

DOCUMENT RESUME

ED 113 815

EA 007 606

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 TITLE The Public's Understanding and Attitudes Toward Educational Accountability. The Report of the Superintendent of Public Instruction.  
 INSTITUTION Michigan State Dept. of Education, Lansing.  
 PUB DATE Aug 74  
 NOTE 221p.

EDRS PRICE MF-\$0.76 HC-\$10.78 Plus Postage  
 DESCRIPTORS Change Strategies; \*Educational Accountability; Educational Administration; \*Educational Attitudes; Educational Policy; Elementary Secondary Education; Public Opinion; \*State Surveys; Tables (Data); Teacher Attitudes  
 IDENTIFIERS \*Michigan

ABSTRACT

This publication presents the results of a statewide study of the meaning, purpose, and methods of educational accountability that was conducted in the state of Michigan in 1974. Part 1 of the report examines the results of a public opinion survey designed to determine how Michigan residents and Michigan public school teachers perceive the concept of educational accountability and how they feel increased accountability may be achieved. Part 2 is a report prepared by the Educational Accountability Hearings Panel that summarizes the views expressed by Michigan citizens during the course of 13 public hearings on educational accountability. Part 3 presents the findings and conclusions of the Michigan Superintendent of Public Instruction, based on his review of the data from the public opinion survey and public hearings. A variety of accountability proposals offered by different organizations and individuals during the public hearings are presented in the appendix. (Author/JG)

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THE PUBLIC'S UNDERSTANDING AND ATTITUDES  
TOWARD EDUCATIONAL ACCOUNTABILITY

INTRODUCTION

The issue of educational accountability has been and continues to be the subject of extensive discussion and debate throughout the State. The issue of accountability also became a major stumbling block in trying to bring last Fall's seven-week Detroit teachers' strike to an end.

In an effort to remove this controversial issue from the negotiations, Governor William G. Milliken requested the State Superintendent of Public Instruction to conduct a statewide study of the meaning, purpose, and methods of educational accountability and report his findings to the Governor, the Legislature, and the public.

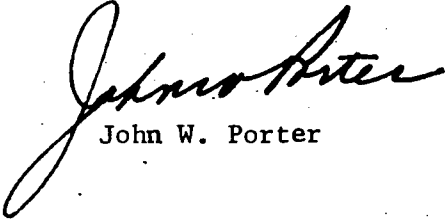
In fulfilling the Governor's request the State Superintendent proposed to the State Board of Education a three step study. The State Board reviewed and approved that proposal on December 19, 1973.

As a first step in studying the issue of educational accountability, an independent agency -- the Detroit-based Market Opinion Research firm -- was employed to conduct a public opinion survey to determine the public's understanding of the accountability concept and their views as to how increased accountability in education may be achieved. The survey was designed to sample a representative group of the state's citizens and provide opportunity to the general public to express their views on the accountability issue. Part One of this present report presents the results of the Market Opinion Research Survey and describes at length how Michigan residents and Michigan public school teachers perceive the concept of "educational accountability".

As a second step, it was proposed that a series of public hearings on educational accountability be held, conducted by agencies or individuals independent of the State Board of Education and the Michigan Department of Education. Part Two of this present report, prepared by the independent Educational Accountability Hearings Panel, presents a summary of the views held and expressed by Michigan's citizens during the course of thirteen public hearings on educational accountability.

The Third and final step in the study proposed that the Superintendent of Public Instruction would present his findings and conclusions following his review of the evidence from the public opinion survey and from the public hearings. The Superintendent now has completed that review and, based on that review, offers his findings and conclusions regarding educational accountability as Part Three of this report.

Because of the wealth of information provided through the survey effort and the public hearings process, the reader is strongly encouraged to do his or her own review of Parts I and II prior to considering Part III -- the observations and conclusions of the State Superintendent of Public Instruction.

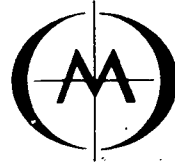
  
John W. Porter

THE PUBLIC'S UNDERSTANDING AND ATTITUDES  
TOWARD EDUCATIONAL ACCOUNTABILITY

PART I

THE PUBLIC OPINION SURVEY

MARKET OPINION RESEARCH



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SURVEY ON EDUCATIONAL ACCOUNTABILITY  
FOR THE  
MICHIGAN STATE DEPARTMENT OF EDUCATION

MAY 1974



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## FOREWORD

What are the meanings for "Educational accountability" in the spring of 1974? In the public's view who should have the responsibility for making Michigan's public schools accountable to Michigan's citizens? Do these citizens perceive that their schools are accountable to them now?--

These are the major questions this study was designed to answer. The answers come from interviews with 1365 Michigan adults. The study was conducted by Market Opinion Research, Detroit.

Two hundred of those interviewed were chosen as a random and representative sample of Michigan's public school teachers. The rest, 1165, were selected to represent the state's adult (18 years and over) population. How the samples were drawn and their representativeness to the Michigan populations of citizens and teachers are detailed in the Statistical Appendix.

Interviews with those in the population sample were conducted between March 20 and April 16, 1974, in their homes. Interviews with the sample of teachers were conducted between April 2 and 23 by telephone. Professional interviewers used structured questionnaires developed jointly by personnel in Research Services, Michigan Department of Education, and by professional staff of Market Opinion Research. Separate questionnaires were used for the teacher and population surveys. The two samples, teachers and public, are treated as separate populations and analyzed separately in this report.

A pretest of questionnaires was conducted prior to the start of the survey. After revisions based on the pretest, the questionnaires were then submitted for critique to an educational leadership group with representatives from the Michigan Education Association, the Michigan Federation of Teachers, the Michigan Association of Secondary School Principals, the Michigan Association of Intermediate School Superintendents, the Michigan Association of School Boards, the Michigan Association of School Administrators, the Michigan Congress of School Administrators Association and the Michigan Association of Elementary School Principals. Many of their suggestions were incorporated in the final questionnaire instruments used in the survey.

The report which follows describes how Michigan residents and Michigan public school teachers perceive the concept of "educational accountability".

STUDY PROFESSIONAL STAFF

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## POPULATION SAMPLE ANALYSIS

Background: The factors responsible for helping a child to learn.

Michigan adults -- those who are parents of school children and those who are not, those who live in urban areas, and those from suburban and rural areas -- all agree that the three most important factors in helping a child to learn are: (1) parents, (2) teachers, and (3) the individual ability of the child.

As we will see later, teachers have a different order on who or what contributes to learning. Their first three are: (1) teachers, (2) parents, and (3) home environment.

Each respondent in the population sample was presented with a deck of 10 cards. On each card was written a factor which may contribute to the learning of students. The factors are shown on the table which follows. Each person was asked to put his cards in the order he considered most responsible for helping a child to learn. There was complete agreement on the top three rankings. However, when average rankings are analyzed it becomes apparent that parents of school children consider both "teachers" and the "individual ability of the student" more important than non-parents do. The perception of the importance of "individual ability" goes up as the education level of respondents goes up. White parents consider both "parents" and "individual ability" more contributory to learning than black parents do.

After the top three items, for the 10 shown on the cards, there are some shifts in rank order for different subgroups. Most put "school courses/curriculum" fourth in importance and "family background (SES, i.e. parents' education, occupation, income)" in fifth place.

Despite the studies which show SES as a high correlate of student achievement<sup>1,2</sup> the general population does not see it as one of the top factors responsible for learning. Of course, parent status may be part of what people mean when they simply say "parents" are the most responsible for learning. The ranking of "family background" goes up in the population sample as education goes up and rates significantly higher among those with post high school education than among those with less than a high school graduate education.

Not unexpectedly, parents of children in non-public schools consider "church/religious background" significantly more important than those who send their children to public schools do. Otherwise, perception of the importance of "religious influence" goes down as the education level of the respondent rises.

Urban and non-public school parents consider the "kind of neighborhood a child lives in" more important than other groups do.

---

<sup>1</sup> Mosteller, Frederick and Daniel P. Moynihan (eds), On Equality of Educational Opportunity (New York: Random House, 1972)

<sup>2</sup> Coleman, J. S., et al, Report on Equality of Educational Opportunity (Washington, D.C.: U.S. Department of Health, Education, and Welfare, U.S. Government Printing Office, 1966)

In reading the following table and subsequent ones, keep in mind that "non-parents" means non K-12 parents. This group includes those with no children and also those with only grown children and only pre-school children. "Urban" refers to those in central cities of SMSAs (census Standard Metropolitan Statistical Areas). "Suburban" refers to those in SMSAs outside of central cities. All others not in SMSAs are classified as "Rural/Small town". Other column headings are self explanatory.



Rank Order (1-10) and average ranking for items responsible for helping a child to learn (lower average, higher the rank)

	Parents										Area										Education of Respondent										Race		Detroit Public Schools	
	Total Rank Ave	Public School Rank Ave	Non-public School Rank Ave	Total K-12 Parents Rank Ave	Non-Parents Rank Ave	Urban Rank Ave	Suburban Rank Ave	Rural Rank Ave	Small Town Rank Ave	Less Than HS Grad Rank Ave	HS Grad Rank Ave	Post HS Rank Ave	White Rank Ave	Non-White Rank Ave	White Rank Ave	Non-White Rank Ave	White Rank Ave	Non-White Rank Ave	White Rank Ave	Non-White Rank Ave	White Rank Ave	Non-White Rank Ave	White Rank Ave	Non-White Rank Ave	White Rank Ave	Non-White Rank Ave	White Rank Ave	Non-White Rank Ave	White Rank Ave	Non-White Rank Ave				
Parents	1 2.71	1 2.74	1 2.08	1 2.74	1 2.69	1 2.68	1 2.69	1 2.79	1 2.81	1 2.72	1 2.61	1 2.66	1 3.05	1 2.61	1 2.66	1 3.05	1 2.61	1 2.66	1 3.05	1 2.61	1 2.66	1 3.05	1 2.61	1 2.66	1 3.05	1 2.61	1 2.66	1 3.05	1 2.61	1 2.66	1 3.05			
Teachers	2 3.13	2 2.81	2 2.79	2 2.79	2 3.41*	2 3.48**	2 3.06**	2 2.83**	2 3.08	2 3.02	2 3.35	2 3.10	2 3.37	2 3.51	2 3.10	2 3.37	2 3.51	2 3.10	2 3.37	2 3.51	2 3.10	2 3.37	2 3.51	2 3.10	2 3.37	2 3.51	2 3.10	2 3.37	2 3.51	2 3.10	2 3.37			
Individual ability of student	3 4.19	3 3.83	3 3.61	3 3.83*	3 4.49*	3 4.54**	3 4.01	3 4.16	3 4.70*	3 4.14*	3 3.76*	3 4.14	3 4.51	3 4.73	3 4.14	3 4.51	3 4.73	3 4.14	3 4.51	3 4.73	3 4.14	3 4.51	3 4.73	3 4.14	3 4.51	3 4.73	3 4.14	3 4.51	3 4.73	3 4.14	3 4.51			
School courses/curriculum/program	4 5.09	4 4.67	4 4.73	4 4.66*	5 5.44*	5 5.52**	4 4.92	4 4.98	4 5.61*	4 4.91*	5 4.85*	4 5.03	4 5.60	4 5.42	4 5.03	4 5.60	4 5.42	4 5.03	4 5.60	4 5.42	4 5.03	4 5.60	4 5.42	4 5.03	4 5.60	4 5.42	4 5.03	4 5.60	4 5.42	4 5.03	4 5.60			
Family background (parents education, occupation, family income)	5 5.22	5 5.49	6 5.69	5 5.53*	4 4.95*	5 5.10**	5 5.21	5 5.40**	5 5.65*	5 5.42*	4 4.53*	5 5.15	6 5.73	5 5.33	5 5.15	6 5.73	5 5.33	5 5.15	6 5.73	5 5.33	5 5.15	6 5.73	5 5.33	5 5.15	6 5.73	5 5.33	5 5.15	6 5.73	5 5.33	5 5.15	6 5.73			
Adequate money to run schools	6 6.45	6 6.18	7 6.58	6 6.18*	8 6.67*	6 6.21**	6 6.56	6 6.47	7 6.08*	6 6.34*	7 6.94*	6 6.55	5 5.71	6 5.81	6 6.55	5 5.71	6 5.81	6 6.55	5 5.71	6 5.81	6 6.55	5 5.71	6 5.81	6 6.55	5 5.71	6 5.81	6 6.55	5 5.71	6 5.81	6 6.55	5 5.71			
Other students/children own age	7 6.74	7 7.04	8 7.48	8 7.02*	6 6.50*	8 6.65	8 6.84	7 6.60	8 6.86	8 6.82	6 6.50	7 6.73	9 6.77	7 7.01	7 6.73	9 6.77	7 7.01	7 6.73	9 6.77	7 7.01	7 6.73	9 6.77	7 7.01	7 6.73	9 6.77	7 7.01	7 6.73	9 6.77	7 7.01	7 6.73	9 6.77			
Church or religious influence	8 6.80	7 7.04	5 5.68	7 6.97*	7 6.65*	9 6.81	7 6.80	8 6.82	6 5.99*	7 6.71*	10 7.73	8 6.82	8 6.59	7 6.44	8 6.82	8 6.59	7 6.44	8 6.82	8 6.59	7 6.44	8 6.82	8 6.59	7 6.44	8 6.82	8 6.59	7 6.44	8 6.82	8 6.59	7 6.44	8 6.82	8 6.59			
Kind of neighborhood child lives in	9 6.98	9 7.26*	9 8.16	9 7.33	9 6.69	7 6.47**	9 7.08	9 7.45	9 6.56	9 7.25	8 7.05	9 7.07	7 6.39	8 6.18	9 7.07	7 6.39	8 6.18	9 7.07	7 6.39	8 6.18	9 7.07	7 6.39	8 6.18	9 7.07	7 6.39	8 6.18	9 7.07	7 6.39	8 6.18	9 7.07	7 6.39			
Other adults	10 7.61	10 7.88	10 7.96	10 7.86	10 7.41	10 7.41	10 7.76	10 7.50	10 7.54	10 7.66	9 7.61	10 7.66	10 7.21	10 7.43	10 7.66	10 7.21	10 7.43	10 7.66	10 7.21	10 7.43	10 7.66	10 7.21	10 7.43	10 7.66	10 7.21	10 7.43	10 7.66	10 7.21	10 7.43	10 7.66	10 7.21			

Base (1165)

Major differences are marked

\*\* Significant difference parents/non-parents

\* Significant difference public/non-public parents

+ Significant difference by education level

++ Significant difference urban/suburban-rural (hence Detroit and non-white)

## Meanings for Educational Accountability

"Educational accountability" is not a term with a single meaning in Michigan today. Thirty-eight percent of Michigan residents (and even 12% of teachers) can verbalize no meanings for it at all.

