary increased \$1,844 in cost change and had a 3.47 percentage change increase. The cost difference between the minimum state salaries was \$686. It favored the contract district. There was a 19.76 percentage difference between the minimum state salaries that favored the contract district.

Bledsoe County's local supplement decreased \$1,407 in cost change and had a 119.43 percentage change decrease. Stewart County's local supplement increased \$285 in cost change and had a 38.77 percentage change decrease. The cost difference between the local supplements was \$1,692. It favored the non-contract district. There was a 80.66 percentage difference between the local supplements that favored the non-contract district.

Bledsoe County's retirement and social security increased \$350 in cost change and had a 8.53 percentage change decrease. Stewart County's retirement and social security increased \$573 in cost change and had a 3.9 percentage change decrease. The cost difference between the teachers' retirement and social security was \$223. It favored the non-contract district. There was a 4.63 percentage difference between the teachers' retirement and social security that favored the non-contract district.

The Bledsoe County teacher's total basic cost increased \$1,623 in cost change and had a 4.87 percentage change decrease. The Stewart County teacher's total basic cost increased \$2,852 in cost change and

TABLE 11

Basic Costs of the Average Certified K-12 Instructional Employee in Two of Tennessee's  
Small, Low Wealth Contract and Non-Contract County School Districts

	1977-1978		Pre-Contract Era 1978-1979		1979-1980		Contract Era 1980-1981		Avg. Era		Avg. Era		Cost		%	
	Avg. Annual Cost/% Change		Avg. Annual Cost/% Change		Avg. Annual Cost/% Change		Avg. Annual Cost/% Change		Cost/% Change		Cost/% Change		Change		Change	
I. Average Teacher's Salary																
*Bledsoe County =	10,204	7.5	10,869	6.5	11,846	9.0	10,973	7.67	12,246	3.4	12,246	3.40	1,273	-4.27		
Stewart County =	10,240	2.6	11,863	15.8	12,785	7.8	11,629	8.73	13,908	8.8	13,908	8.80	2,279	.07		
													-1,066 <sup>a</sup>	-4.34 <sup>b</sup>		
II. Minimum State Salary																
*Bledsoe County =	7,831	-.2	8,326	6.3	8,533	2.5	8,230	2.87	10,760	26.1	10,760	26.10	2,530	23.23		
Stewart County =	8,645	.2	9,868	14.0	10,434	5.7	9,649	6.63	11,493	10.1	11,493	10.10	1,844	3.47		
													686 <sup>a</sup>	19.70 <sup>b</sup>		
III. Local Supplement																
*Bledsoe County =	1,523	60.7	1,693	11.2	2,463	45.5	1,893	39.13	486	-80.3	486	-80.30	-1,407	-113.43		
Stewart County =	745	14.4	1,145	53.7	1,501	31.1	1,130	33.07	1,415	- 5.7	1,415	- 5.70	285	-36.77		
													-1,692 <sup>a</sup>	-80.86 <sup>b</sup>		
IV. Retirement and Social Security																
*Bledsoe County =	2,127	24.0	2,322	9.2	2,535	9.2	2,328	14.13	2,678	5.6	2,678	5.60	350	-8.53		
Stewart County =	2,134	18.3	2,533	18.7	2,736	8.0	2,468	15.00	3,041	11.1	3,041	11.10	573	-3.90		
													-223 <sup>a</sup>	-4.63 <sup>b</sup>		
V. Total Basic Cost																
*Bledsoe County =	12,331	10.0	13,191	7.0	14,381	9.0	13,301	8.67	14,924	3.8	14,924	3.80	1,623	-4.87		
Stewart County =	12,375	5.0	14,396	16.3	15,521	7.8	14,097	9.70	16,949	9.2	16,949	9.20	2,852	- .50		
													-1,229 <sup>a</sup>	-4.37 <sup>b</sup>		

\* = Contract District  
 % = Percentage

a = cost difference between contract and non-contract districts  
 b = percent difference between contract and non-contract districts

had a .5 percentage change decrease. The cost difference between the total basic costs was \$1,229. It favored the non-contract district. There was a 4.37 percentage difference between the total basic costs that favored the non-contract district.

An average teacher's paid insurance was not available in Bledsoe County before the contract. During the 1980-1981 school year the employer paid \$357.20 a year for 100% major medical and life coverage on the individual teacher. A family policy was available at the teacher's option. Workman's compensation was available to the Stewart County teacher.

Bledsoe County indicated that there were no causes for changing costs in its certified instruction. Stewart County indicated that increases in teachers' academic training, increasing inflation pressures, and professional growth were causes for changes in its certified instruction costs.

Large, High Wealth City Districts. Negotiations began for Johnson City in 1979, and the first one-year contract was ratified in 1979-1980 the same school year.

Johnson City average teacher's salary increased \$2,362 in cost change and had a 5.75 percentage change increase. Jackson average teacher's salary increased \$2,474 in cost change and had a .3 percentage change decrease. The cost difference between the average teachers' salaries was \$112. It favored the non-contract district. There was a 6.05 percentage difference between the average teachers' salaries that favored the contract district.



Johnson City's minimum state salary increased \$213 in cost change and had a 10.6 percentage change decrease. Jackson's minimum state salary increased \$1,260 in cost change and had a 2.35 percentage change decrease. The cost difference between the minimum state salaries was \$1,047. It favored the non-contract district. There was an 8.25 percentage difference between the minimum state salaries that favored the non-contract district.

Johnson City's local supplement increased \$2,074 in cost change and had a 36.55 percentage change increase. Jackson's local supplement increased \$1,140 in cost change and had a 2.65 percentage change increase. The cost difference between the local supplements was \$934. It favored the contract district. There was a 33.9 percentage difference between the local supplements that favored the contract district.

Johnson City's retirement and social security increased \$578 in cost change and had a 2.35 percentage change decrease. Jackson's retirement and social security increased \$607 in cost change and had an 8.85 percentage change decrease. The cost difference between teachers' retirement and social security was \$29. It favored the non-contract district. There was a 6.5 percentage difference between the teachers' retirement and social security that favored the contract district.

The Johnson City teacher's total basic cost increased \$2,940 in cost change and had a 4.5 percentage change increase. The Jackson teacher's total basic cost increased \$3,082 in cost change and had a 1.6 percentage change decrease. The cost difference between the total basic

TABLE 12

Basic Costs of the Average Certified K-12 Instructional Employee in Two of Tennessee's  
Large, High Wealth Contract and Non-Contract City School Districts

	Pre-Contract Era				Contract Era					
	1977-1978		1978-1979		1979-1980		1980-1981		Avg. Era Cost/% Change	Cost Change
	Avg. Annual Cost/% Change		Avg. Annual Cost/% Change		Avg. Annual Cost/% Change		Avg. Annual Cost/% Change			
I. Average Teacher's Salary										
*Johnson City =	12,317	6.0	12,823	4.1	12,570	5.05	14,126	10.2	15,738	11.4
Jackson =	13,131	11.4	14,180	8.0	13,656	9.70	15,289	7.8	16,971	11.0
									14,932	10.80
									16,130	9.40
									2,362	5.75
									2,474	-1.30
									-112 <sup>a</sup>	6.05 <sup>b</sup>
II. Minimum State Salary										
*Johnson City =	8,581	23.2	8,458	-1.4	8,520	10.90	8,983	6.2	8,482	-5.6
Jackson =	7,211	12.6	7,814	8.4	7,513	10.50	8,402	7.5	9,143	8.8
									8,733	.30
									8,773	8.15
									213	-16.60
									1,260	-2.35
									-1,047 <sup>a</sup>	-8.25 <sup>b</sup>
III. Local Supplement										
*Johnson City =	2,886	-27.1	3,515	21.8	3,201	-2.65	4,293	22.1	6,256	45.7
Jackson =	5,070	8.4	5,516	8.8	5,293	8.60	6,037	9.4	6,828	13.1
									5,275	33.90
									6,433	11.25
									2,074	36.55
									1,140	2.65
									934 <sup>a</sup>	33.90 <sup>b</sup>
IV. Retirement and Social Security										
*Johnson City =	2,568	22.2	2,739	6.7	2,654	14.45	3,023	10.4	3,441	13.8
Jackson =	2,738	28.5	3,029	10.6	2,884	19.55	3,272	8.0	3,709	13.4
									3,232	12.10
									3,491	10.70
									578	-2.35
									607	-8.85
									-29 <sup>a</sup>	6.50 <sup>b</sup>
V. Total Basic Cost										
*Johnson City =	14,885	8.5	15,562	4.5	15,224	6.50	17,149	10.2	19,179	11.8
Jackson =	15,869	14.1	17,209	8.4	16,539	11.25	18,561	7.9	20,680	11.4
									18,164	11.00
									19,621	9.65
									2,940	4.5
									3,082	-1.6
									-142 <sup>a</sup>	6.1 <sup>b</sup>

\* = Contract District

% = Percentage

a = cost difference between contract and non-contract districts

b = percent difference between contract and non-contract districts

costs was \$142. It favored the non-contract district. There was a 6.1 percentage difference between the total basic costs that favored the contract district.

Throughout the pre-contract and post-contract eras, the average Johnson City teacher's paid insurance included 100% life and 100% major medical coverage. In Jackson there was no average teacher's paid insurance prior to the 1977-1978 school year. For each year thereafter, as of April 1978, the average Jackson teacher's paid insurance included 50% to 66.7% hospitalization (depending on the teacher's salary level) and 100% life coverage.

Increases in the cost-of-living and all costs of operations in their entirety were indicated as the causes of change in certified instruction costs for Jackson.

Large, Average Wealth City Districts. Morristown began negotiations in 1979 and ratified its first two-year contract during the 1979-1980 school year.

Morristown average teacher's salary increased \$1,922 in cost change and had a 1.6 percentage change increase. Oak Ridge average teacher's salary increased \$3,955 in cost change and had a 11.5 percentage change increase. The cost difference between the average teacher's salaries was \$2,033. It favored the non-contract district. There was a 9.9 percentage difference between the average teachers' salaries that favored the non-contract district.

Morristown's minimum state salary increased \$1,277 in cost change and had a 10 percentage change decrease. Oak Ridge's minimum state

salary increased \$1,663 in cost change and had a 3.75 percentage change decrease. The cost difference between the minimum state salaries was \$386. It favored the non-contract district. There was a 6.25 percentage change difference between the minimum state salaries that favored the non-contract district.

Morristown's local supplement increased \$571 in cost change and had 13.65 percentage change increase. Oak Ridge's local supplement increased \$2,217 in cost change and had a 27.25 percentage change increase. The cost difference between the local supplements was \$1,646. It favored the non-contract district. There was a 13.6 percentage difference between the local supplements that favored the non-contract district.

Morristown's retirement and social security increased \$485 in cost change and had a 6.5 percentage change decrease. Oak Ridge's retirement and social security increased \$937 in cost change and had a 3.65 percentage change increase. The cost difference between the teachers' retirement and social security was \$452. It favored the non-contract district. There was a 10.15 percentage change difference between the teachers' retirement and social security that favored the non-contract district.

The Morristown teacher's total basic cost increased \$2,407 in cost change and had a .35 percentage change increase. The Oak Ridge teacher's total basic cost increased \$4,893 in cost change and had a 10.3 percentage change increase. The cost difference between the total basic costs was \$2,486. It favored the non-contract district. There

was a 9.95 percentage difference between the total basic costs that favored the non-contract district.

The average Morristown teacher's paid insurance, providing 100% major medical and 100% minor medical coverage, was \$334.68 for 1976-1977, \$381.48 for 1977-1978, \$438.72 for 1978-1979, \$454.44 for 1979-1980, and \$492.84 for 1980-1981. During the 1979-1980 and 1980-1981 school years, 100% coverage was included for \$10,000 of life insurance. The average teacher's paid insurance in Oak Ridge included 100% health (minor medical), 100 hospitalization (major medical), and 100% workman's compensation over all the years studied. From 1978-1979 through 1980-1981, 100% dental coverage was added. The average teacher's paid insurance was \$327.96 for 1976-1977, \$385.71 for 1977-1978, \$500.91 for 1978-1979, \$599.29 for 1979-1980, and \$662.75 for 1980-1981.

The opening of two new middle schools in Morristown with subsequent changes in grade structure at those schools and other district schools was indicated as a cause of cost changes for certified instruction. Oak Ridge indicated that causes of cost changes for its certified instruction included:

1. Schools being required to pay unemployment for personnel termination or reduction in force.
2. Change in FICA rates for eligible employees.
3. The addition of two personal/professional leave days that exclude requiring specific reasons or cause.
4. Changes in laws governing the extent of group hospitalization and related coverage, resulting in increased premium costs.

TABLE 13

Basic Costs of the Average Certified K-12 Instructional Employee in Two of Tennessee's  
Large, Average Wealth Contract and Non-Contract City School Districts

Pre-Contract Era						Contract Era																	
1977-1978 Avg. Annual Cost/% Change			1978-1979 Avg. Annual Cost/% Change			Avg. Era Cost/% Change			1979-1980 Avg. Annual Cost/% Change			1980-1981 Avg. Annual Cost/% Change			Avg. Era Cost/% Change		Cost Change		% Change				
I. Average Teacher's Salary																							
*Morristown =			12,795	4.9		13,659	6.8		13,227	5.85		14,531	6.4		15,767	8.5		15,149	7.45		1,922	1.60	
Oak Ridge =			14,696	3.6		15,455	5.2		15,076	4.40		17,335	12.2		20,726	19.6		19,031	15.90		3,955 <sup>a</sup>	11.50	
																				-2,033 <sup>a</sup>		-9.90 <sup>b</sup>	
II. Minimum State Salary																							
*Morristown =			7,460	28.4		8,006	7.3		7,733	17.85		8,711	8.8		9,308	6.9		9,010	7.85		1,277	-10.00	
Oak Ridge =			7,238	20.8		7,884	8.9		7,561	14.85		8,717	10.6		9,731	11.6		9,224	11.10		1,663 <sup>a</sup>	-3.75	
																				-386 <sup>a</sup>		-6.25 <sup>b</sup>	
III. Local Supplement																							
*Morristown =			4,485	-21.1		4,803	7.1		4,644	-7.00		4,970	3.5		5,459	9.8		5,215	6.65		571	13.65	
Oak Ridge =			6,608	-11.9		6,721	1.7		6,665	-5.10		7,768	15.6		9,995	28.7		8,882	22.15		2,217 <sup>a</sup>	27.25	
																				-1,646 <sup>a</sup>		-13.60 <sup>b</sup>	
IV. Retirement and Social Security																							
*Morristown =			2,667	21.0		2,918	9.4		2,793	15.20		3,110	6.6		3,446	10.8		3,278	8.70		485	-6.50	
Oak Ridge =			3,064	19.5		3,301	7.7		3,183	13.60		3,710	12.4		4,530	22.1		4,120	17.25		937 <sup>a</sup>	3.65	
																				-452 <sup>a</sup>		-10.15 <sup>b</sup>	
V. Total Basic Cost																							
*Morristown =			15,462	7.4		16,577	7.2		16,020	7.30		17,641	6.4		19,213	8.9		18,427	7.65		2,407	.35	
Oak Ridge =			17,760	6.0		18,756	5.6		18,258	5.80		21,045	12.2		25,256	20.0		23,151	16.10		4,893 <sup>a</sup>	10.30	
																				-2,486 <sup>a</sup>		-9.95 <sup>b</sup>	

\* = Contract District    a = cost difference between contract and non-contract districts  
 % = Percentage        b = percent difference between contract and non-contract districts

Average, High Wealth City Districts. Murfreesboro began negotiations in 1979 and ratified its first two year contract during the 1979-1980 school year.

Murfreesboro average teacher's salary increased \$1,868 in cost change and had a 2.55 percentage change increase. Tullahoma average teacher's salary increased \$1,936 in cost change and had a .45 percentage change increase. The cost difference between the average teachers' salaries was \$68. It favored the non-contract district. There was a 2.1 percentage difference between the average teachers' salaries that favored the contract district.

Murfreesboro's minimum state salary increased \$919 in cost change and had a 4.25 percentage change decrease. Tullahoma's minimum state salary increased \$1,290 in cost change and had a 14.7 percentage change decrease. The cost difference between the minimum state salaries was \$371. It favored the non-contract district. There was a 10.45 percentage difference between the minimum state salaries that favored the contract district.

Murfreesboro's local supplement increased \$874 in cost change and had a 15.75 percentage change increase. Tullahoma's local supplement increased \$571 in cost change and had a 19.8 percent change increase. The cost difference between the local supplements was \$303. It favored the contract district. There was a 4.05 percentage difference between the local supplements that favored the non-contract district.

Murfreesboro's retirement and social security increased \$479 in cost change and had a 5.8 percentage change decrease. Tullahoma's

retirement and social security increased \$490 in cost change and had a 7.95 percentage change decrease. The cost difference between the teachers' retirement and social security was \$11. It favored the non-contract district. There was a 2.15 percentage difference between the teacher's retirement and social security that favored the contract district.

The Murfreesboro teacher's total basic cost increased \$2,348 in cost change and had a 1.3 percentage change increase. The Tullahoma teacher's total basic cost increased \$2,409 in cost change and had a .75 percentage change decrease. The cost difference between the total basic costs was \$61. It favored the non-contract district. There was a 2.05 percentage difference between the total basic costs that favored the contract district.

Throughout the time studied a comprehensive policy was provided for the Murfreesboro teacher that included 100% health, accident, and major medical coverage. The cost of the policy doubled during the 1979-1980 and 1980-1981 school years. The average Tullahoma teacher's paid insurance provided 75% major medical coverage for the 1976-1977 and 1977-1978 school years; 75% life, 75% major medical, and 75% dental coverage for the 1978-1979 school year; and 100% life, 100% major medical, and 100% dental coverage for the 1979-1980 and 1980-1981 school years. The average Tullahoma teacher's insurance cost \$107.76 in 1976-1977, \$122.01 in 1977-1978, \$162.36 in 1978-1979, \$211.95 in 1979-1980, and \$266.29 in 1980-1981.