The first question on "educational accountability" in the population survey was purposely broad and open ended. It came only after the respondent was thinking about schools and education. Each respondent was first asked whether he had children in school, their grade level, and then given the ranking exercise on factors responsible for learning. Only then, was he asked: "When I say educational accountability, what meaning does this have for you?" If he gave any response to this, he was then asked the probe question: "Are there any other things which go into your meaning for educational accountability?"

The meanings Michigan adults give are diverse. No single meaning has more than 14% agreement, as the table which follows shows. The most-mentioned meaning "the kind of education one is receiving/quality education/good to have an education/how much education a person has" is not clearly relevant to educational accountability. On the table, this kind-and-quality response is shown because it represented the largest category of answers (15%). The first meaning clearly related to accountability is a "teacher responsibility/ability" response which gets 14% mention overall and 21% in the Detroit Public Schools District. After this 14% mention no other meaning gets more than 8% mention.

Nearly 4 out of 10 adults can state no meaning for "educational accountability" and this jumps to nearly half (47%) of both rural/small town residents and those with less than a high school graduate education. The smallest proportions in the can-give-no-meaning (don't know) group are among those with more than a high school education and among those who are parents of non-public school students (both 27%).

It is very clear from the meanings given to "educational accountability" that "educational accountability" is not perceived in terms of test measurement of the state assessment tests.

When I say "educational accountability" what meaning does this have for you? (Multiple responses allowed) (meanings given which are not clearly relevant to accountability are starred (\*))

	Parents		Area	Education of Respondent				Race	Detroit Public Schools District		
	Public School	Non-Public School		Total K-12	Small Town, Less Than HS Grad	HS Grad	Post HS			White	Non-White

\* Kind of education one is receiving/ quality education/ good to have an education/ how much education a person has (not clearly relevant to educational accountability but most frequent response)

Teacher responsibility/accountability for student learning, teacher ability, to do good in class room, teacher training, teacher motivation/ should devote time to teaching/ teachers should teach basic subjects

Local public schools/ school system responsibility/ accountability to parent and student to do what will help child learn

To see if students are learning/ ability of the child to learn in school/ any kind of test or measurement/ testing students learning ability

Parent responsibility/accountability for providing a good education for their children/parental discipline/parents should talk to teachers

Individual student responsibility/accountability for his learning, motivation, applying what learned in later life

Courses/curriculum -- proper courses offerings, instructional materials, proper books, individualized instructions, all kinds of courses

15%	18%	8%	17%	13%	14%	15%	17%	13%	16%	16%	15%	17%	14%
14	17	19	17	13	15	16	10	11	14	17	14	15	21
8	7	8	7	8	9	9	4	5	6	12	9	3	8
7	7	8	7	7	8	8	5	9	7	7	7	7	8
7	8	12	9	6	7	8	3	5	6	10	7	7	7
6	7	15	7	4	4	7	3	7	5	5	6	5	4
4	5	8	5	4	3	5	4	3	4	5	5	2	3

	Parents			Area			Education of Respondent			Race	
	Total	Public School	Non-Public School	Urban	Suburban	Small Town	Less Than HS Grad	HS Grad	Post-HS	White	Non-White
Local Board of Education/school administration responsibility/accountability to identify factors which affect (positively) student learning and to enhance these factors.	3%	5%	-	2%	4%	4%	2%	4%	5%	4%	1%
* Who responsible for providing an education/what factors are responsible/everyone must account for child's learning	3	3	8	4	3	-	1	2	5	3	3
Process -- way of setting goals, measuring if goals reached, achieved, setting up ways to reach goals/ results of educational goals/what they have achieved.	3	2	4	3	3	3	3	3	3	3	1
Money/finances -- schools (school systems/public schools/local schools administration) being accountable for spending money well/effectively	2	2	-	2	2	3	2	2	3	3	2
Guaranteeing or being sure all high school graduates can read/write/do math/hold a job/students should be able to go out and make their way	2	2	-	2	2	2	3	1	3	2	4
Buildings, facilities -- responsible/accountable for providing proper buildings/facilities/better schools	1	-	-	1	1	-	1	1	1	1	1
Way of judging schools, teachers, administrators on how good a job they're doing	1	1	4	-	1	2	1	-	1	1	-
Responding to community needs/goals -- doing what community wants/needs/adjust to society	1	1	-	1	1	-	-	-	2	1	-
Other relevant responses	1	-	4	1	1	2	-	2	1	1	1
* Other non-relevant responses	2	1	-	3	2	-	1	1	3	2	2
Don't know, can state no meaning	38	33	27	38	34	47	47	39	26	37	44
Base				41	33	47	47	37	44	37	44

Information sources for those who have meanings for educational accountability

Among the 62% of residents who gave some definition for "educational accountability" (of whom about 12-16% gave irrelevant definitions), local school sources and newspapers share equally as the main sources of information about accountability. However, in urban areas, most notably Detroit, newspapers are the primary source. TV is the third source for all groups and a more important source in urban central city areas.

Where did you learn or hear about educational accountability?

	<u>Total</u>	<u>Public School Parents</u>	<u>Non-Parents</u>	<u>Detroit Public Schools District</u>
Local school sources:				
School/child's own school	9%	14%	5%	11%
Teacher	5	5	6	7
Education meeting (PTA/ at school, etc.)	5	6	4	4
Local Board of Education	3	3	4	2
Principal	-	1	-	1
<b>TOTAL LOCAL SCHOOL SOURCES</b>	<u>22</u>	<u>29</u>	<u>19</u>	<u>25</u>
Newspapers	22%	20%	23%	33%
Television	13	13	13	23
Radio	5	3	5	9
Because of teacher strike	3	5	1	5
Teacher organization such as MEA/MFT	2	1	2	2
State Board of Education	1	-	1	-
Other	29	25	34	24
Don't know	37	43	32	27

A choice of meanings for those with no meanings for "educational accountability"

Five different meanings for "educational accountability" were presented to those who had been unable to verbalize a meaning for it. These respondents were given cards showing "meanings others have given to educational accountability". They were then asked to chose which they liked best as a definition of meaning.

Based on average rankings on a 1-5 scale, the first choice was a tie between a summary description of the State Board of Education's accountability model and a definition based on the guarantee that every high school graduate would have the ability to read, write, do math, hold a job and be a good citizen.

The reason for the tie becomes obvious when the differences between subgroups are analyzed. The "guarantee" definition is the first choice of urban and non-white respondents, and of rural/small town respondents. The State Board of Education model in which accountability is a process is the first choice of better educated and suburban respondents.

The State Board model is not even second choice, but third, for non-whites. Their second choice would be a definition based on judgment of teachers and administrators on performance. The following table illustrates the ranking differences.

Ranking of choice of 5 meanings given for "educational accountability" to those with no previous meaning

	Parents			Area			Education of Respondent			Race		Detroit Public Schools District
	Public School	Non-Public School	Total K-12 Parents	Urban	Suburban	Small Town/Rural	Less Than HS Grad	HS Grad	Post HS	White	Non-White	
Total	3	4	3	3	3	3	2	3	4	3	2	2
A)	4	2	4	4	4	4	4	4	3	4	4	4
B)	1	1	1	2	1	2	3	1	1	1	3	3
C)	↑											
D)	↓											
E)	1	3	2	1	2	1	1	2	2	2	1	1
Total	5	5	5	5	5	5	5	5	5	5	5	5

Meanings of "Educational Accountability"

- A) Teachers and administrators should be judged on how well their students are learning.
- B) Schools and school systems should be judged on how effectively they spend tax dollars to provide the best educational experience for their students
- C) Accountability is a way of deciding:
  - What we want the schools to do
  - How well the schools are doing now
  - What better methods the schools might use
  - How well these methods work
  - What the schools should do next
- D) Accountability is guaranteeing that all students who graduate from high school will have the ability:
  - To read
  - To write
  - To do math (arithmetic)
  - To hold a job
  - To be good citizens
- E) Accountability is testing the students to see if they are learning

Base (439 with no previous meaning for educational accountability)



### Perceived accountability of local schools

To those with meanings for "educational accountability":

Those respondents who were able to supply any sort of a definition for "educational accountability" were asked if, according to their definition, they thought their local school system was presently being accountable to its citizens. One out of four of those surveyed (26%) feel that the local schools are very accountable in their own terms of accountability, while only 13% feel the schools are not at all accountable. The plurality of respondents (42%) pick the more neutral point, saying that the schools are "accountable for some things, but not for others".

Non-public school parents are more likely to say that the public schools are not being accountable (22%), and less likely to say the public schools have been "very accountable" (11%). Not unexpectedly, the non-parents have the highest percentage of "don't know" (24%). Even among this group, more respondents view the schools positively (20% respond "very accountable") than negatively (15% say "not accountable").

Urbanites (23%), non-whites (17%) and respondents from the Detroit Public Schools District (27%) are somewhat more likely to view the schools as not being accountable to citizens. Part of this negativistic attitude could be due to memories of the prolonged Detroit teachers strike (Autumn, 1973) and part of it could be the communication problems in urban areas.

As this report proceeds it is well to keep in mind the high overlap between urban residents, Detroit school district residents and non-whites. Often their perceptions are very similar. Urban residents are the 27% of the state residents who live in central cities of SMSAs (Standard Metropolitan Statistical Area - census definition). Fifty-seven percent of these urban residents (15% of total sample) are in the Detroit Public Schools District. Black adults make up half of those in the Detroit district.

According to your definition of educational accountability, or the meanings it has for you, do you think your local public school system is being accountable to citizens now? Would you say it is very accountable to citizens, accountable on some things but not on others, or not accountable to citizens?

	Parents			Area			Race		Detroit Public Schools District
	Total	Public School	Non-Public School	Urban	Suburban	Rural	White	Non-White	
1 = Very Accountable	26%	32%	11%	100%	100%	100%	100%	100%	100%
2 = Accountable Some things/ Not others	42	43	44	42	47	40	28%	11%	17%
3 = Not Accountable	13	11	22	15	23	11	40	56	43
Don't know	19	14	17	24	16	20	13	17	27
Average on 1-3 scale	1.85	1.75*	2.14*	1.94*	2.11**	1.78**	1.81**	2.07**	2.11

Base: (722) who gave a meaning for educational accountability

27

\* Non-Public School parents give statistically more negative ratings on the accountability issue than do public school parents, or non-parents.

\*\* Both urban residents and non-whites also give statistically significantly more negative ratings than do suburban or rural residents and white respondents.

To those with no meanings for "educational accountability":

As has been previously described, those respondents who could not supply a definition for "educational accountability" were shown five different meanings. They were then asked if they thought that their local school system was being accountable, according to the definition which they chose as best.

As in the previous question, the respondents were answering this with reference to their personal meaning or choice of meaning for accountability. The results for the total sample are strikingly similar to those previously discussed. Again, approximately one quarter (24%) say the schools are being very accountable, 12% respond that they are not being accountable, and the majority (41%) feel the schools are "accountable on some things, but not on others".

Corresponding to the previous results, urbanites (22%), non-whites (26%), and Detroit School District residents (31%) reply that their schools have "not been accountable" to citizens. Among these three groups, there is an almost 2-to-1 margin for the perception that the schools have not been accountable.

According to the definition you picked as the best for "educational accountability" do you think your local public school system is being accountable to citizens now? Would you say it is very accountable to citizens, accountable on some things but not on others, or not accountable to citizens?

	Parents				Area			Race		Detroit Public Schools District
	Total	Public School	Non-Public School	Total K-12 Parents	Urban	Suburban	Rural	White	Non-White	
1 = Very Accountable	24%	38%	13%	37%	12%	31%	26%	26%	17%	12%
2 = Accountable, Some things/ Not others	41	46	25	46	41	39	45	42	36	39
3 = Not Accountable	12	8	13	8	22	9	8	10	26	31
Don't know	23	8	50	10	27	22	21	23	24	19
Average on 1-3 scale	1.84	1.68	2.00	1.68*	2.13**	1.72**	1.77**	1.79+	2.12+	2.24

Base (439) who had no previous meaning for "educational accountability" and then chose one of 5 meanings proffered

\* Non-parents give statistically significantly more negative ratings than do the parents, and also show high "don't know" proportions.

\*\* Urban residents give statistically significantly more negative ratings than do either suburban or rural residents.

+ Non-whites give statistically significantly more negative ratings than do whites.

## Accountable for What?

The local schools:

For what types of things do the residents of Michigan want to hold the local schools accountable? The overwhelming response is a responsibility for "student progress and student learning" (51%). Following this performance-oriented reply, residents' demands involve other aspects of the school setting: "what is taught and the type of courses" (34% mention), "teacher doing a good job" (29%), "discipline/behavior of the students" (25%), and "money and finances - the way taxes are spent" (21%).

Although all of the subgroups tend to rank these items in this order, there are a few differences which should be noted.

Non-public school parents tend to emphasize the behavior of the students (42%) as more important than the teacher doing a good job (31%).

The rural dwellers seem more concerned than others with finances; fully one-third (34%) feel that schools should account for the way their tax dollars are being spent. The higher-educated citizens, with post-high school educations, stress the "type of courses taught" (44%). Non-whites (22%) and Detroit school district residents (18%) find type of courses much less important than others in the state do.

For what kinds of things do you think your local schools should be accountable? (Multiple responses allowed)

	Parents			Area			Education of Respondent				Race		Detroit Public Schools
	Total	Public School	Non-Public School	Total K-12 Parents	Urban	Suburban	Rural	Less Than			White	Non-White	
								HS Grad	HS Grad	Post HS			
Student progress - student learning	51%	57%	54%	56%	42%	56%	50%	49%	53%	49%	51%	47%	45%
What is taught - Type of courses	34	37	39	36	24	37	38	27	30	44	35	22	18
Teacher doing good job	29	33	31	33	24	29	35	29	28	30	29	24	26
Discipline/Behavior of Students	25	26	42	27	23	24	31	28	24	24	26	21	21
Money/finances/way taxes, money spent	21	23	15	23	11	21	34	17	20	25	23	9	10
Everything school does	13	15	4	14	11	14	14	12	14	14	14	11	11
Setting Goals	12	12	9	12	9	12	15	7	12	15	12	7	7
Buildings/facilities/repairing/maintaining	6	7	-	6	5	5	11	4	7	8	6	5	5
Community Demands/Needs	10	11	4	10	6	11	11	7	10	13	10	7	6

Base (1165)

The teachers:

Michiganders have surprisingly homogeneous ideas concerning for what types of things teachers should be held accountable. Student progress (61%), student discipline (33%), and course planning and lesson plans (30%) are the top three mentions among all the groups. Among those respondents with a post-high school education one finds a higher priority for courses (38% mention) while among urbanites, and Detroit School District residents course planning is less important (19-24%).

Non-public school parents put more emphasis on teachers being accountable for discipline (42%) than others do. Rural parents rate communication with parents highly (28%).



For what kinds of things do you think teachers should be accountable? (Multiple responses allowed)

	Parents			Area		Education of Respondent			Race		Detroit Public Schools District
	Total	Non-Public School	Total K-12 Parents	Urban	Suburban	Less Than HS Grad		Post HS	White	Non-White	
						HS Grad	HS Grad				
Student progress	61%	50%	65%	51%	64%	60%	62%	59%	61%	58%	53%
Student discipline	33	42	35	25	34	32	36	31	34	28	26
Course planning/lesson plans	30	31	28	24	30	23	29	38	31	21	19
Communication with parents	21	15	23	18	20	19	22	21	20	25	18
Other	34	39	34	36	33	26	33	44	35	32	33
Don't know	4	4	2	8	2	7	3	1	3	8	10

33

Base (1165)

## Leadership in Becoming More Accountable

Michigan citizens feel that it is the responsibility of the Local Board of Education and the Local Superintendent of Schools to lead the schools in becoming more accountable to citizens. In fact, fully one third (33%) of the respondents ranked local administration first, and over two-thirds (68%) mentioned the Local Board and Superintendent as one of their top three choices.

There is a considerable gap between Michiganders' first choice and the remainder of their ideas on leadership groups. Teachers received 53% mention (combining first, second, and third ranking), principals accumulated 47%, parents got 42%, and the State Board of Education/Public Instruction received a substantial 32% support.

Who do you think should be leading schools to be more accountable?

Which do you think should be giving second most leadership in leading schools to be more accountable?

Which do you think should be giving third most leadership in leading schools to be more accountable?

	<u>Ranked First</u>	<u>Ranked Second</u>	<u>Ranked Third</u>	<u>Total % Ranking as 1st, 2nd or 3rd</u>
Local Board of Education/Local Superintendent of Schools	33%	20%	15%	68%
Teachers	13	18	22	53
Principals	11	21	15	47
Parents	13	11	18	42
State Board of Education/ Public Instruction	14	12	6	32
Citizens	10	6	9	25
State Government	6	6	6	18
Students	2	4	8	14

State definition of accountability and citizen response to it

Thus far in the interview, the respondents had been answering the questions using their own definitions for educational accountability. At this point, it was decided that all respondents should be united through one definition.

The rationale for this was twofold: 1) to assess the reaction of the public to the State Board of Education's definition of accountability, and 2) to collect data from citizens which would reflect attitudes and opinions about a standardized definition. The respondents were handed a card with the following definition on it. This is a condensed statement of the State Board of Education's accountability model.

EDUCATIONAL ACCOUNTABILITY is a way of deciding:

What we want the schools to do.

How well the schools are doing now.

What better methods the schools might use.

How well these methods work.

What the schools should do next.

The remainder of the questions concerning accountability specifically focused on this definition. From this point on, one can assume a comparable meaning for the term "educational accountability" among all respondents.

General awareness was measured by asking whether the State Board of Education had asked the respondent's local school system to work with citizens in the

way stated in the definition. Approximately one-fifth (21%) of Michiganders surveyed replied affirmatively, with the remainder (79%) saying "no" or "don't know". These percentages hold fairly constant across all subgroups except for rural-area residents. Among the rural respondents, awareness drops to 13%, and those unaware reaches a high 87%.

Has the State Board of Education asked your local school system to work with citizens and use this definition to decide what your schools should be doing; to find out how well they are doing, and to make changes to do better?

	<u>Total Sample</u>	
	100%	
Yes	21%	(23% urban residents (25% Detroit), 23% suburban, 13% rural/small town)
No	13	
Don't know	66	
(Base)	(1165)	

Agreement or disagreement that schools should be accountable as suggested by State Board of Education definition

Although awareness of the accountability process is rather low, there is overwhelming agreement (86% agree) that the schools should be encouraged to be accountable in the way defined by the State. This consensus of agreement appears in all subgroups.

Do you agree or disagree that the State Board of Education should encourage schools to be accountable in the way stated on the card? Would you say you...

	<u>Total Sample</u>
	100%
5 = Strongly Agree	34%
4 = Agree	52
3 = Neither agree nor disagree/ Don't know	9
2 = Disagree	3
1 = Strongly Disagree	1
Average on 1-5 scale	4.16
Base	(1165)

Local accountability according to State Board of Education definition

While the State Board of Education definition was new to almost all the respondents (judging from their prior definitions of "educational accountability") not only do they agree with it, but they perceive their school systems are already implementing this concept. Almost two-thirds (64%) of the total

statewide sample say that their schools are being accountable in this way, at least to some extent.

Only 13% feel their schools are not following some of the accountability process while 23% "don't know". Again, area of residence and race appear to be predictive variables in highlighting differences among these groups. Larger proportions of urban residents (22%), non-whites (24%), and Detroit residents (26%) all reply that their schools are not doing the things involved in the State Board of Education definition of accountability.

Do you think your local school system is now doing the things stated on the card?

3 = Yes, fully doing this  
2 = Yes, partially doing this  
1 = No

Don't know

Average on 1-3 scale

	Parents				Area			Race		
	Total	Public School	Non-Public School	Total K-12 Parents	Urban	Suburban	Small Town/Rural	White	Non-White	District
	21%	28%	19%	27%	14%	25%	20%	22%	12%	12%
	43	48	42	48	43	44	40	42	48	43
	13	14	15	14	22	12	7	12	24	26
	23	10	23	11	33	21	33	24	16	19
	2.10	2.15	2.05	2.15	1.90*	2.17*	2.20*	2.14*	1.86*	1.82

\* Urban residents give statistically significantly more negative ratings on this issue than do either suburban or rural dwellers. Non-whites also give statistically significantly more negative ratings on this issue than do whites.



Compared to 4 or 5 years ago one-third of Michigan residents think their local school systems are now being more accountable (by State Board of Education definition) than they were. One-fifth feel they are less so. The rest either hold no opinion or view accountability of the local schools as unchanged.

Although urban and non-white residents agreed least that their schools are presently accountable to citizens, they split evenly as to whether accountability is more or less than 4-5 years ago.

Compared to 4 or 5 years ago, do you think your local public school system is now being more accountable in the way described on the card, about the same as 4 or 5 years ago, or less accountable?

	Parents				Area			Education of Respondent			Race		Detroit Public Schools District	
	Total	Public School	Non-Public School	Total K-12 Parents	Urban	Suburban	Rural	Small Town/Less Than HS Grad		HS Grad Post HS		White		Non-White
								100%	100%	100%	100%			
3 = More accountable	32%	38%	19%	36%	28%	34%	30%	32%	34%	32%	32%	32%	32%	21%
2 = Same	23	27	23	27	23	24	21	19	26	22	23	21	21	27
1 = Less accountable	19	19	35	20	28	18	13	24	20	14	17	32	32	34
Don't know	18	10	23	10	17	17	21	22	15	16	19	11	11	15
Did not live in school district 4-5 years ago	8	7	-	7	6	9	12	5	8	13	9	5	5	3
Average on 1-3 scale	2.17	2.22*	1.80*	2.19*	2.15*	2.22*	2.31*	2.09*	2.16	2.28*	2.20*	2.00*	2.00*	1.84
Base	(1165)													

\* Non-public school parents give statistically significantly more negative ratings on the accountability issue than do public school parents, total parents, or non-parents.

\* Urban residents give statistically significantly more negative ratings on the accountability issue than do suburban or rural residents.

\* Non-high school graduates give statistically significantly more negative ratings on the accountability than do either high school graduates or post-high school respondents.

\* Non-whites give statistically significantly more negative ratings than do white respondents.

### Six Step Accountability Model

Although they agree with the concept of the State Board of Education's 6-Step Accountability Model, only 4% of citizens recognize it by title.

### Have you ever heard of the 6-step accountability model of the State Department of Education?

	<u>Total Sample</u>
	100%
Yes	4%
No	92
Don't know	5
Base	(1165)

### Ideas on making the schools more accountable

Increased communication at all levels, emerges as the predominant way citizens feel their schools can become more accountable to them. The highest single mention response is "better communication between teachers and parents" (11%). Other items include "communication - Board of Education/School Administration" (5%), "Parent Involvement" (4%), "more information available on schools" (3%), and "communication between teachers and students" (3%). Course-oriented responses (13%), teacher-oriented responses (8%), and "better student discipline" (8%) are the other most frequently mentioned ideas for increasing accountability.

Do you have specific ideas on what the schools should be doing to be more accountable to citizens? (multiple responses allowed)

	<u>Total Sample</u>	
<u>Increased Communication Responses</u>		
Better communication between teachers/parents	11%	} 26%
Communication - Board of Education/School Administration	5	
Parent Involvement	4	
More information available on schools	3	
Communication between teachers and students	3	
<u>Course-Oriented Responses</u>		
Better basic education	5	} 13%
Specific course/curriculum suggestion	4	
More practical job-oriented education	4	
<u>Teacher-Oriented Responses</u>		
Better teachers (training teachers)	4	} 8%
Increase accountability of school staff	4	
Eliminate teacher tenure	*	
<u>Other Responses</u>		
Better student discipline	8	
Express specific or personal gripe	5	
Money/finances/taxes	5	
Correction of specific school problem	5	
Grading/student evaluation/testing	4	
Priorities of community	1	
None	8	
All others	5	
Don't know	31	
Base	(1165)	

\* = less than 1% response



## State Assessment Tests

Approximately one-third (31%) of Michigan residents have seen the results of their district's scores on the state assessment tests.

Not unexpectedly, 41% of parents report having seen or heard about the scores, while only 14% of non-parents say they have seen them.

Among the geographic areas, suburbanites (34%) tend to be somewhat more informed about their district's test scores than either urbanites (27%) or rural dwellers (31%). This may reflect more publicizing of results in districts which fall in the upper percentiles.

Respondent's education is positively related to knowledge about the assessment tests: the higher the education level the more likely the respondent has heard about the state tests. While 22% of the non-high school graduates have heard or seen results of the tests, 28% of high-school graduates answer affirmatively, and a high 44% of the post-high school graduates report previous awareness of test results. Whites (33%) tend to report considerably higher awareness than non-whites (20%).

Every 4th and 7th grade child in public schools in Michigan is tested on his achievement in reading and mathematics by the State Assessment Tests. Have you ever heard about or seen your local school district's scores on these State Assessment Tests?

	Parents			Area			Education of Respondent			Race		Detroit Public Schools District	
	Total	Public School	Non-Public School	Total K-12	Urban	Suburban	Rural	Small Town	Less Than HS Grad	HS Grad	Post HS		White
Yes, knows for sure, hear/saw scores	20%	29%	23%	28%	18%	23%	1.7%	12%	18%	31%	22%	13%	15%
Yes, thinks heard or saw district scores	11	12	12	13	9	11	14	10	10	13	11	13	10
No	63	55	62	56	70	63	61	69	65	55	63	64	70
Don't know	6	3	8	3	8	3	9	9	7	1	5	10	7
Base	(1165)	(483)	(26)	(525)	(636)	(313)	(229)	(351)	(451)	(356)	(1008)	(151)	(178)

Most of those who have seen their district's assessment test scores say they saw them in the newspaper or heard about them from their own children. Those with a post high school education are both more aware of test scores and more likely to have read about them in the newspaper.

Where did you hear about or see these scores? (multiple responses allowed)

	<u>% of Total Sample</u>	<u>% of Those Who Saw Scores</u>
Newspapers	9%	28% (43% among those with post high school education)
Word of mouth from own children	7	23
Directly from schools other than school publications	5	17
Teacher conferences	4	13
Word of mouth from other adults	4	12
School publications	2	7
Meetings at school	2	6
Television	1	2
Radio	1	2
Other	5	17
Don't know	2	5
Base	(1165)	(361)

By almost a 3-to-1 margin, Michigan citizens favor district results from assessment tests being made public. Statewide, fully 65% would like to see the scores made public while only 23% say they oppose the idea. Non-public school parents (77%) are even more eager than others to have the results publicized.

These State Assessment Tests are given every year and the total school district results are made public. Individual student results are not made public.  
 Are you in favor or not in favor of making total district results public?

	Parents			Area			Race			Detroit Public Schools District
	Total	Public School	Non-Public School	Total K-12	Urban	Suburban	Small Town/Rural	White	Non-White	
Yes, favor district results public	100%	100%	100%	68%	66%	67%	58%	65%	65%	67%
No, not in favor	23	24	12	23	18	25	28	25	11	15
Don't know	12	9	8	9	17	9	14	10	24	17
Base	(1165)	(483)	(26)	(525)	(313)	(618)	(229)	(1008)	(151)	(178)



Why does the public want district scores made public? Three basic reasons which are the top mentions in each of the subgroups are: "let citizens know how students are doing" (31%), "as a comparison with other school districts" (24%), and "parents should know how their child is doing" (17%). Urban (35%), non-white (39%), and Detroit respondents (37%) feel more strongly than others that the results should be publicized "to let citizens know how students are doing".

Why are you in favor of making total district results public? (multiple responses allowed from those who favor making results public)

	<u>Total Sample</u>
Let citizens know how students are doing	31%
Comparison with other school district	24
Parents should know how their child is doing	17
Judge your school system	7
Teaching methods	5
More incentive for child	4
Need for improvement could be looked into	4
It's good - out in the open	4
Open people's mind on what should be done	3
Evaluate your own district	3
Up-grade the educational system	3
Student should know/let children know	2
Make school be more accountable to parents	2
Wake up the parents to be more concerned	1
All others	2
Don't know	2

Base (751)

Privacy of test results is the main ground on which those who oppose the publication of scores stand. In fact, fully 24% say that the assessment scores are a "private matter for parents only" and another equally large group (23%) reply that "it's a private matter/nobody's affair". Other sizable mentions

include the following: "tests are meaningless/have no benefit" (14%), "degrading to the child" (12%), "too much competition between districts" (9%), and "tests are not an adequate measurement" (9%). Although the question concerned itself with the publication of total district scores, the above responses indicate that this opposition group focused on reasons why individual scores should not be made public.

Why are you not in favor of making total district results public? (multiple responses allowed from those not in favor of making results public)

	Total Sample	
Private matter for parents only	24%	} 47%
Private matter/nobody's affair	23	
Meaningless/has no benefit	14	
Degrading to the child	12	
Too much competition between districts	9	
Tests are not an adequate measurement	9	
Categorizing people in groups	8	
Too much publicized now	4	
Between parents and teachers	3	
Use unfair/ways of administering test	2	
Doesn't reflect real learning ability	2	
All others	2	
Don't know	2	
Base	(271)	

### Local School Spending and Information

A 41% plurality of Michiganders feel that the public schools now spend their money well or very well. Eighteen percent (18%) say the funds are poorly spent, while over a quarter (26%) of the residents take a neutral position feeling that money is spent neither well nor poorly.