TABLE 14

Basic Costs of the Average Certified K-12 Instructional Employee in Two of Tennessee's  
Average, High Wealth Contract and Non-Contract City School Districts

		Pre-Contract Era 1977-1978 Avg. Annual Cost/% Change		1978-1979 Avg. Annual Cost/% Change		Avg. Era Cost/% Change		Contract Era 1979-1980 Avg. Annual Cost/% Change		1980-1981 Avg. Annual Cost/% Change		Avg. Era Cost/% Change		Cost Change % Change	
I. Average Teacher's Salary															
	*Murfreesboro =	13,416	9.7	14,253	6.2	13,835	7.95	14,170	-.6	17,236	21.6	15,703	10.50	1,868	2.55
	Tullahoma =	12,837	9.4	13,777	7.3	13,307	8.35	14,229	3.3	16,257	14.3	15,243	8.80	1,936	.45
														-68 <sup>a</sup>	2.10 <sup>b</sup>
II. Minimum State Salary															
	*Murfreesboro =	7,928	13.2	8,490	7.1	8,209	10.15	8,739	2.9	9,517	8.9	9,128	5.90	919	-4.25
	Tullahoma =	8,142	37.7	8,678	6.6	8,410	22.15	9,382	8.1	10,018	6.8	9,700	7.45	1,290	-14.70
														-371 <sup>a</sup>	10.45 <sup>b</sup>
III. Local Supplement															
	*Murfreesboro =	4,638	2.5	4,913	5.9	4,776	4.2	4,581	-6.8	6,719	46.7	5,650	19.95	874	15.75
	Tullahoma =	3,845	-24.9	4,249	10.5	4,047	-7.20	3,997	-5.9	5,239	31.1	4,618	12.60	571	19.30
														303 <sup>a</sup>	-4.05 <sup>b</sup>
IV. Retirement and Social Security															
	*Murfreesboro =	2,797	26.6	3,044	8.8	2,921	17.70	3,033	-.4	3,767	24.2	3,400	11.90	479	-5.80
	Tullahoma =	2,677	26.2	2,943	9.9	2,810	18.05	3,045	3.5	3,554	16.7	3,300	10.10	490	-7.95
														-11 <sup>a</sup>	2.15 <sup>b</sup>
V. Total Basic Cost															
	*Murfreesboro =	16,213	12.3	17,297	6.7	16,755	9.50	17,203	-.5	21,003	22.1	19,103	10.80	2,348	1.30
	Tullahoma =	15,548	12.0	16,720	7.5	16,134	9.75	17,274	3.3	19,811	14.7	18,543	9.00	2,409	-.75
														-61 <sup>a</sup>	2.05 <sup>b</sup>

\* = Contract District  
% = Percentage

a = cost difference between contract and non-contract districts  
b = percent difference between contract and non-contract districts

Inflation, increases in all expenses, and a local philosophy that supported annual salary increases were indicated as causes of change in Murfreesboro's certified instruction costs.

Average, Low Wealth City Districts. Humbolt initiated negotiations during the 1977-1978 school year. The first two year contract was ratified in 1978-1979.

Humbolt average teacher's salary increased \$1,814 in cost change and had a 1.23 percentage change increase. Milan average teacher's salary increased \$1,741 in cost change and had a .1 percentage change decrease. The cost difference between the average teachers' salaries was \$73. It favored the contract district. There was a 1.33 percentage difference between the average teachers' salaries that favored the contract district.

Humbolt's minimum state salary increased \$717 in cost change and had a 30.7 percentage change decrease. Milan's minimum state salary increased \$751 in cost change and had a 26.97 percentage change decrease. The cost difference between the minimum state salaries was \$34. It favored the non-contract district. There was a 3.73 percentage difference between the minimum state salaries that favored the non-contract district.

Humbolt's local supplement increased \$1,046 in cost change and had a 75.03 percentage change increase. Milan's local supplement increased \$940 in cost change, and had a 100.07 percentage change increase. The cost difference between the local supplements was \$106. It favored the

contract district. There was a 25.04 percentage difference between the local supplements that favored the non-contract district.

Humbolt's retirement and social security increased \$467 in cost change and had a 13.37 percentage change decrease. Milan's retirement and social security increased \$457 in cost change and had a 14.8 percentage change decrease. The cost difference between the teachers' retirement and social security was \$10. It favored the contract district. There was a 1.43 percentage difference between the teachers' retirement and social security that favored the contract district.

The Humbolt teacher's total basic cost increased \$2,281 in cost change and had a .97 percentage change decrease. The Milan teacher's total basic cost increased \$2,198 in cost change and had a 2.3 percentage change decrease. The cost difference between the total basic costs was \$83. It favored the contract district. There was a 1.33 percentage difference between the total basic costs that favored the contract district.

The Humbolt teacher's paid insurance was \$18 for 64% major medical coverage in 1976-1977, \$18 for 55% major medical coverage in 1977-1978, \$26.50 for 75% major medical coverage in 1978-1979 and 1979-1980, and \$28.35 for 75% major medical coverage in 1980-1981. In Milan the average teacher's paid insurance was \$150 for 22% hospitalization in 1976-1977 and 1977-1978, \$150 for 21% hospitalization in 1978-1979, \$225 for 21% hospitalization in 1979-1980, and \$225 for 18% hospitalization in 1980-1981.

TABLE 15

Basic Costs of the Average Certified K-12 Instructional Employee in Two of Tennessee's  
Average, Low Wealth Contract and Non-Contract City School Districts

	Pre-Contract Era 1977-1978		Avg. Era		1978-1979		Contract Era 1979-1980		1980-1981		Avg. Era		Cost Change	% Change
	Avg. Annual Cost/% Change		Cost/% Change		Avg. Annual Cost/% Change		Avg. Annual Cost/% Change		Avg. Annual Cost/% Change		Cost/% Change			
I. Average Teacher's Salary														
*Humbolt =	10,781	6.8	10,781	6.80	11,530	7.0	12,662	9.8	13,592	7.3	12,595	8.03	1,814	1.23
Milan =	10,742	7.2	11,742	7.20	12,507	6.5	13,520	8.1	14,422	6.7	13,483	7.10	1,741	-.10
													73 <sup>a</sup>	1.33 <sup>b</sup>
II. Minimum State Salary														
*Humbolt =	8,376	37.0	8,376	37.00	8,085	-3.5	9,200	13.8	9,995	8.6	9,093	6.30	717	-30.70
Milan =	9,942	31.4	9,942	31.40	9,889	-.5	10,891	10.1	11,298	3.7	10,693	4.43	751	-26.97
													-34 <sup>a</sup>	-3.73 <sup>b</sup>
III. Local Supplement														
*Humbolt =	1,555	-52.7	1,555	-52.70	2,595	66.9	2,612	.7	2,597	-.6	2,601	22.33	1,046	75.03
Milan =	950	-64.7	950	-64.70	1,768	86.1	1,779	.6	2,124	19.4	1,890	35.37	940	100.07
													106 <sup>a</sup>	-25.04 <sup>b</sup>
IV. Retirement and Social Security														
*Humbolt =	2,247	23.1	2,247	23.10	2,463	9.6	2,710	10.0	2,970	9.6	2,714	9.73	467	-13.37
Milan =	2,449	23.6	2,449	23.60	2,672	9.1	2,893	8.3	3,153	9.0	2,906	8.80	457	-14.80
													10 <sup>a</sup>	1.43 <sup>b</sup>
V. Total Basic Cost														
*Humbolt =	13,028	9.3	13,028	9.30	13,993	7.4	15,372	9.9	16,562	7.7	15,309	8.33	2,281	-.97
Milan =	14,191	9.7	14,191	9.70	15,179	7.0	16,413	8.1	17,575	7.1	16,389	7.40	2,198	-2.30
													83 <sup>a</sup>	1.33 <sup>b</sup>
* = Contract District    a = cost difference between contract and non-contract districts														
% = Percentage        b = percent difference between contract and non-contract districts														

It was indicated that very little change in costs of certified instruction had taken place in the Humbolt district, since negotiations were initiated.

Small, High Wealth City Districts. Fayetteville negotiated and ratified its first three-year contract in 1979.

Fayetteville average teacher's salary increased \$2,225 in cost change and had a 1.1 percentage change decrease. Newport average teacher's salary increased \$2,108 in cost change and had a .35 percentage change increase. The cost difference between the average teachers' salaries was \$117. It favored the contract district. There was a 1.45 percentage difference between the average teachers' salaries that favored the non-contract district.

Fayetteville's minimum state salary increased \$652 in cost change and had a 6.1 percentage change decrease. Newport's minimum state salary increased \$867 in cost change and had a 13.45 percentage change decrease. The cost difference between the minimum state salaries was \$215. It favored the non-contract district. There was a 7.35 percentage difference between the minimum state salaries that favored the contract district.

Fayetteville's local supplement increased \$1,498 in cost change and had a 7.95 percentage change increase. Newport's local supplement increased \$1,166 in cost change and had a 39.15 percentage change increase. The cost difference between the local supplements was \$332. It favored the contract district. There was a 31.2 percentage

difference between the local supplements that favored the non-contract district.

Fayetteville's retirement and social security increased \$547 in cost change and had a 9.7 percentage change decrease. Newport's retirement and social security increased \$516 in cost change and had a 8.05 percentage change decrease. The cost difference between the teachers' retirement and social security was \$31. It favored the contract district. There was a 1.65 percentage difference between the teachers' retirement and social security that favored the non-contract district.

The Fayetteville teacher's total basic cost increased \$2,772 in cost change and had a 2.35 percentage change decrease. The Newport teacher's total basic cost increased \$2,624 in cost change and had a nine percentage change decrease. The cost difference between the total basic costs was \$148. It favored the contract district. There was a 6.65 percentage difference between the total basic costs that favored the contract district.

The average teacher's paid insurance in Fayetteville provided in-hospital indemnity and came to \$244.56 for 1976-1977, \$266.28 for 1977-1978, \$281.40 for 1978-1979, \$309.60 for 1979-1980, and \$420.00 for 1980-1981. The teacher paid any difference for optional family coverage. In Newport the average teacher's paid insurance consisted of 50% major medical coverage for 1976-1977 and 1977-1978, 40% major medical coverage for 1978-1979, 38% major medical coverage for 1979-1980, and 25% major medical coverage for 1980-1981.

TABLE 16

Basic Costs of the Average Certified K-12 Instructional Employee in Two of Tennessee's  
Small, High Wealth Contract and Non-Contract City School Districts

	Pre-Contract Era 1977-1978			Pre-Contract Era 1978-1979			Contract Era 1979-1980			Contract Era 1980-1981			Cost Change	% Change
	Avg. Annual Cost/%	Change		Avg. Annual Cost/%	Change		Avg. Annual Cost/%	Change		Avg. Annual Cost/%	Change			
I. Average Teacher's Salary														
*Fayetteville =	11,959	11.8		12,975	8.5		13,956	7.6		15,427	10.5		2,225	-1.10
Newport =	11,009	8.0		11,975	8.8		13,047	9.0		14,153	8.5		2,108 <sup>a</sup>	.35
													117 <sup>a</sup>	-1.45 <sup>b</sup>
II. Minimum State Salary														
*Fayetteville =	7,705	15.5		8,103	5.2		8,306	2.5		8,806	6.0		652	-6.10
Newport =	8,893	30.4		9,429	6.0		9,713	3.0		10,343	6.5		867	-13.45
													-215 <sup>d</sup>	7.35 <sup>b</sup>
III. Local Supplement														
*Fayetteville =	3,404	2.3		4,022	18.2		4,800	19.3		5,621	17.1		1,498	7.95
Newport =	1,266	-52.7		1,696	34.0		2,484	46.5		2,810	13.1		1,166	39.15
													332 <sup>d</sup>	-31.20 <sup>b</sup>
IV. Retirement and Social Security														
*Fayetteville =	2,494	29.0		2,771	11.1		2,987	7.8		3,373	12.9		547	-9.70
Newport =	2,295	24.5		2,558	11.5		2,792	9.1		3,093	10.8		516 <sup>a</sup>	-8.65
													31 <sup>a</sup>	-1.65 <sup>b</sup>
V. Total Basic Cost														
*Fayetteville =	14,453	14.4		15,746	8.9		16,943	7.6		18,800	11.0		2,772	-2.35
Newport =	13,304	10.5		14,533	9.2		15,839	9.0		17,246	8.9		2,624 <sup>a</sup>	-9.00
													148 <sup>a</sup>	6.65 <sup>b</sup>

\* = Contract District      a = cost difference between contract and non-contract districts  
 % = Percentage            b = percent difference between contract and non-contract districts

Causes of change in Fayetteville's certified instruction costs were identified as: changing non-negotiable state salary schedules; local school board's philosophy; inflation; increasing energy prices; and changing costs and percentages in budget items. No causes of change in certified instruction costs were identified in Newport.

Small, Average Wealth City Districts: Negotiations began for Sweetwater during the 1978-1979 school year. Sweetwater's first three-year contract was ratified in 1979-1980.

Sweetwater average teacher's salary increased \$2,100 in cost change and had a .7 percentage change increase. Lexington average teacher's salary increased \$2,067 in cost change and had a .5 percentage change increase. The cost difference between the average teachers' salaries was \$33. It favored the contract district. There was a .2 percentage difference between the average teachers' salaries that favored the contract district.

Sweetwater's minimum state salary increased \$1,349 in cost change and had a 10.6 percentage change decrease. Lexington's minimum state salary increased \$1,341 in cost change and had a 1.25 percentage change increase. The cost difference between the minimum state salaries was \$8. It favored the contract district. There was an 11.85 percent difference between the minimum state salaries that favored the non-contract district.

Sweetwater's local supplement increased \$676 in cost change and had a 67.1 percentage change increase. Lexington's local supplement increased \$652 in cost change and had a 4.4 percentage change decrease.



TABLE 17

Basic Costs of the Average Certified K-12 Instructional Employee in Two of Tennessee's  
Small, Average Wealth Contract and Non-Contract City School Districts

	Pre-Contract Era				Contract Era				Avg. Era Cost/% Change	Cost Change	% Change	
	1977-1978 Avg. Annual Cost/% Change		1978-1979 Avg. Annual Cost/% Change		1979-1980 Avg. Annual Cost/% Change		1980-1981 Avg. Annual Cost/% Change					
I. Average Teacher's Salary												
*Sweetwater =	10,729	6.2	11,708	9.1	11,219	7.65	12,892	10.1	13,745	6.6	2,100	.70
Lexington =	11,026	6.6	12,169	10.4	11,598	8.50	12,881	5.8	14,449	12.2	2,067 <sup>a</sup>	.50
											33 <sup>a</sup>	.20 <sup>b</sup>
II. Minimum State Salary												
*Sweetwater =	8,868	19.3	9,901	11.6	9,385	15.45	10,586	6.9	10,881	2.8	1,349	-10.60
Lexington =	8,308	11.0	8,713	4.9	8,511	7.95	9,319	7.0	10,384	11.4	1,341 <sup>a</sup>	1.25
											8 <sup>a</sup>	-11.85 <sup>b</sup>
III. Local Supplement												
*Sweetwater =	1,011	-48.8	957	-5.3	984	-27.05	1,456	52.1	1,864	28.0	676	67.10
Lexington =	1,868	-13.6	2,606	39.5	2,237	12.95	2,712	4.1	3,065	13.0	652 <sup>a</sup>	-4.40
											24 <sup>a</sup>	71.30 <sup>b</sup>
IV. Retirement and Social Security												
*Sweetwater =	2,237	22.4	2,501	11.8	2,369	17.10	2,759	10.3	3,004	8.9	513	-7.50
Lexington =	2,299	22.9	2,599	13.0	2,449	17.95	2,757	6.1	3,158	14.5	509 <sup>a</sup>	-7.65
cost difference =											4 <sup>a</sup>	.15 <sup>b</sup>
% difference =												
V. Total Basic Cost												
*Sweetwater =	12,966	8.7	14,209	9.6	13,588	9.15	15,651	10.1	16,749	7.0	2,612	-.60
Lexington =	13,325	9.2	14,768	10.8	14,047	10.00	15,638	5.9	17,607	12.6	2,576 <sup>a</sup>	-.75
											36 <sup>a</sup>	.15 <sup>b</sup>

\* = Contract District    a = cost difference between contract and non-contract districts  
 % = Percentage        b = percent difference between contract and non-contract districts

The cost difference between the local supplements was \$24. It favored the contract district. There was a 71.5 percentage difference between the local supplements that favored the contract district.

Sweetwater's retirement and social security increased \$513 in cost change and had a 7.5 percentage change decrease. Lexington's retirement and social security increased \$509 in cost change and had a 7.65 percentage change decrease. The cost difference between the teachers' retirement and social security was \$4. It favored the contract district. There was a .15 percentage difference between the teachers' retirement and social security that favored the contract district.

The Sweetwater teacher's total basic cost increased \$2,612 in cost change and had a .6 percentage change decrease. The Lexington teacher's total basic cost increased \$2,576 in cost change and had a .75 percentage change decrease. The cost difference between the total basic costs was \$36. It favored the contract district. There was a .15 percentage difference between the total basic costs that favored the contract district.

In Sweetwater provisions for the average teacher's paid insurance included 100% life, 100% major medical, and 100% minor medical cover for the school years 1977-1978 through 1980-1981. Life coverage was not provided in 1976-1977. No average teacher's paid insurance was provided for the Lexington teacher, during the time studied.

Small, Low Wealth City Districts. Lenoir City negotiated and ratified its first three-year contract, during the 1979-1980 school year.

Lenoir City average teacher's salary increased \$2,268 in cost change and had a 4.4 percentage change decrease. The Bells average teachers' salary increased \$1,484 in cost change and had a .4 percentage change decrease. The cost difference between the average teachers' salaries was \$784. It favored the contract district. There was a four percentage difference between the average teachers' salaries that favored the non-contract district.

Lenoir City's minimum state salary increased \$2,000 in cost change and had a zero percentage change. The Bells' minimum state salary increased \$661 in cost change and had a 2.55 percentage change increase. The cost difference between the minimum state salaries was \$1,339. It favored the contract district. There was a 2.55 percentage difference between the minimum state salaries that favored the non-contract district.

Lenoir City's local supplement increased \$194 in cost change and had a 14.95 percentage decrease. The Bells local supplement increased \$748 in cost change and had a 50.55 percentage change decrease. The cost difference between the local supplements was \$554. It favored the non-contract district. There was a 35.6 percentage difference between the local supplements that favored the contract district.

Lenoir City's retirement and social security increased \$557 in cost change and had a 15.35 percentage change decrease. The Bells retirement and social security increased \$469 in cost change and had a 8.45 percentage change decrease. The cost difference between the teachers' retirement and social security was \$88. It favored the contract

TABLE 18

Basic Costs of the Average Certified K-12 Instructional Employee in Two of Tennessee's  
Small, Low Wealth Contract and Non-Contract City School Districts

Pre-Contract Era						Contract Era																		
1977-1978 Avg. Annual Cost/% Change			1978-1979 Avg. Annual Cost/% Change			Avg. Era Cost/% Change			1979-1980 Avg. Annual Cost/% Change			1980-1981 Avg. Annual Cost/% Change			Avg. Era Cost/% Change		Cost Change % Change							
I. Average Teacher's Salary																								
*Lenoir City =			12,073	9.6	13,543	12.2	12,808			10.90	14,800			9.3	15,352			3.7	15,076		6.50	2,268		-4.40
Bells =			10,416	6.4	11,184	7.4	10,800			6.90	11,881			6.2	12,687			6.8	12,284		6.50	1,484		-.40
																		784 <sup>a</sup>		-4.00 <sup>b</sup>				
II. Minimum State Salary																								
*Lenoir City =			7,795	13.1	8,659	11.1	8,227			12.10	9,577			10.6	10,876			13.6	10,227		12.10	2,000		.00
Bells =			8,952	13.4	8,757	-2.2	8,855			5.60	8,835			.9	10,196			15.4	9,516		8.15	661		2.55
																		1,339 <sup>a</sup>		-2.55 <sup>b</sup>				
III. Local Supplement																								
*Lenoir City =			3,428	.1	4,034	17.7	3,731			8.90	4,373			8.4	3,476			-20.5	3,925		-6.05	194		-14.95
Bells =			614	-48.5	1,577	156.8	1,096			54.15	2,196			39.3	1,491			-32.1	1,844		3.60	748		-50.55
																		-554 <sup>a</sup>		35.60 <sup>b</sup>				
IV. Retirement and Social Security																								
*Lenoir City =			2,517	26.3	2,893	14.9	2,705			20.60	3,167			4.5	3,356			6.0	3,262		5.25	557		-15.35
Bells =			2,172	22.8	2,389	10.0	2,281			16.40	2,726			14.1	2,774			1.8	2,750		7.95	469		-8.45
																		88 <sup>a</sup>		-6.90 <sup>b</sup>				
V. Total Basic Cost																								
*Lenoir City =			14,590	12.1	16,436	12.7	15,513			12.40	17,967			9.3	18,708			4.1	18,338		6.70	2,825		-5.70
Bells =			12,588	8.9	13,573	7.8	13,081			8.35	14,607			7.6	15,461			5.8	15,034		6.70	1,953		-1.65
																		872 <sup>a</sup>		-4.05 <sup>b</sup>				

\* = Contract District      a = cost difference between contract and non-contract districts  
 % = Percentage            b = percent difference between contract and non-contract districts

district. There was a 6.9 percentage difference between the teachers' retirement and social security that favored the non-contract district.

The Lenoir City teacher's total basic cost increased \$2,825 in cost change and had a 5.7 percentage change decrease. The Bells teacher's total basic cost increased \$1,953 in cost change and had a 1.65 percentage change decrease. The cost difference between the total basic costs was \$872. It favored the contract district. There was a 4.05 percentage difference between the total basic costs that favored the non-contract district.

Throughout the entire study period, the average teacher's paid insurance in Lenoir City provided 100% life, 75% major medical, and 75% minor medical coverage. There was none in Bells.

Causes of cost changes in certified instruction for Bells were identified as: declining enrollment, a new state funding formula in 1977 that favored urban schools over rural schools, the Handicapped Act, and the Vocational Education Act.

Small, Low Wealth Special Districts. Negotiations were initiated in the Trenton special district, during the 1978-1979 school year. The first two-year contract was ratified in 1979-1980.

The Trenton average teacher's salary increased \$1,801 in cost change and had a 1.35 percentage change decrease. The Gadsden average teacher's salary increased \$1,297 in cost change and had a 1.55 percentage change decrease. The cost difference between the average teachers' salaries was \$504. It favored the contract district. There

was a .2 percentage difference between the average teachers' salaries that favored the contract districts.

Trenton's minimum state salary increased \$815 in cost change and had 12.9 percentage change decrease. Gadsden's minimum state salary increased \$942 in cost change and had a 9.25 percentage change increase. The cost difference between the minimum state salaries was \$127. It favored the non-contract district. There was a 22.15 percentage difference between the minimum state salaries that favored the non-contract district.

Trenton's local supplement increased \$911 in cost change and had a 20.75 percentage change increase. Gadsden's local supplement increased \$280 in cost change and had a 293.8 percentage change decrease. The cost difference between the local supplements was \$631. It favored the contract district. There was a 314.55 percentage difference between the local supplements that favored the contract district.

Trenton's retirement and social security increased \$450 in cost change and had a 9.8 percentage change decrease. Gadsden's retirement and social security increased \$334 in cost change and had a 9.85 percentage change decrease. The cost difference difference between the teachers' retirement and social security was \$116. It favored the contract district. There was a .05 percentage difference between the teachers' retirement and social security that favored the contract district.

The Trenton teacher's total basic cost increased \$2,252 in cost change and had a 2.65 percentage change decrease. The Gadsden teacher's

TABLE 19

Basic Costs of the Average Certified K-12 Instructional Employee in Two of Tennessee's  
Small, Low Wealth Contract and Non Contract Special School Districts

	Pre-Contract Era		1978-1979		Avg. Era Cost/% Change	Contract Era		1980-1981		Avg. Era Cost/% Change	Cost % Change Change	
	1977-1978		Avg. Annual	Cost/% Change		1979-1980		Avg. Annual	Cost/% Change			
I. Average Teacher's Salary												
*Trenton Spec. =	11,166	9.2	12,139	8.7	11,653 8.95	12,864	6.0	14,043	9.2	13,454 7.60	1,801 -1.35	
Gadsden Spec. =	10,149	6.2	10,883	7.2	10,516 6.70	11,597	6.6	12,028	3.7	11,813 5.15	1,297 -1.55	
											504 <sup>a</sup>	.20 <sup>b</sup>
II. Minimum State Salary												
*Trenton Spec. =	8,445	30.5	8,760	3.7	8,603 17.10	9,329	6.5	9,507	1.9	9,418 4.20	815 -12.90	
Gadsden Spec. =	7,653	-13.9	8,147	6.5	7,900 -3.70	8,605	5.6	9,078	5.5	8,842 5.55	942 9.25	
											-127 <sup>a</sup>	-22.15 <sup>b</sup>
III. Local Supplement												
*Trenton Spec. =	1,871	-38.8	2,529	35.2	2,200 -1.80	2,685	6.2	3,536	31.7	3,111 18.95	911 20.75	
Gadsden Spec. =	1,646	577.6	1,886	14.6	1,766 296.10	2,142	13.6	1,950	-9.0	2,046 2.30	280 -293.80	
											631 <sup>a</sup>	314.55 <sup>b</sup>
IV. Retirement and Social Security												
*Trenton Spec. =	2,328	25.9	2,593	11.4	2,461 18.65	2,753	6.2	3,069	11.5	2,911 8.85	450 -9.80	
Gadsden Spec. =	2,116	22.5	2,325	9.9	2,221 16.20	2,482	6.8	2,628	5.9	2,555 6.35	334 -9.85	
											116 <sup>a</sup>	.05 <sup>b</sup>
V. Total Basic Cost												
*Trenton Spec. =	13,494	11.7	14,732	9.2	14,113 10.45	15,617	6.0	17,112	9.6	16,365 7.80	2,252 -2.65	
Gadsden Spec. =	12,265	8.7	13,208	7.7	12,737 8.20	14,079	6.6	14,656	4.1	14,368 5.35	1,631 <sup>a</sup>	-2.85
											621 <sup>a</sup>	.20 <sup>b</sup>

\* = Contract District    a = cost difference between contract and non-contract districts  
 % = Percentage        b = percent difference between contract and non-contract districts

total basic cost increased \$1,631 in cost change and had a 2.85 percentage change decrease. The cost difference between the total basic costs was \$621. It favored the contract district. There was a .2 percentage difference between the total basic costs that favored the contract district.

Insurance provisions in the Trenton special district included major medical and workman's compensation throughout the study period. The employer paid 30% in 1976-1977, 50% in 1977-1978 and 1978-1979, 43% in 1979-1980, and 34% in 1980-1981 toward the teacher's major medical coverage. The employer paid 100% of the workman's compensation. The average teacher's paid insurance came to \$84.85 in 1976-1977, \$148.98 in 1977-1978, \$213.13 in 1978-1979, \$217.85 in 1979-1980, and \$261.90 in 1980-1981. There were no average teacher's paid insurance provisions in Gadsden, during the study period.

It was indicated that inflation and increasing energy costs were causes of change in costs of certified instruction for Gadsden.

Contract Districts versus Non-Contract Districts. Under provisions of the EPNA only one of the sample districts initiated negotiations before the 1978-1979 school year. During that year seven districts started negotiations and in 1979-1980 the other nine sample contract districts began negotiating. Two sample districts' contracts were ratified during the 1978-1979 school year, eleven contracts were ratified in 1979-1980, and another three were ratified in 1980-1981. Initial effects from most of the contracts would have occurred in the 1979-1980 scholastic year.



Table 20 presents the number of contract and non-contract districts in the sample population that were favored by the cost differences and percentage differences that occurred after the districts' contracts were ratified. Ten contract districts were favored by cost differences and percentage differences in the average teacher's salary and retirement and social security. Eleven non-contract districts were favored by cost differences in an average teacher's minimum state salary while 12 non-contract districts were favored by percentage differences. In the average teacher's local supplement 11 contract districts were favored by cost differences and nine contract districts were favored by percentage differences. In the total basic cost of the average teacher ten contract districts were favored by cost differences, and 11 contract districts were favored by percentage differences. Overall, contract districts were favored more often than the non-contract districts by the cost and percentage differences for each instructional cost variable except minimum state salary.

Looking more closely at the favoritism of the cost and percentage differences by the sample population's type, size and wealth characteristics, the following was found.

#### Average Teacher's Salary

Cost differences and percentage differences favored more county and city contract districts than county and city non-contract districts. Cost and percentage differences favored the special contract district. Cost differences and percentage differences favored more average and small size contract districts than average and small size non-contract

districts. Cost differences favored more high and average wealth contract districts than high and average wealth non-contract districts. Percentage differences favored more average and low wealth contract districts than average and low wealth non-contract districts. Cost differences tended to favor the average and small size contract district of high and average wealth. Percentage differences tended to favor the average and small size contract districts of average and low wealth.

#### Minimum State Salary

Cost differences favored average wealth contract districts more than average wealth non-contract districts. Cost differences favored the large, county contract districts and the small, city contract districts more than the large, county non-contract districts and the small, city non-contract districts, respectively. Percentage differences favored the small, county contract districts more than the small, county non-contract districts. Non-contract favoritism was dominant for this variable.

#### Local Supplement

Cost and percentage differences favored county contract districts more than county non-contract districts. Cost differences favored city contract districts more than city non-contract districts. Cost and percentage differences favored the special contract district. Cost differences favored average and small size contract districts more than average and small size non-contract districts. Percentage differences favored large and small size contract districts more than large and small size non-contract districts. Cost differences favored all high

wealth contract districts. Percentage differences favored the average and low wealth contract districts more than the average and low wealth non-contract districts. Percentage differences tended to favor large and small size contract districts of average and low wealth.

#### Retirement and Social Security

Cost and percentage differences favored county and city contract districts more than county and city non-contract districts. Cost and percentage differences favored the special contract district. Cost and percentage differences favored average and small size contract districts more than average and small size non-contract districts. Cost differences favored high and average wealth contract districts more than high and average wealth non-contract districts. Percentage differences favored average and low wealth contract districts more than average and low wealth non-contract districts. Cost differences tended to favor average and small size contract districts of high and average wealth. Percentage differences tended to favor average and small size contract districts of average and low wealth.

#### Total Basic Cost

Cost and percentage differences favored county and city contract districts more than county and city non-contract districts. Cost and percentage differences favored the special contract district. Cost and percentage differences favored average and small size contract districts more than average and small size non-contract districts. Cost differences favored high and average wealth contract districts more than high and average wealth non-contract districts. Percentage differences

Table 20

The Cost Differences and Percentage Differences in Tennessee K-12 Instructional Employees' Basic Costs in the 34 Sample School Districts for the School Years 1977-1978 through 1980-1981 that Favored the Contract and Non-Contract Districts

	Number of Contract Districts That Cost Difference Favored	Number of Non- Contract Districts That Cost Difference Favored	Number of Contract Districts That Percentage Difference Favored	Number of Non- Contract Districts That Percentage Difference Favored
I. Average Teacher's Salary	10	7	10	7
II. Minimum State Salary	6	11	5	12
III. Local Supplement	11	6	9	8
IV. Retirement & Social Security	10	7	10	7
V. Total Basic Cost	10	7	11	6

avored high, average, and low wealth contract districts more than high, average and low wealth non-contract districts. Cost differences tended to favor average and small size contract districts of high and average wealth. Percentage differences tended to favor average and small size contract districts of high, average, and low wealth.

Contract versus Non-Contract Paid Insurance. As previously discussed, paid insurance for certified employees of the local school board is reported as an aggregate budget expenditure along with insurance costs for non-certified personnel. Since individual local policy plans and costs are not publicly reported by the state, and local records are not easily accessible, only the information given directly from the superintendents could be examined. (It should be noted that paid insurance is a mandatory area in the EPNA's scope of negotiations.)

It was found that more county, city, and special contract districts increased insurance provisions after contract ratification than did county, city and special non-contract districts.

More large and small contract districts increased insurance provisions after contract ratification than did large and small non-contract districts.

More high and low wealth contract districts increased insurance provisions after contract ratification than did high and low wealth non-contract districts.

The tendency was that more large and small contract districts of high and low wealth increased insurance provisions after contract ratification.

Contract versus Non-Contract Salary Rankings. Table 21 ranks and compares districts of the sample population in order of the amount of their average teachers' salaries. Only contract and non-contract districts that were paired by similar type, size and wealth characteristics, and the contract districts that had ratified their first contract in the 1979-1980 school year, were used.

To determine what contract as opposed to non-contract polarization changes had occurred the districts' rankings were presented for each school year during 1977-1979 (the pre-contract era) and 1979-1981 (the contract era). The rankings were examined at an upper level (1-8), middle level (9-16), and lower level (17-24). The total number of contract districts for the pre-contract era was subtracted from the total number of contract districts for the contract era at each level. Non-contract districts were examined the same way.

At the upper level there were seven contract districts in the pre-contract era and eight contract districts in the contract era, an increase of one contract district. There were nine non-contract districts in the pre-contract era and eight non-contract districts in the contract era, a decrease of one non-contract district.

At the middle level there were 11 contract districts in the pre-contract era and nine contract districts in the contract era, a decrease of two contract districts. There were five non-contract districts in the pre-contract era and seven non-contract districts in the contract era, an increase of two non-contract districts.

Table 21

A Comparison of The Average Teacher's Salary Ranking Polarization Trends Between Sample Contract and Non-Contract School Districts in Tennessee for the School Years 1977-1978 through 1978-1979 and 1979-1980 through 1980-81.\*\*

Pre-Contract Era				Contract Era				
1977-78		1978-79		1979-80		1980-81		
Salary Rank	District	Salary Rank	District	Salary Rank	District	Salary Rank	District	
1	Oak Ridge	1	Oak Ridge	U P P E R	1	Oak Ridge	1	Oak Ridge
2	*Murfreesboro	2	*Murfreesboro		2	Jackson	2	*Murfreesboro
3	Jackson	3	Jackson		3	*Lenoir City	3	Jackson
4	Tullahoma	4	Tullahoma		4	*Morristown	4	Tullahoma
5	*Morristown	5	*Morristown		5	Tullahoma	5	*Morristown
6	*Johnson City	6	*Lenoir City		6	Maury County	6	*Johnson City
7	Madison County	7	Maury County		7	*Murfreesboro	7	Maury County
8	Maury County	8	*Blount County		8	*Johnson City	8	*Fayetteville
9	*Lenoir City	9	*Fayetteville	M I D D L E	9	*Fayetteville	9	*Lenoir City
10	*Fayetteville	10	Madison County		10	*Blount County	10	Madison County
11	*Blount County	11	*Johnson City		11	*Putnam County	11	*Blount County
12	*Putnam County	12	*Putnam County		12	Madison County	12	*Putnam County
13	*Trenton Special	13	Lexington		13	Overton County	13	Lexington
14	Lexington	14	*Trenton Special		14	Newport	14	Newport
15	Newport	15	*Houston County		15	*Sweetwater	15	*Trenton Special
16	Overton County	16	*Sweetwater		16	Lexington	16	*Sweetwater
17	*Sweetwater	17	Overton County	L O W E R	17	*Trenton Special	17	*Houston County
18	*Houston County	18	Hardeman County		18	*Houston County	18	Overton County
19	Hardeman County	19	Trousdale County		19	*White County	19	*Greene County
20	Bells	20	*White County		20	Bells	20	*White County
21	*White County	21	Bells		21	Hardeman County	21	Hardeman County
22	Trousdale County	22	*Greene County		22	Gadsden Special	22	Trousdale
23	Gadsden Special	23	Gadsden Special		23	Trousdale County	23	Bells
24	*Greene County	24	Newport		24	*Greene County	24	Gadsden Special

\*\*The Salary Rankings only include those school districts from the sample population that were paired as contract and non-contract districts by similar size and wealth, whereby the contract districts ratified their contracts during the 1979-1980 school year.

\*Districts that ratified their first contracts during the 1979-1980 school year.

At the lower level there were six contract districts in the pre-contract era and seven contract districts in the contract era, an increase of one contract district. There were ten non-contract districts in the pre-contract era and nine non-contract districts in the contract era, a decrease of one non-contract district.

The pattern of change during the contract era was that contract districts were diffusing toward upper and lower levels while the non-contract districts were gravitating to the middle level.

Local Superintendents Response. The responses by local superintendents as to the causes of change in their local certified instruction costs are listed in Appendix F. Their most frequent response was no response. Of those that did answer, the predominant response specified inflation of the economy and cost-of-living. It was noteworthy that the superintendents' and panel of experts' most frequent answers was the same.

Panel of Experts' Response. The answer given by the panel of experts as to the causes of change in certified instruction costs during the time studied are listed in Appendix F. The panel's most frequent answer was inflation of the economy. The next most frequent answer indicated local philosophies and political practices. The numerical frequency of these two answers indicated a strong socio-economic factor. It was notable that the panel's most frequent answer was the same as that given by the local superintendents.



## LIMITATIONS

During the course of this study various constraints were noted or perceived that may have caused the documentation to be less valid.

Those limitations included:

1. The study only dealt with mean averages.
2. The number, size and type of schools within the authority of the compared sample districts may have lacked continuity.
3. The number, size, and type of schools within a sample district may have changed its size and wealth characteristics from school year to school year during the time-series studied.
4. The untimeliness of rotating value assessments from district to district throughout the state may have distorted the sample selection.
5. Socio-economic differences from district to district and region to region may not have allowed an equitable comparison of cost and percentage changes between paired contract and non-contract districts.
6. All pecuniary data were presented with no adjustment for changes in economical inflation or purchasing power of the dollar.
7. Only those local superintendents who did not return the SRBF were allowed further explanation at the time of follow-up telephone communication.
8. The academic panel members' responses were solicited directly, disallowing time for individual research and extensive, reflective thought.

## SUMMARY OF CHAPTER

This chapter contains comparisons of data averages between selected contract and non-contract Tennessee school districts for the school

years 1977-1978 through 1980-1981. The districts compared were of similar type, size, and wealth. On each comparison two changes were identified. The comparisons were of dollar changes and percentage of dollar changes between contract and non-contract average teachers' salaries, minimum state salaries, local supplements, retirement and social security, and total basic costs during contract and pre-contract eras. The comparisons resulted in cost differences and percentage differences that favored the contract or non-contract districts.

It was found that cost differences and percentage differences most often favored contract districts' average teachers' salaries, local supplements, retirement and social security, and total basic costs but not minimum state salaries.

For average teacher's salaries cost differences tended to favor the average and small size contract district of high and average wealth. Percentage differences tended to favor the average and small size contract districts of average and low wealth.

For minimum state salaries non-contract favoritism was dominant.

For local supplements cost differences favored all high wealth contract districts. Percentage differences tended to favor large and small size contract districts of average and low wealth.

For retirement and social security costs differences tended to favor average and small size contract districts of high and average wealth. Percentage differences tended to favor average and small size contract districts of average and low wealth.

For the total basic costs cost differences tended to favor average and small size contract districts of high and average wealth. Percentage differences tended to favor average and small size contract districts of high, average, and low wealth.