Public school parents (53%) hold a considerably more favorable perception of spending than do non-public school parents (27%) or non-parents (33%). Among all parental groups, though, positive ratings still outweigh the negative ratings on spending.

Urbanites, Detroiters, and non-whites (to a lesser degree) evidently feel that money is either being mismanaged or spent unwisely. Among Detroiters there is a 2-to-1 margin for the negative perception on spending. Fully 42% of the Detroiters say money is poorly spent, while only 20% say they feel it is well spent. This same trend, although not as pronounced, is found among Urbanites with 32% saying money is poorly spent and 23% rating the spending policies positively.

Statewide ratings on local spending are more positive than present Detroit ratings. Detroit ratings, however, are currently less negative in the spring of 1974 than they were in August 1973. At that time a Market Opinion Research study showed 20% feeling district money was well spent. This is the same proportion as feel so now. However, at that time 56% said money was poorly spent compared to only 42% now. Then, as now, suburbanites rated their schools' spending more positively than Detroiters.

Do you think the public schools now spend their money very well, well, neither well nor poorly, poorly, or very poorly?

	Parents			Area			Education of Respondent			Race		Detroit Public Schools District
	Total	Public School	Non-Public School	Urban	Suburban	Rural	Less Than		Post HS	White	Non-White	
							HS Grad	HS Grad				
5 = Very well	8%	11%	4%	100%	100%	100%	100%	100%	100%	100%	100%	100%
4 = Well	33	42	23	41	27	27	18	38	32	34	25	17
3 = Neither well nor poorly	26	27	27	27	26	26	23	27	29	28	19	21
2 = Poorly	13	10	15	10	15	10	22	9	12	11	23	28
1 = Very poorly	5	4	12	5	6	6	10	4	3	4	11	14
Don't know	14	7	15	7	20	21	21	10	16	14	15	16
Average	3.31	3.50*	2.90*	3.47*	3.15	2.87**	3.45**	3.51**	3.39+	3.37+	3.36**	2.97**
Base	(1165)											2.62

\*Public school parents give statistically significantly more positive ratings than do either non-public school parents or non-parents.

\*\*Rural residents give statistically significantly more positive ratings than do either urban or suburban residents.

+ Non-high school graduates give statistically significantly less positive ratings than do either high school or post high school graduates.

\*\* Whites give statistically significantly more positive ratings than do black respondents.

	Total State Sample April 1974	Det. Public School District April 1974	Det. Public School District Aug. 1973	Detroit Suburban Residents Aug. 1973
	100%	100%	100%	100%
5 = Very well	8%	3%	7%	11%
4 = Well	33	17	13	27
3 = Neither well nor poorly	26	21	16	19
2 = Poorly	13	28	33	23
1 = Very poorly	5	14	23	13
Don't know	14	16	8	7
Average	3.31	2.62	2.43	2.99
Base	(1165)	(178)	(130)	(310)

Michigan residents get most of their information about schools from newspapers (48%). However, most residents also have more than one information source. Not unexpectedly, public school parents rely on word of mouth from their own children (49%), while non-public school parents (46%) and non-parents (34%) depend on word of mouth from other adults.

Urbanites (25%) mention television as an information source considerably more often than others. Black respondents cite "word of mouth from other adults" (18%) less frequently than whites, but report a much higher reliance on television (28%) than do whites (9%).

Where do you get most of your information about your local schools? (multiple response allowed)

	Parents			Area			Education of Respondent			Race		Detroit Public Schools District		
	Total	Public School	Non-Public	Total K-12 Parents	Urban	Suburban	Small Town/Rural	Less Than HS Grad		Post HS	White		Non-White	
								HS Grad	HS Grad					
Newspapers	48%	45%	58%	46%	50%	47%	46%	39%	49%	57%	50%	33%	45%	
Word of mouth from own children	32	49	12	48	19	26	34	34	34	28	32	31	25	
Word of mouth from other adults	30	25	46	26	34	25	31	26	31	34	32	18	25	
School publications	21	32	15	31	12	7	31	15	23	25	22	16	9	
Meetings at school	12	21	12	20	4	9	14	9	12	14	12	8	9	
T.V.	11	8	12	8	14	25	7	16	9	8	9	28	27	
Directly from schools other than newsletters	10	16	12	16	6	11	11	9	11	11	10	11	10	
Teacher conferences	10	19	4	19	2	4	13	6	10	12	10	9	6	
Radio	5	4	8	4	6	7	3	5	7	4	5	9	10	
Other	13	12	12	11	15	16	15	9	13	17	13	13	11	
Not stated	*	*	-	*	*	1	*	*	-	1	1	1	*	
Base	(1165)	(483)	(26)	(525)	(636)	(313)	(618)	(229)	(351)	(451)	(356)	(1008)	(751)	(178)

\* = less than 1% response

Contact with the public school is quite high among public school parents. Fully half (50%) of these parents reported having visited the school 1-5 times, while another 37% say that they have been to their child's school more than 5 times since the academic year began. A small group (14%) of the public school parents report never having been to their child's school. Meanwhile, almost three-quarters (74%) of the other respondents report never having been inside a local public school since last September.

How many times have you been inside your child's school this year (since September 1, 1973) for meetings, conferences, or any other reason? How many times since last September 1, have you been inside any of your local public schools for any reason?

	Total Public School Parents	All Other Respondents
None	14%	74%
1 - 5 times	50	20
6 - 10	16	4
11 - 20	11	2
21 and over	10	2
Base	(500)	(661)

## TEACHER SAMPLE ANALYSIS

### Factors responsible for helping a child to learn

Whereas parents see parents, then teachers, then the individual ability of the student as the factors most responsible for helping a child to learn, teachers put teachers, then parents well ahead of any other factor. To teachers the third factor is home environment.

In a sense, the teachers themselves are assuming a great deal of personal responsibility for learning when they name themselves as the primary group responsible. At the same time they recognize the importance of the parents and the home environment from which the students come to their classrooms.

Teachers who work with students of many abilities attribute far less responsibility for learning to the ability of the individual child than those in the general population who give ability third priority.



What factors or which people do you think are most important for helping a child to learn? (multiple responses allowed)

	Total Teachers	Education Level			Grade Level			Years in Education			Membership	
		B.A.	M.A.	M.A. Plus	K-3	4-6	7-12	1-3	4-9	10 or More	MEA	MFT
Teachers	68%	71%	72%	61%	74%	71%	66%	74%	65%	68%	68%	66%
Parents	62	70	59	53	71	71	56	82	60	59	67	47*
Home environment/home life/family background	26	18	30	29	22	24	30	19	27	26	25	28
School administrators/counselors	13	7	14	26	7	12	11	7	10	16	12	13
Other students/children own age	9	7	9	13	5	10	6	15	7	8	10	4
Other mentions:												
School courses/curriculum	3											
Individual ability of child	3											
Other adults	2											
Adequate money to run schools	1											
Church or religious influence	1											
Kind of neighborhood child lives in.	1											
All others	7											
Don't know	2											
Base	(200)	(87)	(64)	(38)	(42)	(51)	(88)	(27)	(74)	(99)	(153)	(47)

\* = Significant difference MEA/MFT

Meanings for "educational accountability"

Whereas the general population has no single generally agreed upon meaning for "educational accountability," half of teachers feel it means teacher responsibility. Fourteen percent (14%) of teachers react negatively to the concept, and 12% have no meaning for it. After the 45% mention of "teacher accountability" other meanings are as diffused as in the general population.

When I say "educational accountability", what meaning does this have for you?  
(multiple responses allowed)

	<u>Teachers</u>	<u>Population</u>
Teacher responsibility/accountability	45% <sup>+</sup>	14% <sup>+</sup>
Negative response	14	-
To see if students are learning/testing	10	7
Parent responsibility/accountability	8	7
Individual student responsibility	5	6
Process - way of setting goals/measure if reached	4	3
Local schools responsibility	3	8
Way of judging schools, teachers administrators	3	1
*Who responsible for providing education/ what factors	3	3
Courses/curriculum	3	4
Local Board of Education/administration responsibility	2	3
Guaranteeing high school graduates can read/ write, etc.	2	2
*Kind of education one is receiving	2	15
Money/finances accountability	1	2
Responding to community needs/goals	1	1
Buildings/facilities	-	1
Other relevant responses	3	1
Other non-relevant responses	2	2
Don't know/can state no meaning	12	38

+Significant difference parents and population

\*Possibly irrelevant

## Perceived Accountability of Local Schools

Teachers and the general public perceive present school accountability in a remarkably similar way even though there is little agreement on what accountability is. Twenty-nine percent (29%) say their schools are being very accountable; the plurality (41%) take the neutral position of "accountable some things/not others", and 12% reply that the schools are not being accountable.

Teachers of grades 4-6 are somewhat more likely to say the schools are very accountable (35%), while only a small 8% reply that the schools are not accountable.

The more years one has spent in education, the more likely one will respond that schools are presently being very accountable. While only 19% of those who have been in education 1-3 years find schools accountable, 34% of those who have been in education 10 years and over feel the schools are very accountable.

According to your definition of educational accountability, or the meanings it has for you, do you think the local public school system in which you work is being accountable now? Would you say it is very accountable, accountable on some things but not on others, or not accountable?

	Total Teacher Sample	Total Population Sample	Grade Level					10 & over
			K-3	4-5	7-12	1-3	4-9	
1 = Very accountable	29%	26%	24%	35%	26%	19%	24%	34%
2 = Accountable some things/not others	41	42	50	33	42	41	43	38
3 = Not accountable	12	13	12	8	14	19	15	7
Don't know	20	19	14	26	18	22	18	20
Average	1.79	1.85	1.86	1.64	1.85	2.00*	1.89*	1.66*
Base	(200)	(722)	(142)	(51)	(88)	(27)	(74)	(99)

\* Respondents who have been in education 1-3 years and those who have been in education 4-9 years give statistically significantly more negative responses than those who have been in education 10 years or more.

Accountable for What?

Teachers, agreeing with the general population, feel that schools should primarily be accountable for "student progress" (42%). Types of courses (22%), goal-setting (16%), and "teacher doing a good job" (15%) are also mentioned frequently.

Interestingly enough, Michigan adults feel that the schools should be accountable for the discipline/behavior of the students (25%) and money and the way finances (21%) are handled, while these two items are hardly mentioned (6% and 5% respectively) by the teachers.

For what kinds of things do you think schools should be accountable? (multiple responses allowed)

	<u>Total Teacher Sample</u>	<u>Total Population Sample</u>
Student progress - Student learning	42%	51%
What is taught - Type of courses	22	34
Setting goals	16	12
Teacher doing good job	15	29
Buildings/facilities	14	6
Community demands/needs	9	10
Discipline/behavior of students	6	25
Money/finances/way taxes/money spent	5	21
Everything school does	4	13
Other (includes wide variety of mentions: safety, busing, grades, remedial help, attention to high achievers, keeping students interested, etc.)	23	23
Don't know	17	77
Base	<b>61</b> (200)	<b>(1161)</b>

Teachers perceive their own role as being accountable for student progress (49%) and course planning (32%). As was illustrated previously, parents stress teacher responsibility for student discipline (33%) while teachers do not regard this as part of their realm of responsibility. Michigan adults also emphasize that teachers should be accountable for communication with parents (21%), while teachers do not mention this.

For what kinds of things do you think teachers should be accountable? (multiple responses allowed)

	<u>Total Teacher Sample</u>	<u>Total Population Sample</u>
Student progress	49%	61%
Course planning/lesson plans	32	30
Student discipline	11	33
Communication with parents	8	21
Other (wide variety of mentions)	36	34
Don't know	17	4
Base	(200)	(1161)

State definition of Accountability and Teacher Response to it.

Only half (54%) of the teachers report that they have heard of the State Department of Education's 6-step accountability model.

Have you ever heard of the 6-step accountability model of the State Department of Education?

	<u>Total Teacher Sample</u>
Yes	54%
No/don't know	46
Base	(200)

After the teachers were asked this question, the following wording for the State Department of Education's plan of educational accountability was read to each respondent.

EDUCATIONAL ACCOUNTABILITY is a way of deciding:

What we want the schools to do.

How well the schools are doing now.

What better methods the schools might use.

How well these methods work.

What the schools should do next.

This was done to assure that the teachers would all be reacting to the Department of Education meaning on subsequent questions.

A majority of teachers (55%), but only a bare majority, support the Department of Education's definition. Support for this concept is considerably higher among the general populus (86%).

It was previously shown that the more years one spent in education the more likely one was to perceive one's school system as being very accountable. This data adds another element to the picture: there is a negative relationship between number of years in education and support of the state plan. In other words, the more one has been in education, the less likely one is to support the state accountability concept.

In general, would you say that you support or oppose this State Department of Education idea; that is, to be accountable by having schools decide what they should be doing, deciding how well they are doing now and making any changes to do better. Would you say you strongly support the idea, somewhat support the idea, neither support nor oppose the idea, somewhat oppose the idea, or strongly oppose the idea?

	Total Teacher Sample	Total Popul- ation Sample	Years in Education		
			1-3	4-9	10 & over
5 = Strongly support	16%	34%	26%	12%	15%
4 = Somewhat support	41	52	37	50	34
3 = Neither support nor oppose	12	9	15	11	12
2 = Somewhat oppose	10	3	7	10	10
1 = Strongly oppose	13	1	7	7	18
Don't know	10	-	7	11	10
Average	3.41	4.16	3.72*	3.58*	3.20*
Base	(200)	(1161)	(27)	(74)	(99)

\* Those teachers who have been in education 1-3 or 4-9 years give statistically significantly more positive ratings than those teachers who have been in education for over 10 years.

While only 29% of the teachers feel the schools are "very accountable" according to their own definition for the term, fully 83% say that local schools are doing the things fully or to some extent involved in the State Board's definition.

Again, the longer the teacher has been involved in education, the more likely (s)he will perceive the system to have incorporated the state concepts of accountability.



Do you think the local school system in which you work is now doing the things stated in the State Board's definition of educational accountability?

	Total Teacher Sample	Total Popu- lation Sample	Years in Education		
			1-3	4-9	10 & over
3 = Yes, fully doing this	29%	21%	30%	26%	30%
2 = Yes, Partially, to some extent	54	43	44	58	54
1 = No	13	13	22	14	10
Don't know	5	23	4	3	6
Average	2.16	2.10	2.08	2.13	2.22
Base	(200)	(1161)	(27)	(74)	(99)

Teachers (53%) tend to see local public schools as being more accountable now than 4-5 years ago. Teachers' perceptions are more positive on this than the attitudes of the average Michigan citizen.

Compared to 4 or 5 years ago, do you think the local public school system in which you work is now being more accountable in the way described, about the same as 4 or 5 years ago, or less accountable?