It was found in a comparison of contract districts versus non-contract districts' paid insurance that more large and small contract districts of high and low wealth increased their insurance provisions after contract ratification than did similar non-contract districts.

In a comparison of contract districts versus non-contract districts by amounts of average teachers' salaries it was found that contract districts were diffusing toward upper and lower levels while non-contract districts were gravitating into the middle level.

Local superintendents, who reported causes of change in the costs of their certified instructional employees, most frequently referred to inflation of the economy and cost-of-living. Members of a panel of experts most frequently pointed to socio-economic factors. The panel tended to agree that inflation was the chief cause of cost changes, but almost simultaneously reported the influence of local value philosophies and political actions.

## CHAPTER 5

### SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

This study has compared the negotiated and non-negotiated salaries, salary-related benefits, and salary rankings of Tennessee elementary and secondary certified instructional personnel during the school years 1977-1978 through 1980-1981. The study also determined what changes in those costs and rankings had occurred after the Education Professional Negotiations Act became effective in January 1979. The purpose of this chapter is to present a summary of the study, to provide conclusions drawn from principal findings that answered research questions, and to offer recommendations for future policy and research.

#### SUMMARY

Tennessee's EPNA was found to be the latest state legislation that provides teachers with collective bargaining rights. It is the only state law that allows teachers exclusive bargaining rights as designated "professional employees". The intent of the law is to keep negotiations at the local level between the local board and its certified instructional employees. Thus, conflict has resulted via traditional terminology. Only the teacher's local supplement (a small part of the traditional "average teacher's salary" is negotiable. Other certified instructional costs such as fixed changes and insurance can be affected directly by the terms negotiated.

Since the EPNA's enactment, more than 80 percent of the state's teachers have been represented in local negotiations. Salaries have been determined to be the greatest concern of state and local officials, as well as to teachers. A study comparing cost changes in negotiated salaries, related benefits, and salary rankings that would encompass the time of the EPNA's first effect was supported by officials and recommended in the literature.

It was established in the literature that teacher's salaries were held as the most important of all basic instructional expenses. Most research regarding the influence of collective bargaining on K-12 teachers' salaries used multiple regression analyses. Studies which used a multiple regression analysis relied on data from one-year to two-year time spans. Few studies dealt with salary-related benefits, and no research was found that examined bargaining influence on salary rankings. Throughout the literature there is no clear consensus as to how positive and/or significant the influence of bargaining is. Since longitudinal studies appeared to be the methods of study most often cited with findings most agreed to, a longitudinal type of methodology was chosen for this study.

A time-series design was used to historically describe and compare average teachers' salaries, related benefits, and rankings over the time period from 1977-1978 through 1980-1981. The time at which a contract's initial ratification took place was considered the point of treatment. The most common time-series design was

Pre-Contract Era		First Contract	Contract Era	
1977-1978	1978-1979	Ratification	1979-1980	1980-1981

Research questions that provided direction for solving the problem included but were not limited to the following:

1. What was the average teacher's salary?
2. What was the average teacher's minimum state salary?
3. What was the average teacher's local supplement?
4. What was the average teacher's paid retirement?
5. What was the average teacher's paid social security?
6. What was the average teacher's paid insurance?
7. What was the average teacher's total basic cost?
8. What was the average teacher's salary ranking?

A sample population was selected from 143 county, city, and special school districts in Tennessee. Districts that had previously recognized organizations were not considered for the sample selection because of their initial exclusion from the EPNA, therefore, they were excluded from the study. The sample of school districts possessed characteristics of large, average, and small size (ADA) classifications, and high, average and low wealth (total value assessment per pupil) classifications. Average teachers' salaries, minimum state salaries, local supplements, retirement and social security, and total basic costs were compared between contract districts and non-contract districts of similar type, size, and wealth. Data for the comparisons were collected from the Tennessee State Department of Education's annual statistical

reports, the developed Salary Related Benefits Form, and direct communication with state department and local school district officials.

Average of annual costs and annual percentage changes were juxtaposed on tables. (See Tables 3-19). The annual costs and percentage changes were averaged to derive era costs and era percentage changes for the pre-contract and contract eras. Cost changes and percentage changes for each district were derived by subtracting the district's pre-contract era costs from the district's contract era costs and its pre-contract era percentage changes from its contract era percentage changes. The districts were compared by subtracting non-contract district's costs and percentage changes from contract district's costs and percentage changes. This provided cost differences and percentage differences that favored the contract or non-contract district. A table was presented that aggregated the number of contract and non-contract districts favored by the cost and percentage differences for each of the certified instructional cost variables that were examined. An examination of the number of districts that were favored resulted in principal findings.

Contract and non-contract district's paid insurance provisions, as reported by the local districts, because certified and non-certified employee benefits are not recorded separately, were compared in relation to districts' type, size, and wealth. A principal finding resulted.

Contract and non-contract districts were ranked by the amount of their average teachers' salaries in upper third, middle third, and lower third levels. The total number of contract districts for the

pre-contract era was subtracted from the total number of contract districts for the contract era at each level. Non-contract districts were examined the same way. This was done to compare any polarization patterns that had occurred after the pre-contract era. A principal finding resulted.

### PRINCIPAL FINDINGS

Several findings emerged as a result of comparing cost changes and percentage changes of contract and non-contract districts after the EPNA was implemented. They were:

1. Cost differences and percentage differences more often favored contract districts' average teachers' salaries, local supplements, retirement and social security, and total basic costs but not minimum state salaries.
2. Cost differences for average teachers' salaries tended to favor the average and small size contract district of high and average wealth.
3. Percentage differences for average teachers' salaries tended to favor the average and small size contract districts of average and low wealth.
4. Cost and percentage differences for minimum state salaries did not predominantly favor contract districts.
5. Cost differences for local supplements favored all high wealth contract districts.
6. Percentage differences for local supplements tended to favor large and small size contract districts of average and low wealth.
7. Cost differences for retirement and social security tended to favor average and small size contract districts of high and average wealth.



8. Percentage differences for retirement and social security tended to favor average and small size contract districts of average and low wealth.
9. Cost differences for total basic costs tended to favor average and small size contract districts of high and average wealth.
10. Percentage differences for total basic costs tended to favor average and small size contract districts of high, average, and low wealth.

From the comparison of reported contract and non-contract districts' insurance provisions it was found that

11. More large and small size contract districts of high and low wealth increased their insurance provisions after contract ratification than did similar non-contract districts.

From the comparison of contract and non-contract districts' salary rankings it was found that

12. Contract districts were diffusing toward upper and lower levels while non-contract districts were gravitating toward the middle level.

## CONCLUSIONS

The following conclusions were derived by comparing data that represented Tennessee K-12 instructional employees' salaries, related benefits, and salary rankings for the school years 1977-1978 through 1980-1981.

1. Negotiations favored the average teacher's salary in the 34 Tennessee school districts, before the 1981-1982 school year.
2. Negotiations did not favor the average teacher's minimum state salary in the 34 Tennessee school districts, before the 1981-1982 school year.

3. Negotiations favored the average teacher's local supplement in the 34 Tennessee school districts, before the 1981-1982 school year.
4. Negotiations favored the average teacher's retirement and social security in the 34 Tennessee school districts, before the 1981-1982 school year.
5. Negotiations favored the average teacher's total basic cost in the 34 Tennessee school districts, before the 1981-1982 school year.
6. Negotiations favored the average teacher's paid insurance provisions in the 34 Tennessee school districts, before the 1981-1982 school year.
7. Negotiations appeared to decentralize salary ranked Tennessee sample school districts, before the 1981-1982 school year.

#### IMPLICATIONS

The conclusions of this study have produced several implications.

They include:

1. The Education Professional Negotiations Act was not enacted and implemented to allow Tennessee K-12 certified instructional personnel and their boards of education to negotiate financial compensation for professional service other than the local supplement and paid insurance.
2. Negotiations have influenced basic costs other than the local supplement of Tennessee's K-12 certified instructional personnel.
3. The influence of negotiations on paid insurance costs for Tennessee's K-12 certified instructional personnel is not accessible.
4. The influence of negotiations on the costs of teachers' salary-related benefits is less accessible than the influence of negotiations on teachers' salaries.

5. Traditional terms that describe elements of financial compensation for Tennessee K-12 certified instructional personnel are not adequate for assessing the influence of negotiations.
6. Salary rankings of Tennessee K-12 certified instructional personnel can be used to help describe the influence of negotiations.

### RECOMMENDATIONS

Several recommendations were brought forward from the study's implications. They are:

1. A study of greater longevity to determine the influence of negotiations on all state and local expenditures to Tennessee teachers should be investigated and include the 1978-1984 school years. Districts that were exempted initially from provisions of the EPNA should be studied separately from the population examined in this study. The findings of this study suggest that negotiations have influenced basic certified instructional costs other than what was intended. The cost and percentage differences that resulted from comparing similar districts, however, was very slight in most of the individual comparisons. Further study would provide a more accurate picture if the analysis is over a longer period of time.
2. The influence of negotiations on fixed charges should be examined more closely.
3. The practice of local boards reporting certified and non-certified employees' paid insurance costs aggregately should be studied. Certified and non-certified employee insurance costs should be recorded separately. The influence of negotiations as well as other factors affecting insurance costs should be examined carefully.
4. The lack of uniformity of insurance provisions for certified instructional personnel from district to district across the state indicates that teachers who are receiving insurance benefits are receiving unequal coverage. The state would benefit from including teachers in a state-wide insurance program. A more consistent plan might allow teachers more

uniform coverage at lower costs to the districts and to the state.

5. State and local officials should consider some method of recording paid insurance provisions and other salary-related fringe benefits. An assessment of negotiations effects on state and local expenditures for fringe benefits should be studied.
6. Traditional terms used for reporting elements of financial compensation for Tennessee's certified instructional personnel in state annual statistical reports should be examined. The average teacher's local supplement is not reported. The average teacher's salary, as reported, does not include other state and local costs of salary-related benefits such as retirement, social security, and insurance.
7. Salary rankings have been of interest to education associations for years and the rankings can and should be used as an auxiliary method of studying the influence of negotiations on expenditures for K-12 instructional personnel. When comparisons are made of purposive sample populations of school districts, a comparison of the district's salary ranking polarization patterns can be described. However, this procedure should be used only as a method of clarifying findings within a larger study.

## CITED REFERENCES

- Annual Statistical Report of the Department of Education for the Scholastic Year Ending June 30, 1981. State of Tennessee, Nashville, 1981.
- Baird, Robert N. and John H. Landon. "The Effects of Collective Bargaining on Public School Teachers' Salaries: Comment." Industrial and Labor Relations Review, 25(3):410-423, April 1972.
- Balfour, G. A. "More Evidence That Unions Do Not Achieve Higher Salaries for Teachers." Journal of Collective Negotiations in Public Sector, 3(4):289-303, Fall 1974.
- Booth, Ronald R. Status of Collective Bargaining in Illinois Schools, 1973-1974: The Implications for Management. Research Report No. 302.2.9. Illinois Association of School Boards: Springfield, Illinois, May 1974.
- Campbell, Donald T. and Julian C. Stanley. Experimental and Quasi-Experimental Designs for Research. Rand McNally College Publishing Company, Chicago, Illinois, 1966.
- Chambers, Jay G. "The Impact of Collective Negotiations for Teachers on Resource Allocation in Public School Districts." An unpublished Ph.D. dissertation, Department of Economics, Stanford University: Stanford, California, 1975.
- Cole, Raymond E. "Some Salary Effects on Arkansas Teachers of Professional Negotiations Occurring in the Absence of Statutory Sanctions." Journal of Collective Negotiations, 6(1):63-72, 1977.
- Cresswell, Anthony M. and Fay Spargo. Impacts of Collective Bargaining Policy in Elementary and Secondary Education. Education Commission of the States: Denver, 1981.
- Douglas, Paul H. Real Wages in the United States, 1890-1926. Houghton Mifflin Co.: Boston and New York, 1930.
- Eberts, Randall W. and Lawrence C. Pierce. The Effects of Collective Bargaining in Public Schools. Center for Educational Policy and Management, College of Education, University of Oregon: Eugene, 1981.
- Frey, D. E. "Wage and Employment Effects of Collective Bargaining in Public Schools in New Jersey." An unpublished Ph.D. dissertation, Princeton University: Princeton, 1972.

Gallagher, Daniel G. "De Facto Bargaining and Teachers Salary Levels: the Illinois Experience." Journal of Collective Negotiations, 7(3):243-253, 1978.

\_\_\_\_\_. "Collective Bargaining and Categorical Expenditure Levels in Illinois Unit School Districts." Illinois School Research and Development, 15(2):41-48, Winter 1979.

Government Employee Relations Report. The Bureau of National Affairs, Washington, D.C., 1979.

Graham, Larry A. "Collective Bargaining and the Extent of Welfare Benefits Received by Teachers in Selected School Corporations in Indiana, 1970-1976." An Ed.D. dissertation, Indiana University: Bloomington, 1976.

Gustman, Alan L. and Martin Segal. The Impact of Teachers' Unions. Final Report. National Institute of Education (DHEW): Washington, D.C., September 1976.

Hall, W. Clayton and Norman E. Carroll. "The Effect of Teachers' Organizations on Salaries and Class Size." Industrial and Labor Relations Review, 26(2):834-841, January 1973.

Kasper, Hirschel. "The Effects of Collective Bargaining on Public School Teachers' Salaries." Industrial and Labor Relations Review, 24:57-72, October 1970.

Kirk, E. F. "A Theoretical and Empirical Study of the Impact of Collective Negotiations on Public School Teachers' Salaries in the Commonwealth of Massachusetts." An unpublished Ph.D. dissertation, Boston College: Boston, 1974.

Lieberman, Myron and Michael H. Moscow. Collective Negotiations for Teachers. Rand McNally & Co.: Chicago, 1966.

Lipsky, David B. and John E. Drotning. "The Influence of Collective Bargaining on Teachers' Salaries in New York State." Industrial and Labor Relations Review, 27(1):18-35, October 1973.

\_\_\_\_\_. "Economic Impact of Impasse Procedures in Teacher Negotiations: The Experience Under New York's Taylor Law, 1968-72." A paper presented at the Annual Meeting of the American Educational Research Association: Toronto, March 27-31, 1978.

Moore, Gary A. "Some Salary Effects of Professional Negotiations in the Public Schools: The Nebraska Experience." An unpublished Ph.D. dissertation, University of Nebraska: Lincoln, Nebraska, 1974.

\_\_\_\_\_. Some Salary Effects...Nebraska Experience, New Series No. 5. University of Nebraska Press: Lincoln, 1975.

- \_\_\_\_\_. "The Effect of Collective Bargaining on Internal Salary Structures in the Public Schools." Industrial and Labor Relations Review 29(3):352-362, April 1976.
- O'Dell, John Boy. "A Content Analysis of Tennessee Contracts Bargained the First Year After Initial Professional Negotiations Legislation." Ed.D. dissertation, University of Tennessee, 1980.
- Perry, C. R. and W. Wildman. The Impact of Negotiations in Public Education. Wadsworth Publishing Co.: Worthington, Ohio, 1970.
- Rehmus, C. M. and Evan Wilner. The Economic Results of Teacher Bargaining: Michigan's First Two Years. Institute of Labor and Industrial Relations, Michigan University and Wayne State University: Ann Arbor, 1968.
- Riddle, Richard A. and James J. Vater. "Analysis of Professional Fringe Benefits, 1978-79. "OMNI Report." Pennsylvania School Study Council, University Park, 1978.
- Ross, Doris and Patricia Flakus-Mosqueda. Cuebook II: State Education Collective Bargaining Laws; Report No. F80-5. Education Commission of the States, Denver, 1980.
- Rucker, Maurice. "The Influence of Collective Bargaining on Public Secondary School Teachers' Salaries in New Jersey." An Ed.D. dissertation, Columbia University Teachers College: New York, 1975.
- Schmenner, R.W. "The Determinants of Municipal Employee Wages." Review of Economics and Statistics, 55:83-90, February 1973.
- Smith, Allen W. Indiana Public Schools: Unionism and Collective Negotiations. Division of Research, Graduate School of Business, Indiana University: Bloomington, Indiana, 1971.
- \_\_\_\_\_. "Have Collective Negotiations Increased Teachers' Salaries?" Phi Delta Kappan, 54:268-270, December 1972.
- 1980 Tax Aggregate Report of Tennessee. Tennessee State Board of Equalization: Nashville, 1980.
- Tennessee Code Annotated: Volume 9, 1977 Replacement. The Bobbs-Merrill Company, Inc., Charlottesville, Virginia, 1977.
- Tennessee Education Association. Tennessee Teacher. Tennessee Education Association, Nashville, Tennessee, November-December, 1979.
- Thornton, Robert J. "The Effects of Collective Bargaining on Teachers' Salaries." Quarterly Review of Economics and Business, 2:37-46, Winter 1971.

Zuelke, Dennis C. and Lloyd E. Frohreich. "The Impact of Comprehensive Collective Negotiations on Teachers' Salaries: Some Evidence from Wisconsin." Journal of Collective Negotiations, 6(1): 81-88, Fall 1977.

\_\_\_\_\_. "Comprehensive Negotiations Structure May Not Pay Off for Teachers." Phi Delta Kappan, 57:417, February 1976.



## SELECTED REFERENCES

- Annual Statistical Report of the Department of Education for the Scholastic Year Ending June 30, 1981. State of Tennessee, Nashville, 1981.
- \_\_\_\_\_. June 30, 1980.
- \_\_\_\_\_. June 30, 1979.
- \_\_\_\_\_. June 30, 1978.
- \_\_\_\_\_. June 30, 1977.
- Baird, Robert N. and John H. Landon. "The Effects of Collective Bargaining on Public School Teachers' Salaries: Comment." Industrial and Labor Relations Review, 25(3):410-423, April 1972.
- Balfour, G. A. "More Evidence That Unions Do Not Achieve Higher Salaries for Teachers." Journal of Collective Negotiations in the Public Sector, 3(4):289-303, Fall 1974.
- Booth, Ronald R. Status of Collective Bargaining in Illinois Schools, 1973-74: The Implications for Management. Research Report No. 302.2.9. Illinois Association of School Boards: Springfield, Illinois, May 1974.
- Campbell, Donald T. and Julian C. Stanley. Experimental and Quasi-Experimental Designs for Research. Rand McNally College Publishing Company, Chicago, Illinois, 1966.
- Carlton, Patrick W. and Harold I. Goodwin. The Collective Dilemma: Negotiations in Education. Charles A. Jones Publishing Co., Worthington, Ohio, 1969.
- Chambers, Jay G. "The Impact of Collective Negotiations for Teachers on Resource Allocation in Public School Districts." An unpublished Ph.D. dissertation, Department of Economics, Stanford University: \_\_\_\_\_, 1975.
- Cole, Raymond E. "Some Salary Effects on Arkansas Teachers of Professional Negotiations Occurring in the Absence of Statutory Sanctions." Journal of Collective Negotiations, 6(1):63-72, 1977.
- Cost-of-Living Adjustments in Teacher Contracts: Pros and Cons. Educational Research Services, Inc., Arlington, VA, 1975.
- Cresswell, Anthony M. and Michael J. Murphey. Education and Collective Bargaining. McCutchen Publishing Co., Berkeley, California, 1976.

- Cresswell, Anthony M. and Fay Spargo. Impacts of Collective Bargaining Policy in Elementary and Secondary Education. Education Commission of the States: Denver, 1981.
- Douglas, Paul H. Real Wages in the United States, 1980-1926. Houghton Mifflin Co.: Boston and New York, 1930.
- Eberts, Randall W. and Lawrence C. Pierce. The Effects of Collective Bargaining in Public Schools. Center for Educational Policy and Management, College of Education, University of Oregon: Eugene, 1981.
- Fletcher, Richard K., Jr. and others. "Tennessee Educators' Viewpoints Regarding Professional Negotiations." A research study. Tennessee Technological University, College of Education: Cookeville, Tenn., August 1976.
- Flygare, Thomas J. Collective Bargaining in the Public Schools: Fast-back 99. Phi Delta Kappa Educational Foundation, Bloomington, 1977.
- Frey, D. E. "Wage and Employment Effects of Collective Bargaining in Public Schools in New Jersey." An unpublished Ph.D. dissertation, Princeton University: Princeton, 1972.
- Gallagher, Daniel G. "De Facto Bargaining and Teachers Salary Levels: The Illinois Experience." Journal of Collective Negotiations, 7(3):243-253, 1978.
- \_\_\_\_\_. "Collective Bargaining and Categorical Expenditure Levels in Illinois Unit School Districts." Illinois School Research and Development, 15(2):41-48, Winter 1979.
- Government Employee Relations Report. The Bureau of National Affairs, Washington, D.C., 1979.
- Graham, Larry A. "Collective Bargaining and the Extent of Welfare Benefits Received by Teachers in Selected School Corporations in Indiana, 1970-1976." An Ed.D. dissertation, Indiana University: Bloomington, 1976.
- \_\_\_\_\_. "Means to an End: Collective Bargaining and Teacher Benefits." Viewpoints, 52:7-19, 1976.
- Gustman, Alan L. and Martin Segal. The Impact of Teachers' Unions. Final Report. National Institute of Education (DHEW): Washington, D.C., September 1976.
- Hall, W. Clayton and Norman E. Carroll. "The Effect of Teachers' Organizations on Salaries and Class Size." Industrial and Labor Relations Review, 26(2):834-841, January 1973.

- Herring, J. Donald and Joseph A. Sarthory. Collective Bargaining Techniques in Education. MESA Publications, Austin, Texas, 1980.
- Hunter, Nelson Boyd. "The Effects of Negotiating Experience Upon Superintendents' Perceptions of the Traits and Behaviors of an Effective Chief Administrative Negotiator." An Ed.D. dissertation, George Peabody College for Teachers, Vanderbilt University: Nashville, December 1980.
- Kasper, Hirschel. "The Effects of Collective Bargaining on Public School Teachers' Salaries." Industrial and Labor Relations Review, 24:57-72, October 1970.
- Kerlinger, Fred N. Foundations of Behavioral Research. Holt, Rinehart and Winston, Inc.: New York, 1973. 2nd ed.
- Kirk, E.F. "A Theoretical and Empirical Study of the Impact of Collective Negotiations on Public School Teachers' Salaries in the Commonwealth of Massachusetts." An unpublished Ph.D. dissertation, Boston College: Boston, 1974.
- LeCoultre, Margie Humphrey. "Female and Male Teachers' Perceived Participation and Satisfaction in the Decision-Making Process of Selected East Tennessee School Systems and the Potential for Collective Action." An Ed.D. dissertation, College of Education, University of Tennessee: Knoxville, December 1979.
- Lieberman, Myron. Bargaining Before, During and After. Teach'em, Inc., Chicago, 1979.
- \_\_\_\_\_. Public Sector Bargaining; A Policy Reappraisal. D.C. Health and Co.: Lexington, Mass. and Toronto, 1980.
- Lieberman, Myron and Michael H. Moscow. Collective Negotiations for Teachers. Rand McNally & Co.: Chicago, 1966.
- Lipsky, David B. and John E. Drotning. "The Influence of Collective Bargaining on Teachers' Salaries in New York State." Industrial and Labor Relations Review, 27(1):18-35, October 1973.
- \_\_\_\_\_. "Economic Impact of Impasse Procedures in Teacher Negotiations: The Experience Under New York's Taylor Law, 1968-72." A paper presented at the Annual Meeting of the American Educational Research Association: Toronto, March 27-31, 1978.
- Measuring Trends in Salaries and Wages in Public Schools: ERS Composite Indicator of Changes. Educational Research Service, Inc., Arlington, VA, 1979.

- Mitchell, Daniel J. B. Unions, Wages, and Inflation. The Brookings Institution, Washington, D.C., 1980.
- Moore, Gary A. "Some Salary Effects of Professional Negotiations in the Public Schools: The Nebraska Experience." An unpublished Ph.D. dissertation, University of Nebraska: Lincoln, Nebraska, 1974.
- \_\_\_\_\_. Some Salary Effects...Nebraska Experience, New Series No. 5. University of Nebraska Press: Lincoln, 1975.
- \_\_\_\_\_. "The Effect of Collective Bargaining on Internal Salary Structures in the Public Schools." Industrial and Labor Relations Review, April 1976.
- Morrell, William J., Jr. "Identifying Criteria for the Conduct of Professional Negotiations and Analyzing Opinions of Tennessee Public School Superintendents." An Ed.D. dissertation, College of Education, East Tennessee State University, Johnson City, June 1979.
- O'Dell, John Boy. "A Content Analysis of Tennessee Contracts Bargained the First Year After Initial Professional Negotiations Legislation." An Ed.D dissertation, College of Education, University of Tennessee: Knoxville, December 1980.
- O'Reilly, Robert C. Understanding Collective Bargaining in Education. The Scarecrow Press, Metuchen, N.J., 1978.
- Ornstein, Allan C. "Teacher Salaries: Past, Present, Future." Phi Delta Kappan, 61(10):677-679, June 1980.
- Perry, Charles R. and Wesley A. Wildman. The Impact of Negotiations in Public Education: The Evidence from the Schools. Wadsworth Publishing Co.: Worthington, Ohio, 1970.
- Peterson, Paul E. School Politics Chicago Style. The University of Chicago Press, Chicago, 1976.
- Powers, R. Wade. "The Effects of Participation in a Collective Bargaining Simulation on Labor-Management Attitudes of Participants." An Ed.D. dissertation, George Peabody College for Teachers, Vanderbilt University: Nashville, May 1980.
- Public Employee Bargaining. Commerce Clearing House, Inc., Chicago, 1979.
- Rees, Albert. The Economics of Work and Pay. Harper & Row, New York, Hagerstown, San Francisco, London, 1979. 2nd. ed.
- \_\_\_\_\_. Real Wages in Manufacturing, 1980-1914. Princeton University Press, Princeton, 1961.

- Rehmus, C. M. and Evan Wilner. The Economic Results of Teacher Bargaining: Michigan's First Two Years. Institute of Labor and Industrial Relations, Michigan University and Wayne State University: Ann Arbor, 1968.
- Riddle, Richard A. and James J. Vater. "Analysis of Professional Fringe Benefits, 1978-1979. OMNI Report." Pennsylvania School Study Council, University Park, 1978.
- Ross, Doris and Patricia Flakus-Mosqueda. Cuebook II: State Education Collective Bargaining Laws; Report No. F80-5. Education Commission of the States, Denver, 1980.
- Rucker, Maurice. "The Influence of Collective Bargaining on Public Secondary School Teachers' Salaries in New Jersey." An Ed.D. dissertation, Columbia University Teachers College: New York, 1975.
- Schmenner, R. W. "The Determinants of Municipal Employee Wages." Review of Economics and Statistics, February 1973.
- Schmid, Calvin F. and Stanton E. Schmid. Handbook of Graphic Presentation. Ronald Press Publication of John Wiley & Sons: New York: Chichester, Brisbane, Toronto, 1979. 2nd ed.
- Smith, Allen W. Indiana Public Schools: Unionism and Collective Negotiations. Division of Research, Graduate School of Business, Indiana University: Bloomington, Indiana, 1971.
- \_\_\_\_\_. "Have Collective Negotiations Increased Teachers' Salaries?" Phi Delta Kappan, 54:268-270, December 1972.
- Staff, Jack Lee. "A Study of Opinions of Professional Personnel in Selected East Tennessee School Districts Regarding Professional Negotiations." An Ed.D dissertation, College of Education, University of Tennessee: Knoxville, December 1979.
- 1980 Tax Aggregate Report of Tennessee. Tennessee State Board of Equalization: Nashville, 1980.
- Teachers Unions and Collective Bargaining in Public Education. McCutchen Publishing Co., Berkeley, California, 1980.
- Tennessee Code Annotated: Volume 9, 1977 Replacement. The BobbsMerrill Co., Inc., Charlottesville, Virginia, 1977.
- Tennessee Education Association. Tennessee Teacher. Tennessee Education Association, Nashville, Tennessee, November-December, 1979.

Tennessee School Boards Association. Collective Bargaining Handbook.  
University of Tennessee Center for Government Training,  
Nashville, 1978.

"The Effects of Collective Bargaining on Teacher Salaries. Issue  
Analysis. September 1978." Public Service Research Council:  
Vienna, Virginia, September 1978.

Thornton, Robert J. "The Effects of Collective Bargaining on Teachers'  
Salaries." Quarterly Review of Economics and Business,  
11:37-46, Winter 1971.

What's New In...Collective Bargaining Negotiations and Contracts. The  
Bureau of National Affairs, Washington, D.C., 1980.

Wilson, Chandler, Jr. "Participation and Satisfaction of School  
Personnel in Decisions Made in Large, Medium, and Small and in  
Negotiating and Non-Negotiating School Districts in Eastern  
Tennessee." An Ed.D dissertation, College of Education,  
University of Tennessee: Knoxville, December 1979.

Wynn, Richard. "The Relationship of Collective Bargaining and Teacher  
Salaries, 1960 to 1980." Phi Delta Kappan, 63(4):237-242,  
December 1981.

Zuelke, Dennis C. and Lloyd E. Frohreich. "The Impact of Comprehensive  
Collective Negotiations on Teachers' Salaries: Some Evidence  
from Wisconsin." Journal of Collective Negotiations, 6(1):  
81-88, 1977.

\_\_\_\_\_. "Comprehensive Negotiations Structure May Not Pay Off for  
Teachers." Phi Delta Kappan, 57:417, February 1976.

## APPENDICES

APPENDIX A

Education Professional Negotiations Act



## CHAPTER 55

## NEGOTIATIONS—COLLECTIVE BARGAINING

SECTION.	SECTION.
49-5501. Short title — Statement of purpose.	49-5512. Implementation of memorandum of agreement.
49-5502. Definitions.	49-5513. Impasse in negotiations over terms and conditions of professional service and other matters of mutual concern.
49-5503. Recognition of professional employee organizations.	49-5514. Disputes over interpretation, application or violation of existing agreements.
49-5504. Rights accompanying formal recognition.	49-5515. Decertification of professional employees' organization.
49-5505. Management personnel.	49-5516. Application to previously recognized organizations.
49-5506. Professional employee rights.	
49-5507. Existing rights preserved.	
49-5508. Unlawful acts.	
49-5509. Strikes — Remedy — Penalty.	
49-5510. Scope of negotiations.	
49-5511. Scope of memorandum of agreement.	

**49-5501. Short title — Statement of purpose.** — (a) This act may be cited as the Education Professional Negotiations Act.

(b) It is the purpose of this chapter to prescribe the legitimate rights and obligations of boards of education and their professional employees and to establish procedures governing relationships between them which are designed to meet the special requirements and needs of public education.

Boards of education and their professional employees have an obligation to the public to exert their full and continuing efforts to achieve the highest possible education standards in the institutions which they serve. This requires establishment and maintenance of an educational climate and working environment which will attract and retain a highly qualified professional staff and stimulate optimum performance by such staff.

Experience has shown that boards of education and their professional employees can best reach these objectives if each utilizes the ability, experience, and judgment of the other in formulating policies and making decisions that involve terms and conditions of professional service and other matters of mutual concern. It is the purpose and policy of this chapter, in order to protect the rights of individual employees in their relations with boards of education, and to protect the rights of the boards of education and the public in connection with employer-employee disputes affecting education, to recognize the rights of professional employees of boards of education to form, join, and assist professional employee organizations to meet, confer, consult, and negotiate with boards of education over matters relating to terms and conditions of professional service and other matters of mutual concern through representatives of their own choosing, to engage in other activities for the purpose of establishing, maintaining, protecting and improving educational standards, and to establish procedures which will facilitate and encourage amicable settlements of disputes. [Acts 1978 (Adj. S.), ch. 570, §§ 1, 2.]

**49-5502. Definitions.** — When used in this chapter:

(a) The term "board of education" or "local board of education" means the local school district board of education as defined in § 49-102.

(b) The phrase "professional employees" includes any person employed by any local board of education in a position which requires a certificate issued by the state department of education for service in public elementary and secondary schools of Tennessee supported, in whole or in part, by local, state or federal funds.

(c) The phrase "person" includes one or more individuals, organizations, associations, or their representatives.

(d) The term "professional employees' organization" means any organization with membership open to professional employees as defined in subdivision (b), in which such employees participate and which exists for the purpose, in whole or in part, of dealing with boards of education concerning, but not limited to, grievances, wages, hours of employment or conditions of work. Such organization may establish reasonable rules and regulations for conducting business, including provisions for the dismissal of individuals from membership.

(e) The term "negotiations" is that process whereby the chief executive of a board of education or such representatives as it may designate, and representatives of a recognized professional employees' organization meet at reasonable times and confer, consult, discuss, exchange information, opinions and proposals, in a good faith endeavor to reach agreement on matters within the scope of discussions, and incorporate such agreements into a written agreement.

(f) The term "negotiator" means the person or persons selected by the board of education and the professional employees' organization to do the negotiating. The board may select the superintendent, any member of the board, or fulltime system-wide employees as prescribed in § 49-5505. The professional employees' organization may select from among those who are members of the organization.

(g) The term "memorandum of agreement" means a written memorandum of understanding arrived at by the representatives of the board of education and a recognized professional employees' organization, which shall be presented to the board of education and to the membership of such organization for ratification or rejection.

(h) The term "mediation" is that process by which an impartial third party assists in reconciling a dispute regarding compensation, benefits, duties and other terms and conditions of employment and service between representatives of the board of education and the recognized professional employees' organization through interpretation, suggestion and advice.

(i) The term "fact-finding" means investigation of an existing dispute by an individual, panel, or board with the fact-finder submitting a report to the parties describing the issues involved. The report may contain recommendations for settlement and may be made public after the parties to the dispute have had an opportunity to study it.

(j) The term "arbitration" refers to the process of determination of disputed matters by submission to private unofficial persons selected for a purpose, and in a manner consistent with this chapter. Arbitration under this chapter is not governed by the provisions of § 23-501, et seq.

(k) The term "negotiating unit" means those professional employees in the respective school districts as defined in subdivision (b) exclusive of those persons specifically named as management personnel.

(l) The term "management personnel" means those professional employees certified by the board of education to represent it in the negotiating process.

(m) The term "strike" means the failure with others to report for duty, the willful absence from one's position, the stoppage of work, or the abstinence in whole or in part from the full, faithful, and proper performance of the duties of employment, and without the lawful approval of one's superior; or in any manner interfering with the operation of the public school system, for the purpose of inducing or coercing the recognition of any employee organization or a change in the conditions or compensation or the rights, privileges, or obligations of employment.

(n) The term "representative" includes any person, or group of persons, organization, or association who is designated and authorized by the respective negotiating unit or local board of education to negotiate and act for it under the provisions of this chapter. [Acts 1978 (Adj. S.), ch. 570, § 3.]

**Collateral References.** Who are supervisors in state public employment labor relations. 96 for purposes of bargaining-unit determinations A.L.R.3d 723.

**49-5503. Recognition of professional employee organizations.** — (a) Upon the submission by one or more professional employees' organizations to the appropriate local board of education between October 1 and November 1 of any year, a request for recognition together with signed petition cards which constitute thirty percent (30%) or more of the professional employees, said board of education and the requesting employees' organization shall appoint persons to serve on a special election committee for the purpose of conducting an election as provided in subsection (b) of this section.

(b) In the event one or more professional employees' organizations submit a request for recognition as provided in subsection (a), a special secret ballot election will be conducted among the eligible professional employees to determine which requesting organization, if any, shall represent such employees. A special election committee shall be formulated to set the date, establish the time and places, establish the procedure and supervise the election process, supervise the counting of ballots and file the results with the board of education and the requesting professional employees' organizations. The election committee shall be composed of one (1) person selected by each professional employees' organization which has filed with the board of education a request for recognition as provided in subsection (a) plus an equal number of persons selected by the board of education. The requesting professional employees' organizations and the board of education shall select the persons to serve on this election committee and shall notify the other parties of such selection no later than November 15. These persons so selected shall select an additional person to serve as chairman. In the event any party has not named such election committee persons or a majority agreement

cannot be reached upon the person to serve as chairman by November 20, upon request of any of the selected persons to serve on this committee the state commissioner of education shall within five (5) calendar days name those persons which otherwise should have been named. The election committee may upon majority approval appoint other persons to assist in conducting the election. Motions before the election committee shall require a majority vote of the membership of the full committee. The election committee persons or persons appointed to assist in conducting elections pursuant to this section shall not be compensated for this service. Voting places and times selected by the election committee shall be convenient and accessible for all eligible professional employees. A majority vote of those voting shall be required to secure representation by a professional employees' organization. Such secret ballot shall provide for a person to vote for no representation by any professional employee organization. If a majority vote is not secured, a second election shall be held between those organizations or non-organizations receiving the first and second largest number of votes. The secret ballot election shall be held and the results transmitted to the board and the respective professional employee organizations prior to January 1 next. Those persons or organizations initiating the election shall be assessed the costs necessitated in conducting the election by the election committee chairman. The professional employees' organization receiving a majority vote shall be designated as exclusive representative effective January 1 next for a period of twenty-four (24) months.

(c) The initial recognition will be for twenty-four (24) months and will be automatically extended for additional twenty-four (24) month periods unless between October 1 and October 15 of the second twelve (12) months of any recognition period:

(1) The board of education challenges and substantiates that the recognized organization does not, in fact, possess a majority of the professional employees as paid members.

(2) Another professional employees' organization files application for recognition with the board of education together with signed petition cards which constitute a majority of the professional employees. In such event, an election between the competing organizations will be held according to the provisions of subsection (b) of this section.

(d) When a professional employees' organization has met the requirements of recognition in this section as the exclusively recognized organization, the board of education and such organization shall, in good faith, enter into negotiations, and if agreement is reached, enter into a memorandum of agreement based upon such negotiations and comply with such agreement according to the provisions of this chapter. [Acts 1978 (Adj. S.), ch. 570, § 4.]