	Total Teacher Sample	Total Population Sample
3 = More accountable	53%	32%
2 = Same	24	23
1 = Less accountable	9	19
Don't know	4	18
Did not work in school district	11	8
Average	2.52	2.17
Base	(200)	(1161)

## Leadership in Becoming More Accountable

Teachers are assuming a large burden of the responsibility as regards accountability -- teachers rank themselves first as the group who should be supplying leadership towards increased accountability. Following themselves, teachers feel that the responsibility must be shared by the local Board of Education (51% accumulated mention), principals (43%) and parents (37%).

Meanwhile, Michigan residents feel that leadership should come from the local Board of Education (68%) first, and then from teachers (53%) and principals (47%).

Which of the following groups or individuals in this state, do you think should have the main responsibility for leading schools to be accountable?

	<u>Ranked First</u>	<u>Ranked Second</u>	<u>Ranked Third</u>	<u>Teacher Total % ranking as 1st, 2nd or 3rd</u>
Teachers	32%	19%	14%	65%
Local Board of Education	14	21	16	51
Principals	9	20	14	43
Parents	9	17	11	37
State Board of Education	13	5	5	23
Citizens	8	1	9	18
Students	4	3	8	15
State Government	1	2	1	4

Ideas on Making Schools more Accountable

Teachers and Michigan residents see eye-to-eye on how schools can become more accountable to citizens. Increased communication, at all levels, -- teacher-student-parent-teacher and Board of Education - Administration--is the overriding response by all.

Teachers agree with the general population that the next set of ideas would be course-oriented, and that the third set of solutions would revolve around the teachers themselves.

What do you think the schools should be doing to be more accountable? (multiple responses allowed)

	Total Teacher Sample	
<u>Increased Communication Respses</u>		
Better communication between teachers/parents	8%	} 22%
More parent involvement in schools	6	
Better communication between Board of Education and Administration	4	
Communication between teachers and students	3	
More information concerning schools	1	
<u>Course-Oriented Responses</u>		
Better basic education	6	} 14%
More practical, job-oriented education	4	
Specific course/curriculum suggestion	3	
Better college preparation	1	
<u>Teacher-Oriented Responses</u>		
Increased accountability of school staff	8	} 12%
Better teachers/better quality	3	
Eliminate teacher tenure	1	

Total  
Teacher  
Sample

Other Responses

Better grading/student evaluation	8%
None - well pleased with our schools	6
Schools more responsible to community needs	5
Specific personal gripe about schools	4
Effective use of money/finances/taxes	2
Correction of specific school problem	2
Better student discipline	2
All others	6
Don't know	33
Base	(200)

Assessment Tests

Awareness of State assessment test scores is very high among Michigan teachers, fully 91% report that they have seen or heard their local district's scores.

Every 4th and 7th grade child in public schools in Michigan is tested on his achievement in reading and mathematics by the State Assessment Tests. Have you ever heard about or seen your local school district's scores on these State Assessment Tests?

	<u>Total Teacher Sample</u>
Yes, knows for sure heard or saw scores	79%
Yes, thinks heard or saw district scores	12
No	9
Don't know	1
Base	(200)

More teachers oppose the idea (45%) of publicizing district assessment test results than favor it (41%). This contrasts with the general population's desire to publicize district scores.

As we have said, these State Assessment Tests are given every year and the total school district -- not individual -- results are made public. Are you in favor or not in favor of making district results public?

	<u>Total Teacher Sample</u>	<u>Total Population Sample</u>
Yes, favor district results public	41%	65%
No, not in favor	45	23
Don't know	15	12
Base	(200)	(1161)

The main reasons cited by teachers who want the scores made public are "community has right to know what school is doing" (19%), "parent should know how child is doing" (12%), "comparison with other school districts" (12%), and "it would not hurt, no need to hide it" (12%).

Why are you in favor of making district results public? (multiple responses allowed of those who favor making results public)

	<u>Total Teacher Sample</u>
Community has right to know what school is doing	19%
Parent should know how child is doing	12
Comparison with other school districts	12
It would not hurt/no need to hide	12
Evaluate own district/how it rates	9
If weak school system, can be corrected	6
How teachers doing their job	5
Community willing to be more concerned	5
School more accountable to parents	4
Evaluate your school system	3
Wake up parents to be more concerned	1
Up-grade the educational system	1
All others	7
Don't know	4
Base	(81)

A belief that "the assessment tests are not an adequate measurement" (30% mention) is the reason most Michigan teachers oppose publicizing district results.

Why are you not in favor of making district results public? (multiple responses allowed for those who oppose making the scores public)

	<u>Total Teacher Sample</u>
Tests are not an adequate measurement	30%
Use unfair ways of administering tests	11
Too much competition between districts	10
No benefit/no purpose	9
Categorizing people in groups	9
Doesn't reflect real learning ability	9
Private matter/nobody's affair	8
Too much publicized now	6
Degrading to child/more harm than good	2
All others	9
Base	70 (90)

## Local Spending

Teachers, by more than a 2-to-1 margin, are satisfied with the way school monies are being handled. In fact, over half (54%) say schools spend their money well or very well, while only 21% say money is being mismanaged or poorly spent.

Teachers of grades 4-6 are considerably more likely to perceive local school money as being well spent.

Do you think the local public schools in which you work now spend their money very well, well, neither well nor poorly, poorly, or very poorly?

	Total Teacher Sample	Total Popul- ation Sample	Teach		
			K-3	4-6	7-12
5 = Very well	22%	8%	17%	28%	19%
4 = Well	32	33	29	43	33
3 = Neither well nor poorly	23	26	19	12	27
2 = Poorly	15	13	19	12	15
1 = Very poorly	6	5	10	6	3
Don't know	3	14	7	-	3
Average	3.52	3.31	3.26*	3.75*	3.51
Base	(200)	(1161)	(42)	(51)	(88)

\* Respondents who teach in grades 4-6 give statistically significantly more positive ratings than K-3 teachers.

## SUMMARY AND RECOMMENDATIONS

- \* There is no agreed upon meaning for "educational accountability" in Michigan as of the spring of 1974. Nearly half of teachers think educational accountability means teacher accountability. Meanings are diverse and diffuse to the rest of the teachers and all of the general public.
- \* Before a concept such as "educational accountability" can be communicated it must first acquire some shared meaning.
- \* The Department of Education has developed a 6-Step Accountability Model. This defines educational accountability in "systems" terms. Accountability is described as an ongoing process involving setting goals at the local level, measuring how well the schools are doing in achieving these goals, implementing change, measuring its effect and setting new goals. Awareness of this 6-Step Accountability Model, by name, is very low -- only 4% among the general population. Awareness reaches 54% among teachers.
- \* When the concept of the 6-Step Accountability Model is presented, there is high agreement among the general public, but less agreement from teachers that local schools should be encouraged to implement such a process.
- \* It is important to realize that the meaning given to "educational accountability" in the 6-Step Accountability Model, is not the meaning which urban, non-white, and less educated citizens would choose. They would prefer accountability to



mean the guarantee that their children would have the basic skills and be able to hold a job upon graduation from high school. This important difference in the desired meaning for "educational accountability" is important to consider in further consideration of definition, communication and implementation of the concept and the 6-Step Model. The process in itself has little relevance to the citizen with a specific and basic performance goal.

- \* If the 6-Step Accountability Model is to attain acceptance and adoption, a heavy communication job will be required built upon a consensus meaning for "educational accountability" which is relevant to all citizens. One step in communicating such a meaning would be to develop a one-sentence, quotable description of what accountability is.
- \* Despite the many and varied meanings for "educational accountability" -- in terms of whatever it means to each individual -- one-quarter of both teachers and citizens feel their local schools are very accountable to citizens now. Another 4 out of 10 feel their schools are accountable in some things, not others.
- \* There are some points about education in the state today where citizens and parents have quite different perspectives. The citizen sees the main factors which contribute to learning as (1) parents, (2) teachers, and (3) individual ability of the student, in that order. The teacher, however, sees the three most important factors as (1) teachers, (2) parents, and (3) home environment of the student. Thus teachers are placing considerable responsibility for learning on themselves.

- \* Another area in which parents and students show some difference in opinion is in the matter of publicizing district scores for the State Assessment Tests. While 65% of citizens favor making district results public only 41% of teachers do.
  
- \* Teachers rate the way schools spend their money better than the average Michigan citizen does, though even the average citizen rates spending on the positive side. The exceptions are citizens in urban central city districts (the majority of them in Detroit) who rate school spending negatively.
  
- \* Performance orientation shows up among both teachers and the public when they are asked for what things they think local schools and teachers should be accountable. "Student progress and student learning" is the major mention for both schools and teachers among both the public and teacher groups. This re-emphasizes that a performance goal is a desired meaning for "educational accountability."

STATISTICAL APPENDIX

POPULATION SURVEY

Population Sample

Main Sample: A representative sample of 800 Michigan adults was selected. They were selected on the basis of an area probability sample, based on the 1970 U.S. Census count of occupied dwelling units in Michigan. The sample was stratified by Standard Metropolitan Statistical Areas (SMSAs), counties in rank order of number of households within the SMSAs, and non-metropolitan area counties in rank order of their numbers of households. One hundred (100) sampling points were selected at the census tract/block level. In each sampling point interviewers were supplied with a map of the selected block, instructed as to the randomly chosen house at which to start. They were to proceed to call on every fourth house until they completed 8 interviews in the sampling area, (no more than one per house) half with males and half with females. (Eligible respondents were adults 18 years and over exclusive of those still attending high school.)

An initial call and one callback were made at each designated household on different days at different times of day. If no interview was completed after two calls, the household next door was substituted for the selected household (alternating left and right). Fifty-four percent of interviews

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were completed at the predesignated household, and 46% at house-next-door substitutes.

**Oversamples:** In order to give statistical stability to particular subgroups, three oversamples of respondents were interviewed. The first was an oversample of 270 individuals in the Detroit Public Schools District.

The main sample called for 17 sampling areas to fall in the City of Detroit. Instead, 52 sampling areas were drawn for Detroit as a probability sample of occupied dwelling units in the city. Seven or eight interviews were assigned to each, yielding 412 interviews in total (136 of which would have been in the main sample and the balance representing the numbers needed for the oversample.)

The oversample of Detroit Public School District Residents automatically added the stability of additional interviews to the numbers in the non-white subgroup. To make this non-white group representative of the whole state, an additional 30 interviews were completed, distributed among the sampling areas outside the city in which black residents live.

In all 293 interviews were completed with non-white respondents in the state.

Additionally, to bring the number of non-public school parents to a sample size of 100, each time an interviewer completed an interview with a non-public parent in the state, he asked that respondent for the names of other non-public parents within the same immediate neighborhood.

He then interviewed 3 of these. An oversample of 73 non-public parents was thus interviewed. This brought the total number of non-public parents interviewed to 96, preserving their distribution by area.

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In all 1,165 general population interviews were completed. Their numbers were then computer weighed to the proportions obtained in the main sample of 800 for the relevant subgroups.

Weighing the Population Sample:

The 1,165 interviews were weighed to the proportions obtained in the main sample of 800 on the following variables:

<u>Variable</u>	<u>Actual Interviews</u>	<u>Percent in main Sample</u>	<u>Weighed Number of Interviews</u>
<b>Area:</b>			
City of Detroit	412	17.0%	178
Balance of state	753	83.0%	983
	<u>1,165</u>		<u>1,161</u>
<b>Race:</b>			
Black	289	11.9%	145
White	869	87.4%	1008
Other	4	.5%	6
Refused	3	.2%	2
	<u>1,165</u>		<u>1,161</u>
<b>Public/Non-Public:</b>			
Public School Parents	426	41.8%	486
Non-Public Parents	71	2.2%	26
Parents with children both public/non-public (can be added to both groups above)	25	.1%	1
Non-K-12 Parents	643	55.9%	648
	<u>1,165</u>		<u>1,161</u>

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Checking main sample (unweighed) and weighed sample against census proportions

After interviewing was completed the main sample was checked against census figures to assure its representativeness. After weighing on the area, race, and non-public/public/non-parent variables the final weighed sample was checked on other variables to assure that the weighing had not disproportioned it in some unexpected manner.

<u>Variable</u>	<u>1970 Census</u>	<u>Main Sample (unweighed) N=800</u>	<u>Total Sample (weighed to compensate for oversamples) N=1165</u>
Sex:			
Male	48.0	48.7	48.2
Female	52.0	51.3	51.8
Age:			
18-24	18.3	13.5*	13.0*
25-34	19.3	25.3	26.5
35-44	17.8	19.7	20.2
45-54	17.9	16.2	15.8
55-64	13.3	11.4	11.0
65 and over	13.4	13.6	13.5
Refused		.2	.2

\*Young adults still in high school were not eligible respondents.

Race:			
Black	10.5**	11.9	12.5
White and other	89.5	87.9	87.3
Refused		.2	.2

\*\*Census concedes undercount of blacks and black proportions in Detroit have increased since 1970.

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Analysis groups

Survey results were computer printed for the total sample and 13 subgroups for purposes of analysis. The subgroups analyzed are shown in the table under sampling error tolerance which follows.

Sampling error tolerance

In any sample survey some allowance must be made for sampling error. This is the difference to be expected in answers from a sample versus the answers which would be obtained if every individual in the population had been interviewed. The sampling error tolerance is based on total interviews with each subgroup. For this study it is as follows:

<u>Analysis group</u>	<u>Actual interviews</u>	<u>Sampling Error Tolerance</u>	<u>Percent in weighed Sample for analysis</u>
<u>Total population of adults</u>	1,165	+ 2.9%	100.0%
<u>Parent status:</u>			
Public school (K-12) parents	451	+ 4.8%	41.6
Non-public school (K-12) parents	96	+10.0%	2.2
Total K-12 parents	547	+ 4.4%	45.2
Non K-12 parents	643	+ 4.0%	54.8
<u>Area:</u>			
Urban (central cities of SMSAs)	525	+ 4.5%	27.0
Suburban (balance of area outside of central cities of SMSAs)	480	+ 4.7%	53.2
Non-metro (non- SMSA) counties	160	+ 8.2%	19.7

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<u>Analysis Group</u>	<u>Actual interviews</u>	<u>Sampling Error Tolerance</u>	<u>Percent in Weighed Sample for analysis</u>
<u>Education Level:</u>			
Less than high school graduate	35	+ 5.4%	30.2
High school graduate, no further education	453	+ 4.7	38.9
Post-high school education	358	+ 5.4	30.6
<u>Race:</u>			
White	869	+ 3.3%	86.8
Non-white	293	+ 5.8%	13.0
<u>Detroit Public Schools District</u>	412	+ 5.0%	15.3

Survey instruments for both population and teacher surveys

Development of the questionnaires for both surveys, and mention of those who reviewed and critiqued the questionnaires are described in the Forward of this report.