**49-5504. Rights accompanying formal recognition.** — A professional employees' organization recognized pursuant to this chapter shall be the exclusive representative of all the professional employees employed by that board of education for the purpose of negotiating. A challenge to recognition

may be made only by the board of education or another professional employees' organization as provided in § 49-5503. [Acts 1978 (Adj. S.), ch. 570, § 5.]

**49-5505. Management personnel.** — (a) During the first month following the initial recognition of a professional employees' organization and thereafter during the first two (2) months of each fiscal year the board of education may designate and certify specific individuals as management personnel. Such individuals shall be allowed to retain membership in the recognized professional employees' organization, but shall not be considered to be a part of the negotiating unit. Upon request, the designated management personnel shall represent the board of education in all negotiation activities. Management personnel shall not be eligible to represent the recognized professional employees' organization, to vote on whether to accept or reject items to be negotiated, or items that have been negotiated, or to derive benefits from the negotiation efforts except those benefits which go to all professional employees of the school system. Management personnel must be designated by majority vote of the board of education from those employees who devote a majority of their time to the system-wide area or areas of professional personnel management, fiscal affairs, or general management.

(b) All management personnel must be certified to the recognized organization within the first two (2) months of the school system's fiscal year. Those certified as management personnel shall be so classified through the current fiscal year only, but are subject to being recertified by the board of education for subsequent years. In the event a certified management person terminates employment or is transferred to a position which disqualifies him, the board of education shall have thirty (30) days following the filling of the vacated position to name and certify a replacement. Boards of education may name and certify management personnel not to exceed the schedule below according to the average daily attendance of schools for the previous school year as used by the state department of education in allocating state funds.

School Systems with ADA	Allowable Number of Management Personnel
less than 1,000	2
1,001 - 2,000	3
2,001 - 5,000	4
5,001 - 10,000	5
10,001 - 50,000	6
50,001 - 100,000	7
100,001 and over	8

[Acts 1978 (Adj. S.), ch. 570, § 6.]

**49-5506. Professional employee rights.** — Professional employees shall have the right to self-organization, to form, join, or be assisted by organizations, to negotiate through representatives of their own choosing, and to engage in other concerted activities for the purpose of professional negotiations or other mutual aid or protection; provided, professional employees shall also have the right to refrain from any or all such activities. [Acts 1978 (Adj. S.), ch. 570, § 7.]

**49-5507. Existing rights preserved.** — Those rights and responsibilities of boards of education, superintendents, and professional employees as contained in this title are not statutorily modified or repealed by this chapter. [Acts 1978 (Adj. S.), ch. 570, § 8.]

**49-5508. Unlawful acts.** — (a) It shall be unlawful for a board of education or its designated representative:

(1) To impose or threaten to impose reprisals on professional employees, or to discriminate against professional employees by reason of their exercise of rights guaranteed by this chapter;

(2) To interfere with, restrain, or coerce employees in the exercise of the rights guaranteed in § 49-5506;

(3) To refuse or fail to negotiate in good faith or to execute a written memorandum incorporating any agreements reached with representatives of a recognized professional employees' organization as provided in this chapter;

(4) To refuse to permit a professional employees' organization to have access at reasonable times to areas in which professional employees work, to use institutional bulletin boards, mail boxes, or other communication media, or to use institutional facilities at reasonable times for the purpose of meeting concerned with the exercise of the rights guaranteed by this chapter: provided, that if a representative has been selected or designated pursuant to the provisions of this chapter, a board of education may deny such access and/or usage to any professional employees' organization other than the representative until such time as a lawful challenge to the majority status of the representative is sustained pursuant to this chapter;

(5) To encourage or discourage membership in any organization by discrimination in hiring, granting of tenure, or other terms or conditions of employment: provided, the board of education or its designated representative may express any views, arguments, or opinion on the subject of employer-employee relations, provided such expression contains no threat of reprimand, discharge, or promise of benefits;

(6) To discharge or discriminate against an employee because he has filed an affidavit, petition, or complaint or given any information or testimony under this chapter;

(7) To dominate, interfere, or assist in the administration of any professional employee organization;

(8) To refuse to good faith mediate, arbitrate and/or participate in fact-finding efforts pursuant to this chapter.

(b) It shall be unlawful for a recognized professional employees' organization or its representatives:

(1) To cause or attempt to cause a board of education to engage in conduct violative of the provisions of this chapter: provided, this paragraph shall not be construed to impair the right of a professional employees' organization to prescribe its own rules with respect to operation involving the acquisition or retention of membership;

(2) To refuse or fail to negotiate in good faith with a board of education, or to execute a written contract incorporating any agreements reached;

(3) To interfere with, restrain, or coerce professional employees or a board of education in the exercise of rights granted in this chapter;

(4) To refuse to good faith mediate, arbitrate and/or participate in fact-finding efforts pursuant to this chapter;

(5) To engage in a strike;

(6) To urge, coerce, or encourage others to engage in unlawful acts as defined in this chapter;

(7) To enter onto the school grounds for the purpose of contacting professional employees in such a manner and at such times as will interfere with the normal operations of the school, except that agreement may be reached in any memorandum of agreement for grievance investigations and process by the recognized professional employees' organization.

(c) A complaint of an unlawful act as defined in this chapter must be filed in a court of record in writing within ninety (90) calendar days of the violation or such complaint is barred. [Acts 1978 (Adj. S.), ch. 570, § 9.]

**49-5509. Strikes — Remedy — Penalty.** — If a strike occurs, the board of education may apply to the chancery court in the county to enjoin such strike. The application shall set forth the facts constituting the strike. If the court finds, after a hearing, that a strike has occurred, the court may enjoin the employees from participating in such strike.

When local boards of education shall have determined which employee engaged in or participated in a strike, such employees may be subject to dismissal or forfeit his or her claim to tenure status if they presently have attained tenure, and the same may revert to probationary teacher status for the next three (3) year period. Any employee that engaged in or participated in a strike who is not a tenured teacher may also be subject to dismissal.

No penalty, forfeiture of rights or privileges, or other sanction or fine imposed on a professional employees' organization, its officers, or its members as the result of a strike shall be negotiable by such organization and a board at any time. [Acts 1978 (Adj. S.), ch. 570, § 10.]

**49-5510. Scope of negotiations.** — The board of education and the recognized professional employees' organization shall negotiate in good faith the following conditions of employment:

(a) Salaries or wages;

(b) Grievance procedures;

(c) Insurance;

(d) Fringe benefits, but not to include pensions or retirement programs of the Tennessee consolidated retirement system;

(e) Working conditions;

(f) Leave;

(g) Student discipline procedures;

## (h) Payroll deductions.

Nothing shall prohibit the parties from agreeing to discuss other terms and conditions of employment in service, but it shall not be bad faith as set forth in this chapter to refuse to negotiate on any other terms and conditions. Either party may file a complaint in a court of record of any demands to meet on other terms and conditions and have an order of the court requiring the other party to continue to meet in good faith on the required items of this section only. Any negotiations under the provisions of this chapter shall be meetings within the provisions of chapter 44 of title 8. [Acts 1978 (Adj. S.), ch. 570, § 11.]

**Collateral References.** Bargainable or negotiable issues in state public employment labor relations. 84 A.L.R.3d 242.

**49-5511. Scope of memorandum of agreement.** — The scope of a memorandum of agreement shall extend to all matters negotiated between the board of education and the professional employees' organization: provided, the scope of such agreement shall not include proposals contrary to:

- (i) Federal or state law or applicable municipal charter;
- (ii) Professional employee rights defined in this chapter; and
- (iii) Board of education rights contained in this title. [Acts 1978 (Adj. S.), ch. 570, § 12.]

**49-5512. Implementation of memorandum of agreement.** — When agreement is reached by the representatives of the board of education and the recognized professional employees' organization, they shall jointly prepare a memorandum of understanding, and, within fourteen (14) calendar days present it to their appropriate governing authorities for ratification, or rejection. These governing authorities, as soon as practical, shall consider the memorandum and take appropriate action. If either governing authority rejects or modifies any part of a proposed memorandum the matter shall be returned to the parties for further negotiation. The board of education may enter into such memorandum for a period not in excess of three (3) years. Any items negotiated by a board of education and a professional employees' organization which require funding shall not be considered binding until such time as the body empowered to appropriate the funds has approved such appropriation. In the event the amount of funds appropriated is less than the amount negotiated, the board or its representatives and the professional employees' organization or its representatives shall renegotiate an agreement within the amount of funds appropriated. [Acts 1978 (Adj. S.), ch. 570, § 13.]

**49-5513. Impasse in negotiations over terms and conditions of professional service and other matters of mutual concern.** — (a) Following reasonable efforts to reach agreement, either the board of education or the recognized professional employees' organization may, upon written notification to the other, request the services of the Federal Mediation and Conciliation Service. If such service is not available at a time agreeable to the



requesting party, a mediator shall be selected by a three (3) member panel consisting of one (1) person selected by the board of education, one (1) selected by the recognized professional employees' organization, and a third person to serve as chairman selected by these two (2) persons. The mediator shall meet with the parties or their representatives, or both, forthwith, either jointly or separately, and shall take such other steps as he may deem appropriate in order to persuade the parties to resolve their differences and effect a mutually acceptable agreement. The mediator shall not, without the consent of both parties, make findings of fact or recommend terms of settlement. The costs of the services of the mediator appointed by the panel shall be borne by the party requesting the mediator.

(b) If the mediator is unable to bring the parties to agreement, either party may, by written notification to the other, request that their differences be submitted to fact-finding/advisory arbitration. Either party may request the American Arbitration Association to designate an arbitrator. The arbitrator so designated shall not, without the consent of both parties, be the same person who was appointed mediator pursuant to subsection (a) of this section.

(c) The arbitrator shall meet with the parties or their representatives, or both, either jointly or separately, make inquiries and investigations, hold hearings, and shall take such other steps as he deems appropriate. For the purpose of such hearings, investigations and inquiries, the arbitrator shall have the power to issue subpoenas requiring the attendance and testimony of witnesses and/or the production of evidence. The several departments, commissions, divisions, authorities, boards, bureaus, agencies, and officers of the state or any political subdivisions or agency thereof, including the board of education, shall furnish the arbitrator, upon his request, all records, papers and information in their possession relating to any matter under investigation by or in issue before the arbitrator. If the dispute is not settled prior thereto, the arbitrator shall make findings of fact and recommend terms of settlement, which recommendations shall be advisory only, and shall be made within thirty (30) calendar days after his appointment. Any findings of fact and/or recommended terms of settlement shall be submitted in writing to the parties. The arbitrator may, in his discretion, make such findings and recommendations public, and either the board of education or the professional employees' representative may make such findings and recommendations public if no agreement is reached within ten (10) calendar days after their receipt from the arbitrator. Upon completion of the processes of mediation, fact-finding, and advisory arbitration, this chapter stipulates no additional recourses or actions. The costs for the services of the arbitrator shall be borne by the party requesting the arbitrator. [Acts 1978 (Adj. S.), ch. 570, § 14.]

**49-5514. Disputes over interpretation, application or violation of existing agreements.** — A board of education and a recognized professional employees' organization who enter into an agreement covering terms and conditions of professional service and/or other matters of mutual concern may include in such agreement procedures for final and binding arbitration of such disputes as may arise involving the interpretation, application or violation of such agreement. [Acts 1978 (Adj. S.), ch. 570, § 15.]

**49-5515. Decertification of professional employees' organization. —** When the board of education and the recognized professional employees' organization are presented with petitions bearing the signatures of a majority of the professional employees in the negotiating unit indicating they no longer desire to be represented by the recognized organization, an election committee shall be established according to the provisions of § 49-5503, and said elections committee shall conduct a decertification election by secret ballot in which all professional employees in the negotiating unit will have the choice of voting either for the continuation of recognition or for decertification of the recognized professional employees' organization. If a majority in the negotiating unit vote for decertification, the committee will thereupon notify the board of education and the recognized professional employees' organization that the organization is no longer the recognized representative. Those persons requesting a decertification election shall be assessed by the election committee chairman an amount adequate to pay for conducting the election. The terms and conditions of any existing memorandum of agreement shall continue in existence for the terms of said memorandum, except that any reference to the recognized professional employees' organization shall mean the individual employee. The board of education shall not be required to negotiate with any subsequently recognized professional employees' organization for the remaining period of the existing memorandum of agreement, but shall negotiate at the appropriate time as set forth herein with a subsequently recognized professional employees' organization for a future period. [Acts 1978 (Adj. S.), ch. 570, § 16.]

**49-5516. Application to previously recognized organizations. —** This chapter shall not operate so as to annul, modify, or preclude the renewal or continuation of any recognition heretofore entered into between a board of education and a professional employees' organization. Upon the termination of an existing agreement, subsequent professional employee organization recognition shall be governed under the provisions of this chapter; provided, however, the time schedule established in § 49-5503 shall not be applicable and recognition with all accompanying rights shall become available immediately upon the completion of the other required recognition procedures. [Acts 1978 (Adj. S.), ch. 570, § 17.]

APPENDIX B

Letters of Support for the Study



Tennessee Education Association  
598 James Robertson Parkway  
Nashville, Tennessee 37219

September 22, 1981

Mr. Ed Grumbach  
AES, Room 242  
University City Office Building  
Virginia Tech  
Blacksburg, Virginia 24061

Dear Mr. Grumbach:

I am writing this letter to endorse the efforts of your study that is being done in relation to the school systems and collective bargaining in Tennessee.

Ed, there is plenty of room for a lot of research and work to be done in a number of aspects surrounding this important area. I feel that what you are doing can have some future benefit to all of us. I know that you will not only personally profit from your knowledge gained through this process but others will as well.

I am pleased to be of help to you and to endorse your efforts.

Sincerely yours,

Cavit C. Cheshier  
Executive Secretary-Treasurer

CCC:nj



**TENNESSEE  
STATE DEPARTMENT OF EDUCATION  
OFFICE OF COMMISSIONER  
NASHVILLE 37219**

December 15, 1981

Mr. H. E. Grumbach, Jr.  
University City Office Building, Room 242  
Virginia Polytechnic Institute and  
State University  
Blacksburg, Virginia 24061

Dear Mr. Grumbach:

Professional negotiations, between elementary and secondary school instructional personnel and their local boards of education, is a subject that has been discussed by many Tennesseans. Our state government and education officials will be interested in your doctoral dissertation that documents the changes in Tennessee K-12 instructional employees' salaries and related benefits, during a time that preceded and followed the Educational Professional Negotiations Act of 1978.

Your comparison of instructional expenses, between negotiating and non-negotiating school districts of similar size and wealth, should provide a picture of how certain basic costs have changed. Perhaps this focus on the patterns of change in costs will allow Tennesseans to make more knowledgeable decisions in the future.

I am happy to see and support any research that could lead to our financial policy makers making better decisions.

Sincerely,

Joel Shore  
Assistant Commissioner

JS/sp



## TENNESSEE SCHOOL BOARDS ASSOCIATION

---

323 McLemore Street, Suite A  
Nashville, Tennessee 37203

January 5, 1982

Mr. H.E. Grumbach, Jr.  
University City Office Building Room 242  
Virginia Polytechnic Institute  
Blacksburg, Virginia 24061

Dear Ed,

I am delighted that you are undertaking a doctoral desertation to document the changes in Tennessee K-12 instructional employees' salaries and related benefits, during a time that preceded and followed the Education Professional Negotiations Act of 1978. School boards in Tennessee will have great interest in the results of your study.

We need to know what kind of effect the passage of the EPNA has had on school finance in Tennessee. We are hoping that your study will provide information which will be useful to boards of education and the state legislature in their decision-making responsibilities.

We are pleased that you are undertaking this research project and we pledge our full cooperation.

Sincerely,

Daniel J. Tollett  
Executive Director

DJT/sem

APPENDIX C

Maps of Tennessee School Districts

### Map 1

Tennessee County School Districts With Negotiated Contracts as of June 30, 1981



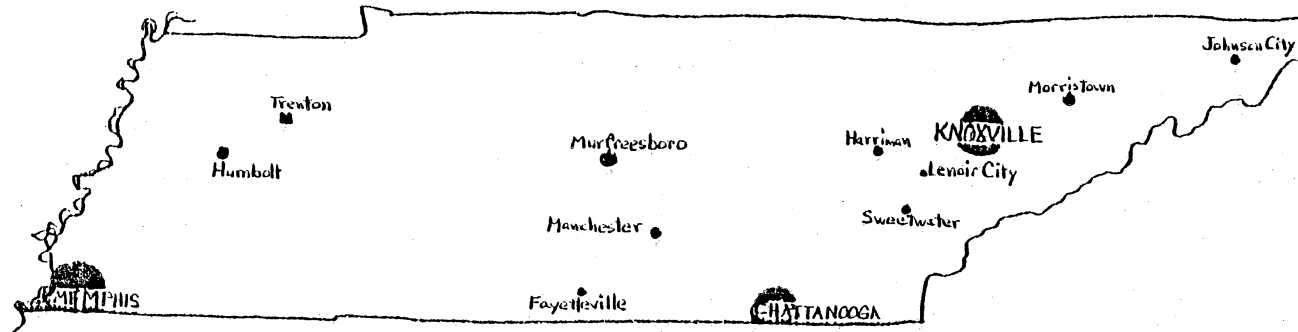
Districts With Contracts

☐ Districts Without Contracts



Map 2

Tennessee City And Special School Districts With Negotiated Contracts  
as of June 30, 1981



- City School Districts With Contracts
- Special School Districts With Contracts

APPENDIX D  
Sample Population Selection

RANKING OF TENNESSEE'S LARGE SIZE PUBLIC SCHOOL DISTRICTS

<u>Contract Districts</u>	<u>ADA</u>	<u>Non-Contract Districts</u>	<u>ADA</u>
Knox County	26,884	Shelby County	24,545
Knoxville	25,226	Sullivan County	17,843
Chattanooga	24,463	Maury County	8,917
Hamilton County	19,601	Bradley County	8,870
Sumner County	17,289	Madison County	7,033
Clarksville/ Montgomery County	13,369	Jackson	6,303
Rutherford County	12,938	Dickson County	6,010
Blount County	10,194	Franklin County	5,897
Washington County	9,922	Tipton County	5,504
Williamson County	8,597	Kingsport	5,232
Wilson County	8,237	Hardeman County	4,975
Putnam County	7,826	Oak Ridge	4,795
Hawkins County	7,661	Lauderdale County	4,693
Campbell County	7,650	Giles County	4,433
Sevier County	7,530	Total ADA =	115,050
Anderson County	7,459	Average Size =	8,218
Greene County	7,434		
Robertson County	6,712		
Lawrence County	6,427		
Roane County	6,368		
Warren County	5,971		
Jefferson County	5,863		
McMinn County	5,820		
Cumberland County	5,701		
Johnson City	5,632		
Claiborne County	5,521		
Morristown	5,399		
Bedford County	5,271		
Weakley County	5,184		
Fayette County	4,830		
Marion County	4,821		
Cocke County	4,802		
Monroe County	4,523		
Total ADA =	311,125		
Average Size =	9,428		

RANKING OF TENNESSEE'S AVERAGE SIZE PUBLIC SCHOOL DISTRICTS

<u>Contract Districts</u>	<u>ADA</u>	<u>Non-Contract Districts</u>	<u>ADA</u>
Cheatham County	4,353	Hardin County	4,313
Hamblen County	4,312	Haywood County	4,294
Obion County	4,279	Cleveland	4,262
McNairy County	4,110	Lincoln County	4,096
Rhea County	3,973	Bristol	3,778
White County	3,669	Loudon County	3,690
Morgan County	3,350	Marshall County	3,468
Grainger County	3,182	Dyer County	3,406
Macon County	2,905	Henry County	3,348
Polk County	2,831	Overton County	3,338
Murfreesboro	2,796	Humphreys County	3,276
Grundy County	2,694	Dyersburg	3,252
Scott County	2,674	Henderson County	3,175
Benton County	2,656	Coffee County	3,150
Humbolt	2,605	Tullahoma	3,105
Johnson County	2,496	Greeneville	2,876
Chester County	2,148	Wayne County	2,834
Harriman	2,135	Maryville	2,825
Total ADA =	57,168	Hickman County	2,721
Average Size =	3,176	Smith County	2,628
		Elizabethton	2,578
		Fentress County	2,575
		DeKalb County	2,446
		Gibson County	2,283
		Lebanon Special	2,274
		Franklin Special	2,260
		Union County	2,229
		Union City	2,161
		Milan	2,114
		Decatur County	1,829
		Total ADA =	90,584
		Average Size =	3,019

RANKING OF TENNESSEE'S SMALL SIZE PUBLIC SCHOOL DISTRICTS

<u>Contract Districts</u>	<u>ADA</u>	<u>Non-Contract Districts</u>	<u>ADA</u>
Cannon County	1,784	Athens	1,784
Lenoir City	1,776	Sequatchie County	1,753
Bledsoe County	1,655	Lewis County	1,614
Jackson County	1,586	Stewart County	1,591
Trenton Special	1,582	Meigs County	1,526
Manchester	1,143	Huntingdon Special	1,491
Fayettesville	869	Clay County	1,443
Dayton	677	Lake County	1,428
Total ADA =	11,072	McKenzie Special	1,425
Average Size = 1,384		Hancock County	1,397
		Oneida Special	1,373
		Houston County	1,363
		Alcoa	1,310
		Paris Special	1,259
		Sweetwater	1,196
		Trousdale County	1,069
		Perry County	1,065
		Moore County	885
		Clinton	875
		Hollow-Rock Bruceton Special	875
		Covington	863
		Van Buren County	835
		Newport	807
		Lexington	777
		Pickett County	727
		Bradford Special	647
		Alamo	607
		Rogersville	590
		Bells	497
		Trezevant Special	449
		Atwood Special	419
		Maury City	403
		Gadsden Special	398
		South Carroll Special	391
		Etowah	374
		Crockett County	353
		Carroll County	319
		Crockett Mills Special	278
		Friendship Special	201
		Richard City Special	126
		Total ADA =	36,783
		Average Size =	920

RANKING OF TENNESSEE'S HIGH WEALTH PUBLIC SCHOOL DISTRICTS

<u>Contract Districts</u>	<u>Per Pupil Wealth</u>	<u>Non-Contract Districts</u>	<u>Per Pupil Wealth</u>
Chattanooga	\$48,868.36	Alcoa	\$61,357.72
Murfreesboro	41,548.60	Crockett County	54,752.77
Manchester	37,428.53	Kingsport	39,378.88
Sevier County	28,891.29	Carroll County	38,611.87
Hamilton County	28,699.08	Marshall County	34,695.22
Obion County	28,559.07	Franklin Special	30,241.07
Clarks ville/ Montgomery County	28,344.30	Rogers ville	30,098.91
Williamson County	28,259.09	Covington	29,684.84
Fayettesville	27,314.31	Coffee County	29,467.01
Robertson County	26,902.22	Shelby County	29,055.45
Cannon County	26,693.78	Hardin County	27,254.28
Blount County	26,068.60	Bristol	26,435.42
Jefferson County	24,382.47	Haywood County	25,938.36
Johnson City	22,714.50	Perry County	25,222.78
Weakley County	22,006.24	Tullahoma	25,215.54
Dayton	20,333.06	Cleveland	24,643.85
Knoxville	20,091.59	Gibson County	22,726.25
Total Wealth =	\$482,145.09	Lebanon Special	22,593.53
Average Wealth =	28,361.48	Union City	22,592.02
		Huntingdon Special	22,261.65
		Paris Special	22,151.31
		Newport	21,729.81
		South Carroll Special	21,607.62
		Hardeman County	21,564.27
		Moore County	21,317.64
		Pickett County	21,243.09
		Jackson	21,184.97
		Humphreys County	21,104.76
		Athens	20,942.22
		Tipton County	20,690.74
		Total Wealth =	\$835,764.15
		Average Wealth =	27,858.81

RANKING OF TENNESSEE'S AVERAGE WEALTH PUBLIC SCHOOL DISTRICTS

<u>Contract Districts</u>	<u>Per Pupil Wealth</u>	<u>Non-Contract Districts</u>	<u>Per Pupil Wealth</u>
Scott County	\$19,754.19	Trezevant Special	\$20,070.26
Polk County	18,774.23	Sullivan County	20,047.70
Cumberland County	18,429.21	Greeneville	19,027.31
Johnson County	18,137.63	Dickson County	18,756.72
Cheatham County	18,072.04	Maryville	18,325.65
Hamblen County	17,642.49	Dyer County	18,162.64
Monroe County	17,600.40	Elizabethton	17,551.29
Putnam County	17,428.75	Etowah	17,408.78
Bedford County	17,325.79	Smith County	16,798.36
Grundy County	17,246.91	Richard City Special	16,643.13
Hawkins County	16,641.20	Maury County	16,092.30
Sumner County	14,531.98	Morgan County	16,066.22
Knox County	14,497.24	Meigs County	15,944.03
Roane County	14,213.69	H-Rock Bruceton	
Morristown	13,549.59	Special	15,569.32
Wilson County	13,470.38	McKenzie Special	15,509.01
Macon County	12,806.63	Sweetwater	15,352.44
McNairy County	12,579.89	Trousdale County	15,212.10
Fayette County	11,867.40	Houston County	14,906.02
Total Wealth =	\$304,570.54	Lewis County	14,391.74
Average Wealth =	16,030.03	Hickman County	14,175.81
		Dyersburg	13,483.72
		Oak Ridge	12,941.28
		Lexington	12,732.29
		Lake County	12,658.51
		Crockett Mills	
		Special	12,571.14
		McMinn County	12,472.60
		Giles County	12,034.53
		Oneida Special	12,006.16
		Clinton	11,850.83
		Total Wealth =	\$448,761.89
		Average Wealth =	15,474.55

RANKING OF TENNESSEE'S LOW WEALTH PUBLIC SCHOOL DISTRICTS

<u>Contract Districts</u>	<u>Per Pupil Wealth</u>	<u>Non-Contract Districts</u>	<u>Per Pupil Wealth</u>
Bledsoe County	\$11,320.29	Atwood Special	\$11,783.80
Jackson County	10,848.11	Lincoln County	11,771.37
Rutherford County	10,839.54	Stewart County	11,520.38
Washington County	10,776.66	Bradley County	11,112.11
Greene County	10,370.85	Henry County	10,961.21
Harriman	10,293.91	DeKalb County	10,679.25
Chester County	9,941.54	Fentress County	10,564.09
Warren County	9,846.38	Sequatchie County	10,445.76
White County	9,496.78	Loudon County	10,376.39
Humbolt	9,268.45	Bradford Special	10,263.85
Rhea County	9,238.13	Lauderdale County	9,749.43
Clay County	8,207.70	Van Buren County	9,649.14
Marion County	7,533.05	Decatur County	9,387.87
Grainger County	7,524.68	Obertson County	9,015.22
Campbell County	7,440.54	Lawrence County	9,013.63
Benton County	7,403.29	Madison County	8,878.81
Cocke County	7,367.75	Wayne County	8,584.87
Anderson County	6,934.22	Franklin County	8,433.37
Claiborne County	6,872.94	Alamo	7,404.32
Trenton Special	6,587.88	Milan	7,025.06
Lenior City	5,182.71	Bells	6,838.10
Total Wealth =	\$ 183,295.20	Union County	6,329.46
Average Wealth =	8,728.34	Henderson County	6,190.66
		Gadsden Special	4,862.77
		Hancock County	4,778.18
		Friendship	3,859.54
		Maury City	2,830.96
		Total Wealth =	\$ 232,309.60
		Average Wealth =	8,604.06



## RANKING OF LARGE, HIGH WEALTH TENNESSEE COUNTY SCHOOL DISTRICTS

ADA	Districts	Districts	Per Pupil Wealth
24,545	Shelby County	Shelby County	\$ 29,055.45
19,601	*Hamilton County	*Sevier County	28,891.29
13,369	*Clarksville/ Montgomery Co.	*Hamilton County	28,699.08
10,194	* <u>Blount County</u>	*Clarksville/ Montgomery Co.	28,344.30
8,597	*Williamson County	*Williamson County	28,259.09
7,530	*Sevier County	*Robertson County	26,906.22
6,712	*Robertson County	* <u>Blount County</u>	26,068.60
5,963	*Jefferson County	*Jefferson County	24,382.47
5,504	**Tipton County	*Weakley County	22,006.24
5,184	*Weakley County	<u>Hardeman County</u>	21,564.57
4,975	<u>Hardeman County</u>	** Tipton County	20,690.74
112,074	Totals for Selection Cell		\$ 284,868.05
10,189	Average for Selection Cell		\$ 25,897.10

\*County school districts having ratified their contract prior to July 1, 1981.

\*\*County school districts with no contract, but were negotiating prior to July 1, 1981.

Sample districts selected for comparison are underlined.

## RANKING OF LARGE, AVERAGE WEALTH TENNESSEE COUNTY SCHOOL DISTRICTS

ADA	Districts	Districts	Per Pupil Wealth
26,884	*Knox County	**Sullivan County	\$ 20,047.70
17,843	**Sullivan County	Dickson County	18,756.72
17,289	*Sumner County	*Cumberland County	18,429.71
8,917	<u>Maury County</u>	*Monroe County	17,600.40
8,237	*Wilson County	* <u>Putnam County</u>	17,428.75
7,826	* <u>Putnam County</u>	*Bedford County	17,325.79
7,661	*Hawkins County	*Hawkins County	16,641.20
6,368	*Roane County	<u>Maury County</u>	16,092.30
6,010	Dickson County	*Sumner County	14,531.98
5,820	**McMinn County	*Knox County	14,497.24
5,701	*Cumberland County	*Roane County	14,213.69
5,271	*Bedford County	*Wilson County	13,470.38
4,830	*Fayette County	**McMinn County	12,472.60
4,523	*Monroe County	Giles County	12,034.53
4,433	Giles County	*Fayette County	11,867.40
137,613	Totals for Selection Cell		\$ 235,410.39
9,174	Averages for Selection Cell		15,694.03

\* County school districts having ratified their contract prior to July 1, 1981.

\*\* County school districts with no contract, but were negotiating prior to July 1, 1981.

Sample districts selected for comparison are underlined.

## RANKING OF LARGE, LOW WEALTH TENNESSEE COUNTY SCHOOL DISTRICTS

ADA	Districts	Districts	Per Pupil Wealth
12,938	*Rutherford County	*Bradley County	\$ 11,112.11
9,922	*Washington County	*Rutherford County	10,839.54
8,870	*Bradley County	*Washington County	10,776.66
7,650	*Campbell County	<u>*Greene County</u>	10,370.85
7,459	*Anderson County	*Warren County	9,846.38
7,434	<u>*Greene County</u>	Lauderdale County	9,749.43
7,033	<u>Madison County</u>	**Lawrence County	9,013.63
6,427	**Lawrence County	<u>Madison County</u>	8,878.81
5,971	*Warren County	**Franklin County	8,433.37
5,897	**Franklin County	*Marion County	7,533.05
5,521	*Claiborne County	*Campbell County	7,440.54
4,821	*Marion County	*Cocke County	7,367.75
4,802	*Cocke County	*Anderson County	6,934.22
4,693	Lauderdale County	*Claiborne County	6,872.94
99,438	Totals for Selection Cell		\$ 125,169.28
7,103	Averages for Selection Cell		8,940.66

\* County school districts having ratified their contract prior to July 1, 1981.

\*\* County school districts with no contract, but were negotiating prior to July 1, 1981.

Sample districts selected for comparison are underlined.

## RANKING OF AVERAGE, HIGH WEALTH TENNESSEE COUNTY SCHOOL DISTRICTS

ADA	Districts	Districts	Per Pupil Wealth
4,313	Hardin County	Marshall County	\$ 34,695.22
4,295	<u>Haywood County</u>	Coffee County	29,467.01
4,279	* <u>Obion County</u>	* <u>Obion County</u>	28,559.07
3,468	Marshall County	Hardin County	27,254.28
3,276	Humphreys County	<u>Haywood County</u>	25,938.36
3,150	Coffee County	Gibson County	22,726.25
2,283	Gibson County	Humphreys County	22,104.76
25,063	Totals for Selection Cell		\$ 189,744.95
3,580	Averages for Selection Cell		27,106.42

\*County school district that ratified its contract prior to July 1, 1981.

Sample districts selected for comparison are underlined.

## RANKING OF AVERAGE, AVERAGE WEALTH TENNESSEE COUNTY SCHOOL DISTRICTS

ADA	Districts	Districts	Per Pupil Wealth
4,353	*Cheatham County	*Scott County	\$ 19,754.59
4,312	*Hamblen County	*Polk County	18,774.23
4,110	*McNairy County	<u>Dyer County</u>	18,162.64
3,406	<u>Dyer County</u>	*Johnson County	18,137.63
3,350	**Morgan County	*Cheatham County	18,072.04
2,905	*Macon County	*Hamblen County	17,642.49
2,831	*Polk County	<u>*Grundy County</u>	17,246.91
2,721	Hickman County	Smith County	16,798.36
2,694	<u>*Grundy County</u>	**Morgan County	16,066.22
2,674	*Scott County	Hickman County	14,175.81
2,628	Smith County	Macon County	12,806.63
2,496	*Johnson County	*McNairy County	12,579.89
38,480	Totals for Selection Cell		\$200,217.44
3,207	Averages for Selection Cell		16,684.79

\* County school districts having ratified their contract prior to July 1, 1981.

\*\* County school districts with no contract, but were negotiating prior to July 1, 1981.

Sample districts selected for comparison are underlined.

## RANKING OF AVERAGE, LOW WEALTH TENNESSEE COUNTY SCHOOL DISTRICTS

ADA	Districts	Districts	Per Pupil Wealth
4,096	Lincoln County	Lincoln County	\$ 11,771.37
3,973	*Rhea County	Henry County	10,961.21
3,690	Loudon County	DeKalb County	10,679.25
3,669	* <u>White County</u>	**Fentress County	10,564.09
3,348	Henry County	Loudon County	10,376.39
3,338	<u>Overton County</u>	*Chester County	9,941.54
3,182	Grainger County	* <u>White County</u>	9,496.78
3,175	Henderson County	Decatur County	9,387.87
2,834	Wayne County	*Rhea County	9,238.13
2,656	*Benton County	<u>Overton County</u>	9,015.22
2,575	**Fentress County	Wayne County	8,584.87
2,446	DeKalb County	*Grainger County	7,524.68
2,229	Union County	*Benton County	7,403.29
2,148	*Chester County	Union County	6,329.46
1,829	Decatur County	Henderson County	6,190.66
45,188	Totals for Selection Cell		\$ 137,164.81
3,013	Averages for Selection Cell		9,144.32

\* County school districts having ratified their contract prior to July 1, 1981.

\*\* County school districts with no contract, but were negotiating prior to July 1, 1981.

Sample districts selected for comparison are underlined.

## RANKING OF SMALL, HIGH WEALTH TENNESSEE COUNTY SCHOOL DISTRICTS

ADA	County Districts	County Districts	Per Pupil Wealth
1,784	* <u>Cannon</u>	Crockett	\$ 54,752.77
1,065	<u>Perry</u>	Carroll	38,611.87
885	Moore	* <u>Cannon</u>	26,693.78
727	Pickett	<u>Perry</u>	25,222.78
353	Crockett	Moore	21,317.64
319	Carroll	Pickett	21,243.09
5,133	Totals for Selection Cell		\$ 187,841.93
856	Averages for Selection Cell		31,306.99

\* County school district having ratified its contract prior to July 1, 1981.

Sample districts selected for comparison are underlined.

## RANKING OF SMALL, AVERAGE WEALTH TENNESSEE COUNTY SCHOOL DISTRICTS

ADA	County Districts	County Districts	Per Pupil Wealth
1,614	*Lewis	**Meigs	\$ 15,944.03
1,526	**Meigs	<u>Trousdale</u>	15,212.10
1,428	Lake	* <u>Houston</u>	14,906.02
1,363	* <u>Houston</u>	Lewis	14,391.74
1,069	<u>Trousdale</u>	Lake	12,658.51
7,000	Totals for Selection Cell		\$ 73,112.40
1,400	Averages for Selection Cell		14,622.48

\* County school district having ratified its contract prior to July 1, 1981.

\*\* County school district with no contract, but was negotiating prior to July 1, 1981.

Sample districts selected for comparison are underlined.



## RANKING OF SMALL, LOW WEALTH TENNESSEE COUNTY SCHOOL DISTRICTS

ADA	County Districts	County Districts	Per Pupil Wealth
1,753	Sequatchie	<u>Stewart</u>	\$ 11,520.38
1,655	* <u>Bledsoe</u>	* <u>Bledsoe</u>	11,320.09
1,591	<u>Stewart</u>	*Jackson	10,848.11
1,586	*Jackson	Sequatchie	10,445.76
1,443	**Clay	Van Buren	9,649.14
1,397	Hancock	**Clay	8,207.70
855	Van Buren	Hancock	4,778.18
10,260	Totals for Selection Cell		\$ 66,769.36
1,466	Averages for Selection Cell		9,538.48

\* County school districts having ratified their contract prior to July 1, 1981.

\*\* County school district with no contract, but was negotiating prior to July 1, 1981.

Sample districts selected for comparison are underlined.

## RANKING OF LARGE, HIGH WEALTH TENNESSEE CITY SCHOOL DISTRICTS

ADA	County Districts	County Districts	Per Pupil Wealth
25,226	*Knoxville	*Chattanooga	\$ 48,868.36
24,463	*Chattanooga	Kingsport	39,378.88
6,303	<u>Jackson</u>	* <u>Johnson City</u>	22,714.50
5,632	* <u>Johnson City</u>	<u>Jackson</u>	21,184.97
5,232	Kingsport	*Knoxville	20,091.59
66,856	Totals for Selection Cell		\$ 152,238.30
13,371	Averages for Selection Cell		30,447.66

\* City school districts having ratified their contract prior to July 1, 1981.

Sample districts selected for comparison are underlined.

## RANKING OF LARGE, AVERAGE WEALTH TENNESSEE CITY SCHOOL DISTRICTS

ADA	City Districts	City Districts	Per Pupil Wealth
5,399	* <u>Morristown</u>	* <u>Morristown</u>	\$ 13,549.59
4,795	<u>Oak Ridge</u>	<u>Oak Ridge</u>	12,941.28
10,194	Total for Selection Cell		\$ 26,490.87
5,097	Averages for Selection Cell		13,245.44

\* City school district having ratified its contract prior to July 1, 1981.