TEACHER SURVEY

Teacher Sample

The Michigan Education Association and the Michigan Federation of Teachers cooperated by providing access to their active membership lists. The sample was drawn in the same manner from each list, by hand from the MFT list and by computer from the MEA list. The random number "6" was chosen as a starting point for both lists and every 132nd name drawn. Both lists were mailing lists ordered in the same manner, by zipcode and then alphabetically within zip code.



## MARKET OPINION RESEARCH

A total of 780 names were drawn. These were grouped in order in blocks of 3 names. The middle name was the designated respondent. Telephone numbers had to be looked up for all names and some were not obtainable. Two hundred telephone interviews were completed, 54% with the designated respondents and 46% with substitute names above or below the designated names on the list.

81

78

MARKET OPINION RESEARCH

Analysis groups

Data from the teacher survey was computer printed and analyzed by the following groups:

	<u>Number of Interviews</u>	<u>Percent of Sample</u>
<u>Total teachers</u>	200	100.0%
<u>By support or opposition to State Board of Education accountability plan:</u>		
Support	112	56.0
Neutral opinion	44	22.0
Oppose	44	22.0
<u>By education level:</u>		
B.A./A.B.	87	43.5
M.A.	64	32.0
M.A. plus additional education (Other 5.5%)	38	19.0
<u>By grade level of teaching</u>		
K-3	42	21.0
4-6	51	25.5
7-12	88	44.0
(Other 9.5%)		
<u>By years in education</u>		
1-3	27	13.5
4-9	74	37.0
10 or more	99	44.5

MARKET OPINION RESEARCH

By organization membership

Michigan Education Association  
Michigan Federation of Teachers

<u>Number of Interviews</u>	<u>Percent of Sample</u>
153	76.5
47	23.5

THE PUBLIC'S UNDERSTANDING AND ATTITUDES  
TOWARD EDUCATIONAL ACCOUNTABILITY

PART II

THE PUBLIC HEARINGS

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June 21, 1974

Dr. John W. Porter  
Superintendent of Public Instruction  
Michigan Department of Education  
Lansing, Michigan 48902

Dear Dr. Porter:

In early 1974, you commissioned the twenty-five persons whose signatures appear below as representatives of organizations, agencies, and individuals independent of the State Board of Education and the Michigan Department of Education. As a panel, you charged us with: (1) conducting a series of public hearings to provide people throughout the state the opportunity to express their views on the issues connected with educational accountability; and, (2) reviewing the summaries of the hearings to certify to their accuracy as a faithful reflection of the views expressed in the hearings' testimony.

In carrying out the first charge, we planned for and conducted a series of thirteen public hearings throughout the state. Over 250 people testified at these hearings. Individuals and representatives of organizations and agencies expressed their views of the six-step accountability process recently adopted by the State Board of Education, their own proposals for increased educational accountability, and generally expressed their views on the many issues related to accountability.

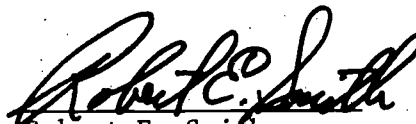
After the testimony from the hearings was arranged according to a format the panel developed, we -- as a panel -- reviewed the summary of the public hearings. We now certify that summary as an accurate and faithful reflection of the views expressed during the public hearings and hereby transmit that summary to you. Thus we have now fulfilled both of the charges originally given by you.

We hope that the efforts of the panel, and of those who testified during the public hearings, will provide worthwhile information that leads to an improved quality of education for the children and young people of Michigan.

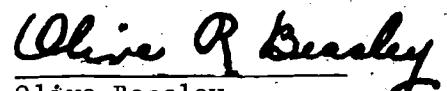
Sincerely,



Ronald Stodghill  
Director of Education  
New Detroit, Inc.



Robert E. Smith  
Michigan Farm Bureau



Olive Beasley  
Michigan Conference of  
NAACP Branches



William H. Clark  
Michigan Council of  
Urban Leagues



Betty Seizinger  
The League of Women  
Voters of Michigan



Elaine Stienkemeyer  
Michigan Congress of  
Parents Teachers &  
Students

Lewis Easterling  
Lewis Easterling  
Michigan State Chamber  
of Commerce

Juan Ramos  
Juan Ramos  
La Raza Unida

Eldon W. Sneeringer  
Eldon W. Sneeringer  
Michigan Manufacturers  
Association

Oscar Paskal  
Oscar Paskal  
International Union, United  
Automobile Workers

Anthony C. Fortunski, P.E.  
Anthony C. Fortunski, P.E.  
Michigan Association of  
the Professions

Meg Brown  
Meg Brown  
American Association of  
University Women

Leonard Grossman  
Leonard Grossman  
Michigan Chapter of  
American Civil Liberties  
Union

Dée Lyons  
Dée Lyons  
Michigan State AFL-CIO

Gerald Parish  
Gerald Parish  
Inter-Tribal Council of  
Michigan

Joe Hansknecht  
Joe Hansknecht  
Urban Alliance, Inc.

State Board Appointees:

Edward B. Keller  
Edward Keller

John Trumbell  
John Trumbell

Cliff Taylor  
Cliff Taylor

Howard Stoddard, Jr.  
Howard Stoddard, Jr.

John Dodge or Mary Keeler  
John Dodge or  
Mary Keeler

Clyde McQueen, Jr.  
Clyde McQueen, Jr.

Douglas Ward  
Douglas Ward

Sister Thomas Aquinas Walmsley, I.H.M.  
Sister Thomas Aquinas  
Walmsley, I.H.M.

Hortense Canady  
Hortense Canady

## PREFACE

The series of thirteen public hearings on educational accountability were held for several reasons. One objective was to provide the opportunity for educational organizations and associations, as well as lay groups and individuals, to offer proposals for achieving increased accountability in education. Another purpose of the public hearings was to provide opportunities for educational and lay organizations, as well as the public-at-large, to review the six-step accountability program recently adopted by the State Board of Education and the Michigan Department of Education. Each public hearing also was to provide the opportunity for educational organizations, lay organizations, and individuals to respond to the several accountability proposals offered, including the State Board's six-step program.

The public hearings were conducted by individuals representing agencies independent of the State Board of Education and the Michigan Department of Education. The independent nature of the accountability panel was to help assure fair and impartial hearings. In addition to conducting the public hearings, the panel also was charged with reviewing the summaries of the hearings to certify to their accuracy as a faithful reflection of the views expressed in the testimony.

Sixteen state organizations and agencies interested in education, but not directly affiliated with schools, were selected to appoint a representative to serve on the panel charged with conducting the public hearings. The organizations and agencies selected were: American Association of University Women; Michigan Chapter of American Civil Liberties Union; Michigan State AFL-CIO; Michigan State Chamber of Commerce; Michigan Congress of Parents Teachers and Students; Inter-Tribal Council of Michigan; La Raza Unida; The League of Women Voters of Michigan; Michigan Association of the Professions; Michigan Council of Urban Leagues; Michigan Farm Bureau; Michigan Manufacturers Association; Michigan Conference of NAACP Branches; New Detroit, Inc.; International Union, United Automobile Workers; and Urban Alliance, Inc. The other nine of the twenty-five member panel were appointed by members of the State Board of Education.

The locations, the number, and the dates of the public hearings on educational accountability were determined by the twenty-five member accountability panel, as well as the procedure and format to be used in conducting each hearing. Before the first public hearing began, letters -- along with suggested news releases -- were sent to: (1) superintendents of all 658 local and intermediate school districts; (2) twenty-five lay organizations and agencies; (3) members of the Educational Legislative Advisory Council; and, (4) the deans and directors of all Michigan teacher training institutions. In addition, the Department of Education issued a series of eight press releases to the news media before and during the hearings. Thirteen hearings were held throughout the state. A listing of the locations and dates of the public hearings, as well as a copy of the procedures followed, is contained in Appendix B.



An eight minute time limit for those who testified at the hearings was set by the panel. Those who testified were encouraged to submit copies of their testimony. Some, who didn't testify at the hearings, submitted written position statements. A summary of the numbers of organizations, agencies, and individuals offering testimony is contained in Appendix C. In addition to the tape recordings made of the proceedings, two State Department of Education staff people took extensive notes at each hearing.

The panel chose to divide into two sub-panels that would contain a representative diversity similar to the whole panel. Each panel attended and conducted approximately half of the thirteen public hearings located throughout the state.

The tapes of the hearings, the recorders' reports, and the written material submitted or mailed to the panel's staff constituted a massive body of raw data that emanated from the thirteen public hearings on educational accountability. These data are on file at the Michigan Department of Education.

When the thirteenth public hearing was completed, April 4, 1974, the accountability panel's first charge was carried out. Next, the raw data were summarized, classified, and analyzed according to a categorization schema advanced by the members of the accountability panel.

The diverse, random nature of the testimony collected from the public hearings and from the submitted position statements or letters preclude characterizing the following report as a scientific sample. It is not. The raw data were not gathered with the scientific preciseness used by Market Opinion Research for the public opinion survey in Part I of this report.

The twenty-five member accountability panel experienced difficulty in finding an appropriate framework in which to present the summary report, and so complete their second charge. The accountability panel and staff wish to point out and stress some of the following limitations of the material in the report of the public hearings.

The use of public hearings as a forum for eliciting public opinion and reaction about a stated subject has value; but, when reviewing the testimony, the bias inherent in this forum should be considered. Those who have a deep interest in a subject both pro and con, tend to constitute the category of people who testify at public hearings.

Another point to consider is the bias intrinsic to any type of reporting process short of one which is verbatim. When deciding what to include or omit from a statement, subjective judgment is used. The assignment of appropriate weight to the aggregate testimony of organizations and individuals is difficult. Again, subjective judgement is used.

In addition, after organizing the raw data and writing the report, there is a natural inclination for the end product to become a set of conclusions rather than a report of what has been said. There is a fine line between a statement and a conclusion.

The hearings, in addition to providing a needed forum for public discussion, served to focus awareness and attention on the controversial issue of educational accountability. Thus, despite the real limitations of constructing a

report that adequately reflects the massive amount of raw data, the following summary, which gives the flavor of the views earnestly held and expressed at the public hearings, is hereby presented. The panel submits this report as a discharge of the second task which it initially agreed to undertake, to report accurately and faithfully what was said at the thirteen public hearings.

The panel wishes to express its appreciation to the State Board of Education and the Michigan Department of Education for the assistance received in carrying out this task. A special word of thanks, for their valuable assistance, is due two Department staff members: Faith Bishop and Philip Kearney.

## SECTION ONE

### THE MEANINGS ASCRIBED TO EDUCATIONAL ACCOUNTABILITY

#### The Different Meanings

A series of thirteen public hearings were held throughout the state during March and April, 1974. The hearings were part of the statewide study of the meaning, purposes, and methods of educational accountability which was undertaken by State Superintendent of Public Instruction, John W. Porter, at the request of Governor William G. Milliken.

The testimony from the hearings revealed, among other things, that there was no common-agreed-upon meaning ascribed to the term "educational accountability."

Accountability, if defined at all, was ascribed various meanings by those who testified. It was, for example, thought to be the place where passing the buck stops. Others viewed accountability as communication of information of what goes on in education. Still another defined accountability as the responsibility to carry out a quality performance of duties. The definitions were random and diverse.

Assessment, teacher evaluation, and accountability appeared to be used interchangeably throughout the hearings. Some viewed the state assessment program as the only present way of measuring accountability. Many teachers and teachers' organizations expressed the concern that the assessment testing would be used as the basic criteria in teacher evaluation and job retention.

Some of those who testified defined accountability as a management technique. Data collected and analyzed about programs and practices that led to sound fiscal programs and personnel decisions meant educational accountability to some. Correlated to this idea was the view, by some who testified, that fiscal responsibility was equal to accountability.

Other definitions of accountability included:

1. the continuous willingness to evaluate education, to explain and interpret this evaluation with constituents or the public, and to be personally and organizationally responsible for what is revealed;
2. the maximal possibility for each child, in a humane school atmosphere, with assigned responsibility that includes teachers, parents, students, board. etc.;
3. quality education where local school boards have real control over regions;

4. each teacher, administrator and others must be held responsible for educational achievement; and,
5. defining where you are (conditions), where you want to go (goal/objective), how best to get there (vehicle), and how to measure your success in accomplishing your objective (feedback indicators); and making written statements available to the public.

#### Need For Further Definition and Clarification

The need for a common definition that would identify the essential qualities of educational accountability was stated as the source of one problem connected with the issue of educational accountability. It was viewed that the lack of a concise, clear, and mutually-acceptable definition for accountability has raised questions and concerns from those involved in the educational process.

Some viewed it to be the job of the State Board of Education, and/or someone from the state level, to clarify what is meant by accountability. Others who testified viewed it the duty or responsibility of the local district to define and clarify the term accountability.

Accountability, it was thought, when given a common definition, should delineate not only those who are responsible, but also what their responsibilities are. In addition, it was stated by a representative of school administrators that program accountability and personnel accountability should be differentiated.

## SECTION TWO

### THE STATE BOARD OF EDUCATION'S SIX-STEP ACCOUNTABILITY MODEL

#### A Description of the Model

The accountability model, as adopted by the State Board of Education and the Michigan Department of Education, is a six-step planning process which seeks to improve educational opportunity for Michigan's youngsters.

The first step is the identification of educational goals. Local districts and educators are encouraged to adopt or modify these goals or to identify completely new sets of their own.

The second step in the process is the development of objectives, which add detail to the general statements called goals. Objectives can be adopted or modified, or new objectives may be developed by local districts.

Step three of the accountability process is an assessment of educational needs through assessment testing. Tests determine if students are meeting statewide or local minimal objectives. Data assist educators and citizens to identify program areas which may need more attention.

Step four, an analysis of delivery systems, examines teaching methods, use of materials, facilities, staffing and professional training with focus on how they serve to meet the objectives.

Evaluation, the fifth step in the accountability process, helps determine if the existing, new, or revised methods aided children in learning better. Evaluations conducted at the state level, at the local district level, and at the classroom level, seek to determine whether these programs are effective.

The final step in the accountability process, recommendations for improvement, completes the cycle. Districts share their successes with others or modify their programs.

The complete six-step process is now in varying degrees of implementation at the state and local levels. It is a logical way for people in education to make better decisions to assure a quality education for all Michigan children.

#### Perceptions of the Model

The League of Women Voters commended the State Board of Education and the Michigan Department of Education for striving to provide Michigan with desirable defined goals, objectives, and tools for improving the educational

opportunity for all citizens. However, they expressed the opinion that financing should be included as an integral part of the plan.

Testimony revealed that, while people were in favor of the concept of accountability, opinion was unevenly divided about the state's six-step process. The majority of those who testified did not support the model. Among those who would not support the state model were teachers' organizations, teachers and an elementary principals' association. Among those expressing support for the state's six-step process were representatives of districts that had implemented the model as one of eleven pilot schools.

The perceptions of the State Board's accountability model were, as diverse as the meaning ascribed to the term accountability. Many of the teachers who testified at the public hearings on educational accountability talked almost exclusively about the state assessment tests. A representative for the State Department of Education concurred that people oftentimes perceived the educational assessment program to be the entire accountability program. He viewed this as a misconception. A local board of education member, in a district where an accountability process has been implemented, declared that testing is only one part of the accountability process both in his district and at the state level. He also added that accountability could be accomplished if everyone kept the interest of the student in mind and had the courage and self-confidence to overcome the fear of change.

Other perceptions of the State Department of Education's accountability model were expressed. It was feared that the state was thrusting an accountability model upon local districts that would call for major curriculum and teaching changes. A fear allied to this perception was voiced during the hearings, that the accountability model was turning over more control to the state -- with or without the knowledge of the Legislature or Governor. Others also felt that the state model might tamper with the good things going on now in the classrooms of Michigan, and they were opposed to the State Board of Education's direction for the future. The Michigan Association of Supervision and Curriculum Development, and the Michigan Forum of Educational Organizations, stated they were against a single or statewide accountability system.

It was pointed out that a business-industry oriented idea of standardization could not be used effectively in education, and the model faces opposition because of its exclusively cognitive nature that does not mention the affective or psychomotor dimensions.

The Michigan Department of Education's representative testified that the Michigan Department of Education had no intention of specifying the total school curriculum. Their intention was to state the skills absolutely necessary for children and youth to know, and to design the educational assessment program to test at least some of those skills. It was his view that the minimal objectives, on which the Michigan Educational Assessment Program was based, are already part of every school curriculum.

The pages that follow present a summary of testimony that focused on specific steps of the model.

### Common Goals

The first step of the State Department of Education's Accountability Model is the identification of goals. During the series of thirteen public hearings on accountability, observations and comments were made relative to common goals.

Parents expressed the view that education would not be minimized, but maximized, through goals. They also expressed the opinion that they would know what to expect from education if parents and students knew of the goals and objectives for the year.

The League of Women Voters expressed the opinion that the state should establish broad goals, but the local districts should write their own goals. The views were similar to those stated by representatives of the American Association of University Women. The AAUW thought that the goals to improve education need to be developed cooperatively by the persons most directly involved. An accountability plan should make clear that all persons involved in the education process have important responsibilities; they should be accountable for the effort to reach agreed-upon goals.

In regard to "The Common Goals of Michigan Education," the opinion was conveyed, in a written statement sent in by teachers, that if more emphasis were placed on goal area I -- citizenship and morality -- and goal area II -- democracy and equal opportunity -- then goal area III -- student learning -- might be more easily achieved. A teacher who testified also viewed "The Common Goals of Michigan Education" as good, but stated that freedom to make local decisions was preferable to a statewide mandated curriculum.

One school board member advocated establishing flexible goals and performance objectives that are open to evaluation. Another board member stated the necessity for an accurate measurement of when goals have been met. His opinion was that the evaluation system to determine goal achievement should be made by people familiar with the situation, and that both objective and subjective methods should be used.

### Performance Objectives

Performance objectives were defined as tools, and they should be clear enough to share meaningfully with students and parents but should not be unnecessarily minute. The development of performance objectives was considered, by others who testified, as best done by parties as low in the decision-making hierarchy as possible -- hopefully at the teacher-student-parent level. Some agreed that setting goals and objectives should be a local matter, but the Michigan Chamber of Commerce viewed it the responsibility of teachers to develop performance objectives and to ensure that all students meet those objectives.

Those who mentioned performance objectives during the hearings, and who favored the concept of performance objectives, included representatives of the National Association for the Advancement of Colored People, the League of Women Voters, the American Association of University Women, the Michigan Department of Education, some of the teachers who testified, some administrators, some local board of education members, and some parents.

Pre-primary performance objectives were criticized by a parent. The Michigan Federation of Teachers stated that problems in the State Plan regarding the restricted definition and application of performance objectives existed. Representatives of teachers' organizations questioned: (1) the present behavioral objectives, (2) administrators pressuring teachers to have their students meet the state's minimum objectives, (3) performance objectives dominated by low-level items -- because tests are readily available, (4) a system based on performance objectives, and (5) the time involved in the development of performance objectives. In addition, a parent group objected to the time and effort spent on developing performance objectives.

Concern was often expressed during the hearings, by many teachers and teachers' organization representatives, that a system focused on performance objectives would inhibit the process of individualized learning. It was stated that, if standardized behavioral objectives were accepted, education in the public schools would be reduced to behavior that could be measured. Further, they felt this would focus on training at the expense of learning, and standardization at the expense of individualization.

Another area of concern related to performance objectives was minimal objectives. Administrators, teachers, and teachers' associations were among those who expressed questions and/or doubts about the following facets of the state's minimal performance objectives: (1) the method of developing them, (2) whether they are minimal, (3) whether minimal objectives may become the curriculum -- or minimum expectations, (4) the time spent to keep records about students' performance on the objectives, and (5) the need for clarification between minimal objectives and the objectives selected to be used for the assessment program.

It was suggested by the Metropolitan Detroit Science Teachers' Association that performance objectives be thoroughly tested and evaluated before assessment was begun. Further, they viewed this should not be done entirely on a volunteer basis, but that those who worked on the development of performance objectives should be paid.

The idea that teachers should be more involved in the development of state and local performance objectives was advanced during the public hearings. A local school district concurred with this view. However, the local board added that students and parents should also be involved in the process of selecting appropriate objectives.

### Assessment Tests

Step three of the six-step accountability process, assessment of educational needs through assessment testing, determines if students are meeting state-wide or local minimal objectives. The preponderance of testimony during the public hearings centered on this step of the state accountability model. The testimony concerning assessment testing is arranged according to the following categories: (1) teacher involvement, (2) test administration, (3) test format, (4) test validity, (5) teaching to the test, (6) interpreting test results, (7) privacy of test information, (8) funding linked to test results, (9) cost of assessment program, and (10) teacher evaluation linked to test results.



Support for the assessment program was expressed at the hearings by an administrator who viewed it as a way to help improve education and he encouraged the use of criterion-referenced tests. A political group supported the plan to expand the statewide assessment to the first, tenth, and twelfth grades.

However, most of those who testified had reservations about, and/or did not support, the statewide assessment program. Among those who expressed these views were teachers, teachers' organizations, and parents. Some reservations cited concerned: (1) the difficulty of assessing and evaluating, through the use of written objective measurement instruments, the science and art of teaching; (2) the use of one test for all children at the same grade level regardless of the many differences in children; (3) the relevancy of test items and complicated, unuseable test results; (4) the speed of implementation of testing processes as well as the reliability and validity of the test; (5) the effect of the assessment tests on the educational process; and (6) the effect of the assessment program on teachers.

Teachers and representatives of teachers' organizations expressed concern about: (1) the qualifications of those who developed the state assessment tests, (2) the use of tests that do not reflect the local curriculum, and (3) the small number of teachers involved in developing the tests.

Teachers reported, during the hearings, that the assessment tests and the answer sheet that goes with it -- particularly at grade four -- were too complex for children, that the test was too long, and that no reading should be required on the math test as all those factors affect the scores. It was viewed that the tests do not consider differences in individual students.

Local school administrators commended the State Department of Education for changing to a criterion-referenced assessment test, and cited this as evidence of the state's responsiveness to suggestions for improving the accountability model.

During the hearings ten local education associations challenged the validity of the state assessment tests. These challenges included contentions that: (1) the assessment tests represent an inadequate picture of educational achievement; (2) the test items are two years beyond the students' knowledge; (3) there was inadequate consideration of test validity as it relates to language, student environment, and testing atmosphere; (4) the tests were not a fair test of minimal skills; and, (5) not enough time was given to validating the test items. At the last of the public hearings on educational accountability, a representative of the State Department of Education stated that validity for the new objective criterion-referenced test was directly tied to the performance objectives specified by Michigan educators and Michigan Department of Education staff. He stated that the development of the objectives involved university and public school curriculum specialists as well as teachers, parents, and school administrators; and, that the tests were valid to the extent that trained professionals were capable of identifying skills that are, or should be, part of the curriculum of Michigan schools. Thus, the tests themselves are valid because they measure the objectives. He added that the measurement of the various objectives also has proved respectably reliable according to data.

During the course of the testimony the concern was raised that as a result of the state assessment program teachers would be forced to teach to the test. This concern was voiced by teachers, teachers' organizations, a parent, and a student. The Michigan Education Association expressed the view that the statewide tests narrow and limit teaching, force teachers to emphasize rote learning, and promote teaching to the test.

Testimony revealed a variety of opinions about the interpretation of test results from the state assessment program. While some expressed the opinion that the test results provided a useful tool for curriculum development, others stated the results of the tests were valuable -- if used correctly. The view was also expressed that the tests did not give useable information because the format was too complicated.

A teacher commented that the test scores do not reflect the progress made by students, but only how far behind they are. It was also hoped that assessment data would not be misapplied or used as a comparison between children, teachers, or school systems.

Objections were raised by teachers, teachers' organizations, administrators, and parents about the release of group assessment information to the general public. They view comparisons with other districts as invalid.

In terms of individual test scores, it was expressed by a parent that the educational progress of individual students should be treated as confidential information. She feared that information collected and stored on electronic equipment outside the local district might be used without the authority of the individual. Testimony was offered by the Michigan Department of Education that only summary and district data are kept by the Department; and that the Department does not see, nor file, pupil and classroom data.

The administrator of a school district fears that in the future the state of Michigan will base eligibility for the receipt of all state aid for instructional purposes on the result of data collected from assessment testing. He would prefer decisions about programs and funding be made locally and not tied to test results.

The local education associations testified that they objected to the payment of state funds being linked to scores on assessment tests. The total curriculum was viewed to suffer when dollars were tied to the assessment program.

Questions were raised during the hearings about the cost of the assessment program. There were suggestions that the money used for assessment testing might better be used to reduce class size, increase student involvement, or for international learning excursions. An additional suggestion was made by a teacher for funding from state and federal sources to train teachers to administer the tests. Testimony also was offered that, in addition to the assessment component, the true cost of any proposed accountability system should be calculated.

The Michigan Department of Education testified that, while the exact costs of all elements of the accountability model have not been established, the process usually has not increased the budget, but rather redirected department activities. The exception to this was noted as the Assessment Program that required about \$400,000 per year at grades 4 and 7, or about one dollar per child tested. This amount was stated to be well within the costs of those of commercial test publishers.

A good deal of testimony expressed concern about the large amounts of time involved in testing, not only in terms of the state assessment tests, but also the local district testing programs as well as national testing programs.

Teachers expressed the fear that the assessment test results would be used to evaluate teachers and as a criterion for teacher dismissal. They did not view this as fair and expressed the opinion that this should not happen.

#### Accountability Model Implementation -- The 6/5 Schools

Testimony was given by representatives of school districts involved as pilot schools for the Michigan Department of Education's accountability model. (The 6/5 schools are eleven diverse elementary schools that volunteered to implement the State Board's Six-Step Accountability Model. Six of these offer compensatory education programs; the remaining five do not.) Administrators from the Saginaw Public Schools, Grand Rapids Public Schools, and Sault Ste. Marie Area Public Schools expressed general satisfaction with the accountability system and viewed the system a success. Some teachers in the 6/5 schools pointed out areas that need to be strengthened or changed, e.g., assistance to maintain proper records, more aid in beginning the accountability system, inservice training, and a proper feedback process.

The Michigan Federation of Teachers viewed some of the implementation actions as ill-conceived and not founded on or warranted by conclusive educational research.

#### Other Plans and Proposals

##### Locally Implemented Plans

Local school districts in Michigan have developed and implemented a process for educational accountability. People from two of those districts, Center Line and Kalamazoo, offered testimony regarding the processes they have implemented. Because of the difficulty of summarizing these proposals, and in the interests of accurately reflecting what the proposals contain, they are included in their entirety in Appendix D.

##### Suggested Proposals

One of the purposes for holding the series of public hearings throughout the state was to provide people the opportunity to offer proposals for increased educational accountability. Eighteen such proposals were offered by

representatives of organizations and agencies as well as by individuals. Again, because of the difficulty of summarizing these proposals, and in the interests of accurately reflecting what the proposals contain, they are included in their entirety in Appendix D.

## SECTION THREE

### ACCOUNTABILITY AND ITS RELATION TO THE BROAD PURPOSES OF EDUCATION

Testimony revealed differing perceptions of the broad purposes of education. Parents expressed the following views of the purposes of education: (1) to develop critical thinkers, creative spirits, self-directed, humane human beings with basic skills; (2) to produce effective human beings; and (3) to develop skills necessary to enable a child to get a job on graduation from high school.

The purposes of education, as viewed by a representative of nonpublic schools, were to provide for a mastery of knowledge along with producing people who show a personal concern for each other. A representative of a teachers' organization testified that education should enable children to live in society, today and in the future.

Accountability, according to a parent, should enable the return to basic education that is directed from the national level and then from the state and local levels. Urban community groups hoped that accountability would help produce a humane school atmosphere where responsibility was accepted for educating children.

While a State Board of Education member hoped accountability would help prepare young people to become responsible adults, a university professor hoped accountability might help education begin to lead society. Members of the Michigan Forum of Educational Organizations expressed support for accountability in education if the primary purpose was to improve student learning.

Accountability, in the view of some classroom teachers, was called for by the public, but the accountability model should be just and beneficial, and should serve the needs of students rather than the needs of the system. Accountability was also viewed as a social problem rather than an educational problem.

Representatives of teachers' organizations stated that teachers were primarily concerned with ensuring a quality education for the whole child. Further, they stated that a system of evaluation based on specific objectives and assessment testing was in disagreement with that concern. An accountability system might add more bureaucracy while disregarding individuality.

#### Humanistic Education Versus Behavioristic Education

Emphasis on behavioristic outcomes, economic designs, and performance objectives was viewed by representatives of teacher organizations as a fault of the state six-step accountability model. A humanistic approach to education should be considered essential.

Individual teachers also expressed the view that humanistic concerns should be given weight equal to that given to cognitive skills. They feared that, in a conflict between the two, a humanistic education would become deemphasized if they were forced to operate within the restraints of an accountability model.

Similar concerns were expressed by three parents, a school administrator, and a student. One parent viewed production line techniques dehumanizing while another endorsed the teaching of values and rational behavior.

#### Emphasis on Cognitive Domain

Representatives of teachers' organizations and individual teachers viewed the implementation of the state accountability model as acceptance of a concept that places the affective domain subordinate to the cognitive domain. They wished to stress the equal importance of the affective, psychomotor, and cognitive domains in the education of children and youth.