Sample districts selected for comparison are underlined.

## RANKING OF AVERAGE, HIGH WEALTH TENNESSEE CITY SCHOOL DISTRICTS

ADA	City Districts	City Districts	Per Pupil Wealth
4,262	Cleveland	Union City	\$28,559.07
3,778	Bristol	Bristol	26,435.42
3,105	<u>Tullahoma</u>	<u>Tullahoma</u>	25,215.54
2,796	* <u>Murfreesboro</u>	Cleveland	24,643.85
2,161	Union City	* <u>Murfreesboro</u>	10,839.54
16,102	Totals for Selection Cell		\$115,693.42
3,220	Averages for Selection Cell		\$23,138.68

\*City school district having ratified its contract prior to July 1, 1981.

Sample districts selected for comparison are underlined.

## RANKING OF AVERAGE, AVERAGE WEALTH TENNESSEE CITY SCHOOL DISTRICTS

ADA	City Districts	City Districts	Per Pupil Wealth
3,252	Dyersburg	Greeneville	\$19,027.31
2,876	Greeneville	Maryville	18,325.65
2,825	Maryville	Elizabethton	17,551.29
2,578	Elizabethton	Dyersburg	13,483.72
11,531	Totals for Selection Cell		\$68,387.97
2,883	Averages for Selection Cell		\$17,096.99

No sample districts were selected for comparison, because no average, average wealth city school district had ratified a contract prior to July 1, 1981.

## RANKING OF AVERAGE, LOW WEALTH TENNESSEE CITY SCHOOL DISTRICTS

ADA	City Districts	City Districts	Per Pupil Wealth
2,605	* <u>Humbolt</u>	*Harriman	\$10,293.91
2,135	*Harriman	* <u>Humbolt</u>	9,268.45
2,114	<u>Milan</u>	<u>Milan</u>	7,025.06
6,854	Totals for Selection Cell		\$26,587.42
2,285	Averages for Selection Cell		\$8,862.47

\*City school districts having ratified their contract prior to July 1, 1981.

Sample districts selected for comparison are underlined.

## RANKING OF SMALL, HIGH WEALTH TENNESSEE CITY SCHOOL DISTRICTS

ADA	City Districts	City Districts	Per Pupil Wealth
1,784	Athens	Alcoa	\$61,357.72
1,310	Alcoa	*Manchester	37,428.53
1,143	*Manchester	Rogersville	30,098.91
869	* <u>Fayetteville</u>	**Covington	29,684.84
863	**Covington	* <u>Fayetteville</u>	27,314.31
807	<u>Newport</u>	<u>Newport</u>	21,729.81
677	Dayton	Athens	20,942.22
590	Rogersville	Dayton	20,333.06
8,043	Totals for Selection Cell		\$248,889.40
1,005	Averages for Selection Cell		\$31,111.18

\*City school districts having ratified their contract prior to July 1, 1981.

\*\*City school districts with no contract, but was negotiating prior to July 1, 1981.

Sample districts selected for comparison are underlined.

## RANKING OF SMALL, AVERAGE WEALTH TENNESSEE CITY SCHOOL DISTRICTS

ADA	City Districts	City Districts	Per Pupil Wealth
1,196	* <u>Sweetwater</u>	Etowah	\$17,408.78
875	Clinton	* <u>Sweetwater</u>	15,352.44
777	<u>Lexington</u>	<u>Lexington</u>	12,732.29
374	Etowah	Clinton	11,850.83
3,222	Totals for Selection Cell		\$57,344.34
806	Averages for Selection Cell		\$14,336.09

\*City school district having ratified its contract prior to July 1, 1981.

Sample districts selected for comparison are underlined.



## RANKING OF SMALL, LOW WEALTH TENNESSEE CITY SCHOOL DISTRICTS

ADA	City Districts	City Districts	Per Pupil Wealth
1,776	<u>*Lenior City</u>	Alamo	\$7,404.32
607	Alamo	<u>Bells</u>	6,838.10
497	<u>Bells</u>	<u>*Lenoir City</u>	5,182.71
403	Maury City	Friendship	3,859.54
201	Friendship	Maury City	2,830.96
3,484	Totals for Selection Cell		\$26,115.63
697	Averages for Selection Cell		\$5,223.13

\*City school district having ratified its contract prior to July 1, 1981.

Sample districts selected for comparison are underlined.

## RANKING OF AVERAGE, HIGH WEALTH TENNESSEE SPECIAL SCHOOL DISTRICTS

ADA	Special Districts	Special Districts	Per Pupil Wealth
2,274	Lebanon	Franklin	\$30,241.07
2,260	Franklin	Lebanon	22,593.53
4,534	Totals for Selection Cell		\$52,834.60
2,267	Averages for Selection Cell		\$26,417.30

No sample districts were selected for comparison, because no special average, high wealth school district had ratified a contract prior to July 1, 1981.

## RANKING OF SMALL, HIGH WEALTH TENNESSEE SPECIAL SCHOOL DISTRICTS

ADA	Special Districts	Special Districts	Per Pupil Wealth
1,491	Huntingdon	Huntingdon	\$22,261.65
1,259	Paris	Paris	22,151.31
391	South Carroll Co.	South Carroll Co.	21,607.62
3,141	Totals for Selection Cell		\$66,020.58
1,047	Averages for Selection Cell		\$22,006.86

No sample districts were selected for comparison, because no special small, high wealth school district had ratified a contract prior to July 1, 1981.

## RANKING OF SMALL, AVERAGE WEALTH TENNESSEE SPECIAL SCHOOL DISTRICTS

ADA	Special Districts	Special Districts	Per Pupil Wealth
1,425	McKenzie	**Trezevant	\$20,070.26
1,373	Oneida	Richard City	16,643.13
875	H-Rock Bruceton	H-Rock Bruceton	15,569.32
449	**Trezevant	McKenzie	15,509.01
278	Crockett Mills	Crockett Mills	12,571.14
126	Richard City	Oneida	12,006.16
4,526	Totals for Selection Cell		\$92,369.02
754	Averages for Selection Cell		\$15,394.84

\*\*Special school district with no contract, but was negotiating prior to July 1, 1981.

No sample districts were selected for comparison, because no special small, average wealth school district had ratified a contract prior to July 1, 1981.

## RANKING OF SMALL, LOW WEALTH TENNESSEE SPECIAL SCHOOL DISTRICTS

ADA	Special Districts	Special Districts	Per Pupil Wealth
1,582	* <u>Trenton</u>	Atwood	\$11,783.80
647	°Bradford	°Bradford	10,263.85
419	Atwood	* <u>Trenton</u>	6,587.88
398	<u>Gadsden</u>	<u>Gadsden</u>	4,862.77
3,046	Totals for Selection Cell		\$33,498.30
762	Averages for Selection Cell		\$ 8,374.58

\*Special school district that ratified its contract prior to July 1, 1981.

°Bradford Special School District did not exist prior to the 1977-78 scholastic year.

Sample districts selected for comparison are underlined.

# THE SELECTED SAMPLE OF TENNESSEE COUNTY SCHOOL DISTRICTS

## W E A L T H

	High Wealth	A erage Wealth	Low Wealth
S I Z E	Contract District: Blount County	Contract District: Putnam County	Contract District: Greene County
	Non-Contract District: Hardeman County	Non-Contract District: Maury County	Non-Contract District: Madison County
	Contract District: Obion County	Contract District: Grundy County	Contract District: White County
L a r g e	Non-Contract District: Haywood County	Non-Contract District: Dyer County	Non-Contract District: Overton County
	Contract District: Cannon County	Contract District: Houston County	Contract District: Bledsoe County
	Non-Contract District: Perry County	Non-Contract District: Trousdale County	Non-Contract District: Stewart County

# THE SELECTED SAMPLE OF TENNESSEE CITY SCHOOL DISTRICTS

## W E A L T H

S I Z E	L a r g e  A v e r a g e  S m a l l	High Wealth	Average Wealth	Low Wealth
		Contract District: Johnson City	Contract District: Morristown	Contract District: -----
		Non-Contract District: Jackson	Non-Contract District: Oak Ridge	Non-Contract District: -----
		Contract District: Murfreesboro	Contract District: -----	Contract District: Humbolt
		Non-Contract District: Tullahoma	Non-Contract District: -----	Non-Contract District: Milan
		Contract District: Fayetteville	Contract District: Sweetwater	Contract District: Lenior City
		Non-Contract District: Newport	Non-Contract District: Lexington	Non-Contract District: Bells

# THE SELECTED SAMPLE OF TENNESSEE SPECIAL SCHOOL DISTRICTS

## W E A L T H

S I Z E	L a r g e	High Wealth	Average Wealth	Low Wealth
		Contract District: -----	Contract District: -----	Contract District: -----
		Non-Contract District: -----	Non-Contract District: -----	Non-Contract District: -----
	A v e r a g e	Contract District: -----	Contract Disrict: -----	Contract District: -----
		Non-Contract District: -----	Non-Contract District: -----	Non-Contract District: -----
	S m a l l	Contract District: -----	Contract District: -----	Contract District: Trenton
		Non-Contract District: -----	Non-Contract District: -----	Non-Contract District: Gadsden



APPENDIX E

The Salary Related Benefits Form

The purpose for obtaining the following information is to document the salary-related costs of certified employees in your school district. Please provide in the appropriate columns and blanks the total amount that your school district has annually recorded and filed.

Scholastic Years:	1975-76	1976-77	1977-78	1978-79	1979-80	1980-81
<u>Section I.</u> What was the total number of certified personnel employed in your system?						
<u>Section II.</u> What amount for all certified employees and percentage for each certified employee has been paid by your system for their insurance?						
	%	%	%	%	%	%
Life . . . . .	( )	( )	( )	( )	( )	( )
Major Medical . . .	( )	( )	( )	( )	( )	( )
Minor Medical . . .	( )	( )	( )	( )	( )	( )
Dental . . . . .	( )	( )	( )	( )	( )	( )
Other . . . . .	( )	( )	( )	( )	( )	( )
<u>Section III.</u> What total amount did your system contribute toward retirement for its certified personnel in the Tennessee Consolidated Retirement Program? (Do not include the state's contribution.) What total amount did your system contribute toward retirement for its certified personnel in a local program?						
Scholastic Years:	1975-76	1976-77	1977-78	1978-79	1979-80	1980-81

## SALARY RELATED BENEFITS FORM for \_\_\_\_\_

Page 2 of 2

Scholastic Years:

1975-76

1976-77

1977-78

1978-79

1979-80

1980-81

Section IV. What was the total amount of participation for your system's certified personnel in the federal government's Social Security Program?

Section V. (Disregard if yours is a non-negotiating school district.) In what year did your system first begin negotiations? . . . .  
In what year did your system ratify its first contract? . . . . .

What was the term length of your system's first contract?

( ) one year

( ) two years

( ) three years

How many contracts has your system negotiated since April 1978?

( ) one contract

( ) two contracts

( ) three contracts

Section VI. A change in the costs of certified personnel as a result of the Educational Professional Negotiations Act, is strongly implied in the nature of this study. What other event/s transpired or conditions existed that you feel could have caused a dramatic change in the costs of certified instruction between July 1975 and June 1981? Please be specific and include dates if appropriate. Feel free to use the back of these forms in writing your answer.

PLEASE RETURN MAIL IN THE ENCLOSED ENVELOPE by October 21, 1981.

## APPENDIX F

Responses from Local Superintendents  
and a Panel of Experts

Frequencies of Causes of Change in Certified Instruction Costs  
Between July 1976 and June 1981 as viewed by the Sample's  
Local School District Superintendents

Frequencies	Causes
13	No Response
12	Inflation of the economy and cost-of-living
4	State increases in academic training/certification requirements and reduction in number of non-certified teaching areas
4	Increases in budget and operation costs (included energy)
4	No cost changes occurred
3	Property value reassessment/increased tax rates
2	Implementation of new education programs (i.e. kindergarten, vocational education, special education, and others)
2	Increased insurance costs/and regulatory group insurance laws
2	Local philosophy supporting salary increases
1	Increased state salary schedules
1	1977 revision of state funding formula
1	Reduction in force; unemployment compensation
1	Increased FICA rates
1	Public service expectancies financially unmatched
1	State allowance of two personal/professional leave days
1	Building and opening new facilities

(Continued)

---

---

Frequencies	Causes
1	Declining enrollment
1	Grade-level shifting and restructuring
1	State changes in pupil-teacher ratio requirements
1	Professional growth
1	Negotiations had no effect

---

Frequencies of Causes of Change in Certified Instruction Costs  
Between July 1976 and June 1981 as Viewed by the  
Panel of Experts

Frequencies	Causes
9	Inflation of economy
8	Local value philosophies and abilities to pay salary increases for standards in training, certification, experience, etc.; local political views
5	No cause effected negotiating districts any differently than it did non-negotiating districts
5	Implementation of mandated education programs (i.e. State kindergarten program, State Comprehensive Vocational Education Act, P.L. 94-142, Title IX
4	Court decisions
4	Increases in building, operations, maintenance, and transportation costs (that indirectly offset instruction costs)
3	Increased hospitalization, health care, dental liability, and other costs, leading to increased insurance costs
3	General conservative swing of state from liberal public support before late 1970s
3	Population migration; declining/inclining enrollments Consolidation; grade-level shifting and restructuring
2	Reduction in force and resulting unemployment compensation
2	State mandated local salary supplement for teachers

(Continued)

Frequencies	Causes
2	General tightening of school budgets by cutting curricular extras (i.e. music, art, physical education, guidance, languages, social programs, extra administrators, etc.)
2	No state income tax
2	Depressed economy with drop in state revenue
2	Local industrial/commercial development
2	Non-negotiating districts giving "good" raises to stall negotiations; "spillover effects"
1	Public dissatisfaction with students' comprehensive test scores
1	Teachers receiving more for increasing their training and years of service
1	Approximately 7% annual state salary raises for teachers
1	Cutbacks in federal funding of programs and grants
1	Pressure for Affirmative Action
1	General cutback in state's economy
1	"Proposition 13" syndrome toward local taxes
1	Governor and state legislators predominantly from different political parties
1	General belief that there is an over-surplus of teachers
1	State allowance of two personal/professional leave days



(Continued)

Frequencies	Causes
1	Teachers soliciting compensation for changes
1	New pupil-weighted, state-aid funding formula
1	State constitutional ammendment

APPENDIX G

Basic Cost for an Average Teacher in the  
School Year 1980-1981

Total Basic Cost, \$17,380 = 100%

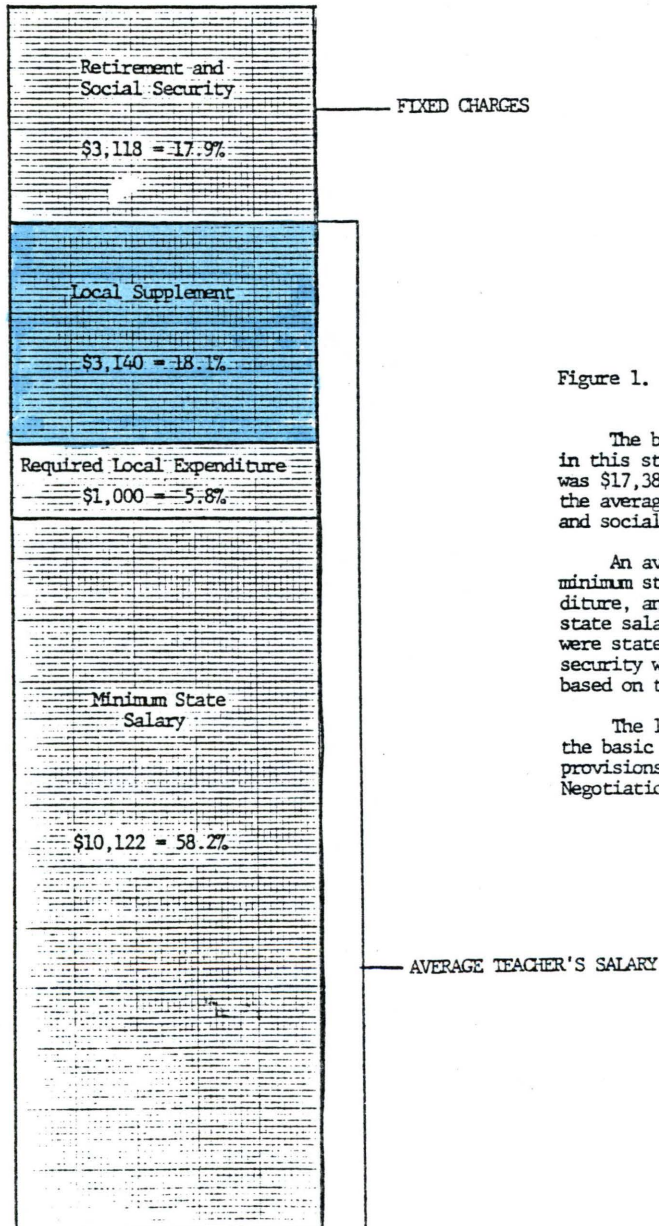


Figure 1. Basic Cost for An Average Teacher

The basic cost of the average teacher in this study for the 1980-1981 school year was \$17,380. The basic cost was the sum of the average teacher's salary and retirement and social security.

An average teacher's salary included a minimum state salary, a required local expenditure, and a local supplement. The minimum state salary and required local expenditure were state regulated. Retirement and social security were state and federal fixed charges based on the average teacher's salary.

The local supplement was the portion of the basic cost that has been negotiable under provisions of the Education Professional Negotiations Act.

**The vita has been removed from  
the scanned document**

CHANGES IN SALARIES, RELATED BENEFITS AND SALARY RANKINGS  
OF TENNESSEE K-12 INSTRUCTIONAL EMPLOYEES  
FROM 1977-1978 THROUGH 1980-1981

by

Harry Edward Grumbach, Jr.

The purpose of this study was to compare negotiated and non-negotiated salaries, salary-related benefits, and salary rankings of Tennessee K-12 instructional personnel, during the school year 1977-1978 through 1980-1981. An ancillary purpose was to determine what changes in those costs and rankings had occurred after the Education Professional Negotiations Act was implemented on January 1, 1979.

A time-series design was used to historically describe and compare changes in the salaries, benefits, and rankings over a pre-contract era and a contract era. Average teachers' salaries, minimum state salaries, local supplements, retirement and social security, insurance, total basic costs, and average teacher's salary rankings were the variables compared between 34 sample contract and non-contract school districts of similar size (ADA enrollment) and wealth (total value assessment per pupil).

It was concluded from principal findings that in the 34 Tennessee school districts: (1) Negotiations favored the average teacher's salary, (2) negotiations did not favor the average teacher's minimum state salary, (3) negotiations favored the average teacher's local supplement, (4) negotiations favored the average teacher's retirement and social security, (5) negotiations favored the average teacher's

total basic cost, (6) negotiations favored the average teacher's paid insurance provisions, and (7) negotiations appeared to decentralize salary ranked school districts.

Recommendations were brought forward from the study's implications.