A difference of opinion was evidenced concerning measurement of progress in the affective domain. A representative of a teachers' organization viewed measurement of the affective domain impossible on standardized tests. A representative of the administrators in a school district would qualify that view by allowing that many areas in the affective domain are not currently considered to be as measurable as the cognitive and psychomotor domains. In his opinion, a responsible accountability model would not detract from efforts in the affective area simply because the other domains are currently more measurable.

An individual teacher held that the state assessment program does not assess the affective domain; and a representative of a teachers' organization stated that previous assessment tests disregarded the affective domain.

Other individual teachers advocated the need to define performance objectives in social goals. They endorsed the continuance of projects in the affective area for students.

While humanistic values will be learned, success in society depends on the ability to read and write (cognitive domain), in the opinion of a school administrator. A student feared the accountability model might discourage independent thinking.

#### Creativity and Flexibility

Evidence from three teachers, three teachers' organizations, and a spokesperson for the AAUW indicated the fear that creativity and critical thought might be stifled, both in teachers and students, with the implementation of an accountability process. They viewed creative efforts, value clarification, and decision-making as goals important to many parents, even though these goals cannot be measured on standardized tests.

Educational freedom and self-directed and/or individualized learning styles were viewed by two teachers, three teachers' organizations, and a school psychologist as the antithesis of the educational goals and instructional objectives or methods encouraged by the state educational accountability plan. The opinion was voiced that the individual needs of modern students call for flexibility in programs, and that opportunities for real learning would be limited because of the accountability model's preset goals.

#### Behavior Modification

One person called attention to an existing program in a local district that uses the principles of behavior modification. She recommended this program as one that has proved to be of measurable value in eliminating learning and behavioral problems of students.

Another person disapproved of the use of behavior modification techniques with school children, drawing attention to the origin of these principles, i.e., research designed to control behavior in animals. He viewed the use of the state's performance objectives as the implementation of a process he objects to, namely, behavior modification.

#### Present State of the Art of Measuring School Outcomes

Three teachers, a teachers' organization, and two university professors expressed views centering around the idea that teachers may have a lifelong, but immeasurable, impact on students. The state of the art of measuring the effect of one human being on another, and of evaluating school outcomes of the more intangible educational areas to determine the effectiveness of programs to socialize students, was found wanting.

Until such measurement procedures are generated, the more easily assessed areas might be considered more important in accountability processes and so allocated disproportionate priorities in school programs. Thus, activities involving individualization, values clarification, and behavior modification, as well as other similar activities that influence student learning might be dropped in favor of more easily evaluated methods or programs.

#### Simplistic

Speakers representing three local teachers' organizations and an individual teacher stated that educational accountability was a complex and complicated process. They view the state six-step accountability model as being too simplistic to deal with such a complex problem and one person advocates caution.

#### Mandated Curriculum

Statewide assessment testing was viewed by five teachers' organizations as the route to an eventual mandated statewide curriculum. The conformity to such a mandated curriculum was seen as a factor which would inhibit creativity and innovation.

### Alternative Schools

Alternate learning environments and strategies aimed at an increased ability to deal with individual differences in youth were strongly endorsed by a parent. In addition, the proposal for educational accountability offered by the Committee for a Rational Moral System in Urban Education suggested an alternative learning environment in their Common School.



## SECTION FOUR

### ACCOUNTABILITY AS A SHARED RESPONSIBILITY

There was ample evidence from the testimony of a commonly-held belief that educational accountability should be a shared responsibility. School administrators, school boards, teachers, teachers' organizations, a Michigan Association of Supervision and Curriculum Development member, a representative of the American Association of University Women, the Coordinating Council on Human Relations, the Union of Parents, and individual parents all gave testimony supporting the concept that responsibility for the education of children and youth should be shared by all those who are involved in the educational process.

The mutual development of an accountability process was viewed as a necessary, or desirable, condition to the implementation and operation of a successful accountability system. The representative of a teachers' organization recommended that action concerning accountability processes should be taken only as the result of careful study and planning, and after relevant input by those who must make the process work.

The concept that responsibility must be shared in any accountability process was mentioned repeatedly throughout the series of thirteen hearings. While this view was mentioned frequently by teachers and teachers' organizations, it was mentioned by other organizations and individuals, as well.

#### Accountability and Politics

Although problems in the adjustment and ordering of relationships among individuals and groups in connection with accountability were frequent topics of testimony during the public hearings, the word "politics" was mentioned outright by relatively few people. However, accountability and assessment were viewed by some as an attempt to gain control of the schools and as justification for cutting educational expenditures.

The question of the possibility of political abuse under the aegis of accountability was raised. The use of educational accountability as a cover-up or circumvention to due process, and/or as a vehicle to resurrect merit pay for teachers was decried.

#### Decision Making

Intermixed with the concept of accountability as a shared responsibility was the view that decision making also should be shared. The rationale given, by teachers and teachers' organizations during the hearings, included the view that one shouldn't have to be accountable for decisions that others

make. Teachers would be more willing to accept educational accountability if given a voice in determining decisions affecting curriculum, teacher licensing, class size, etc.

The Congress of Parents and Teachers expressed the desire to have the State Board of Education provide more opportunity for citizen involvement before decisions are made. An individual teacher urged the inclusion of local and intermediate school boards, administrators, parents, students, taxpayers and teachers in the decision-making process.

### State Roles

An appropriate role of the state, as viewed by two school administrators, a teachers' organization, the AAUW, and a local board of education member, is to provide assistance to local school districts to develop their own accountability process, to improve education by assuring adequate funding, and to provide other assistance when requested. Testimony revealed a difference of opinion as to whether the state should require each district to develop and implement an accountability process or merely encourage such a process.

It was suggested that the state should provide a fair share of educational funding for school-community relations people to develop, implement, and report on accountability procedures in Detroit.

The role of the Governor and the Legislature with regard to educational accountability, as viewed by two teachers' organizations and a parent, was to provide adequate financial resources for quality in education. In addition, the legislature should listen and respond to input from the total community.

Testimony with regard to the recommended role of the State Board of Education and the Michigan Department of Education varied. One school administrator commended the interdisciplinary planning and positive growth that has occurred with the help of the Department of Education. Another administrator recommended the establishment of pools of test item banks and delivery systems. A third administrator, however, would limit the authority of the Department to responsibility for seeing that local districts file accountability plans which meet the guidelines as established by a reviewing body.

Some of the teachers and teachers' organizations recommendations for the State Board and the Department include:

1. reducing class size;
2. discontinuing issuing temporary teaching certificates;
3. developing a state-supported system of pre-school programs;
4. developing a program to teach parents of pre-schoolers their legal and moral responsibilities;
5. supporting a program of professional development to improve and diversify classroom teachers' skills;

6. developing a humanistic approach to accountability;
7. using input from parents, teachers, and students in developing guidelines for accountability;
8. changing teacher training institutions; and,
9. encouraging local districts to develop their own accountability models.

A recommendation, from a school board organization, was that the State Board and the Department assist local districts in the development of an active approach to participative management. However, another local board prefers the Department to provide needed supportive services to local school districts rather than superimposing value systems upon them.

Representatives of Spanish speaking organizations and agencies wished the State Board to be responsible for providing equal educational opportunities for all children by informing and encouraging local school districts to recruit and employ Spanish speaking professionals. They think the Department should establish an affirmative action program to increase the number of Spanish speaking professionals on its staff in all service areas. In addition, the state should act as advocates in districts where migrant education is inadequate.

A parent wondered what the State Board is doing to bring teachers, parents and administrators together, and if the funding is adequate to implement accountability.

Suggestions for teacher training and teacher training institutions were given during the course of the thirteen public hearings on educational accountability.

The recommendation was given for continual, quality in-service training for administrators, teachers and school board members. It was viewed that the content of these training programs should be decided locally. The NAACP would add that in-service training for teachers and administrators should be compulsory.

Some testimony revealed that educational accountability has implications for teacher training institutions too. La Raza Unida recommended that teachers receive training utilizing multi-ethnic materials as one part of the requirements necessary to earn a provisional teaching certificate. This would, in effect, mean more bilingual and bicultural programs in teacher preparation institutions. In addition, a more intensive effort to recruit Spanish speaking personnel for teacher preparation programs was urged.

#### Local Roles

"Who should be accountable to whom?" and "For what should they be accountable?" The above questions were often raised and answered during the course of the hearings. The following sections deal specifically with the roles of local boards of education, school administrators, teachers, parents, and students in the view of those who testified at the public hearings on educational accountability.

The preponderance of testimony reflected a preference for the concept of local autonomy in education. It was viewed as the responsibility and duty of local educational agencies to develop and/or implement a system to achieve increased educational accountability. State mandates concerning educational accountability were not favored, although a few people expressed the opinion that general state guidelines and the use of State Department resources would be acceptable. Some would encourage the further development of an accountability process if local authority could be maintained. Thirty-five of the thirty-eight people who spoke about local roles or local autonomy favored continued or increased local control. Two parents expressed concern about the low level of education within a district and the ineffective use of school tax money.

Local boards of education were viewed by some of those who testified as accountable for:

1. providing educational programs for children;
2. hiring qualified teachers;
3. identifying educational needs;
4. establishing performance objectives;
5. establishing criteria;
6. evaluating teachers and administrators;
7. disseminating the results of findings to the public;
8. controlling the delivery system in an accountability model; and,
9. directing the school system so that basic skills are learned.

Testimony revealed that some people hold boards accountable for present inadequacies in education and for the minimal progress of Spanish, Black, and American Indian students.

The testimony concerned with the role of the administration in a school district suggested accountability for:

1. setting educational programs;
2. administering individual schools;
3. supporting teachers in the area of discipline;
4. evaluating teachers;
5. sharing in setting the educational goals; and,
6. countering an adverse home environment.

Some testimony in Detroit stated that the poor quality of administration had led to the deterioration of the Detroit school system. Other persons viewed administrators as ineffective supervisors.

The teachers were viewed by some of those who testified as accountable for:

1. class output to the principal;
2. reporting student progress to parents;
3. developing classroom objectives;
4. ensuring student progress;
5. carrying out school goals;
6. supplying ideas;
7. assisting students to become independent thinking adults;
8. countering an adverse home environment;
9. dealing with those factors within their control; and,
10. meeting expectations of their professional peers.

Testimony pointed to problems connected with the development of an equitable accountability system. The problems were thought to be best solved at the local district level when teachers and others affected have input.

Few of those who testified placed blame for student failure on teachers. A parent stated that a marked, positive change in student attitude should be considered a credit to teacher effort.

Evidence from the public hearings indicated teachers suspect that educational accountability systems, regardless of the original intent, may be used against them unfairly. Many viewed accountability as a threat aimed at punishing teachers. Testimony emphasized the determination of teachers not to bear the blame for others.

Several organizations and individuals stated that no teacher should be dealt with capriciously. The view was expressed that both administrators and teachers should be accountable for delivering quality education. Several teachers expressed great concern over teachers becoming scapegoats of accountability.

Some parents expressed their desire to be involved in accountability issues, and, in particular, to share in decision making processes. In addition, they wished to have some input in teacher evaluation.

Some administrators pointed out the rights of parents to know what is being taught and how their children are being taught. The responsibilities of parents, as viewed by some of the teachers who testified were:

1. ensuring student attendance;
2. sending their children to school nourished, rested, healthy, and ready to learn;
3. keeping informed about education problems and developments; and,
4. cooperating and communicating with the school.

The testimony that touched on students did not ascribe a well defined role with respect to the rights or responsibilities of students. However, the idea that accountability begins with the learner, and that a positive, receptive attitude precedes learning was advanced. Input and feedback from students about program strengths and weaknesses were suggested.

Reasons for the rising incidence of student vandalism and absenteeism, coupled with dwindling enthusiasm and motivation, were ascribed to the lack of adequate resources, out-moded, run-down schools, and inadequate facilities and materials.

A dilemma was pointed out between the policies common to many school districts of granting social promotions and also holding to standards and qualifications for graduation.

#### Collective Bargaining

Teachers' organizations stressed that accountability plans must not circumvent, obstruct, or constrain the results which should be appropriately arrived at in collective bargaining between teachers and boards of education. Goals, objectives, criteria or processes used in either teacher evaluation or accountability plans should result from collective bargaining. Testimony from the Detroit Federation of Teachers and the Michigan Federation of Teachers expressed particular concern with accountability and its relationship to the collective bargaining process, emphasizing that accountability already exists in terms of their current contracts.

Other interest groups also spoke to the issue of accountability as it related to collective bargaining. In general, they stressed the importance of developing a workable educational accountability process. One individual testified that the existing law preventing teacher strikes should remain and be enforced.

#### Special Needs Versus Accountability

The purpose of this section of the report is to relate testimony that centered around special educational needs or problems in relation to accountability processes. The categories of special needs and/or problems include bilingual and bicultural education, minority groups, exceptional children, inadequate financing, and variables affecting achievement.

### Bilingual-Bicultural Education

Testimony from representatives of Spanish-speaking agencies and organizations throughout the state, as well as Jobs for Progress, the Union of Parents, individual teachers, parents, and University of Michigan-Flint personnel stressed the need for bilingual and bicultural programs. These programs would provide equal educational opportunity for Spanish-speaking students. Specific suggestions included hiring more bilingual-bicultural personnel, hiring more minority counselors, and a school curriculum that reflects cultural pluralism. One parent expressed the view that bilingual and bicultural education should be mandated.

### Minority Groups

It was pointed out that the educational needs of the poor, the black, American Indian children, and the Spanish-speaking children are not being met. One suggestion to improve this situation advocated mandatory workshops relating to problems of black and other minority students. Another speaker mentioned that it was important for teachers and counselors to know that funds were available to assist Spanish-speaking students to go to college.

Other testimony advocated the hiring of minority educators, in sufficient numbers to eliminate disparities in pupil-teacher ratios. Testimony also was offered encouraging the bringing together of various community people to deal with the problem of breaking down racial and class barriers.

### Exceptional Children

The view that the needs of neither the gifted children nor those with learning difficulties were adequately considered in the accountability process was expressed at the hearings. It was also stated that schools should be held accountable for each child being educated to the limit of his or her potential. An investigation into the possible misplacement of Spanish-speaking students in Special Education was suggested.

### Inadequate Financing

The testimony that dealt with financing relative to accountability could be divided into two parts -- the need for adequate resource allocations and inadequate financing as a reason for problems connected with accountability. In addition to more adequately funded public schools, the need for increased State Aid for research and Chapter III (the state-funded Compensatory Education Program) was cited. The Union of Parents and the Detroit Commission on Community Relations called for a reorganization of education finance and an end to discrimination against Detroit in the distribution of funds.

A lack of resources was frequently cited for the inability of school districts to implement a needed educational delivery system. Inadequate facilities, lack of necessary teaching materials, and inappropriate class size were cited as possible sources of low student motivation or morale.

### Variables Affecting Achievement

One aspect of educational accountability frequently mentioned by teachers and teachers' organizations during the public hearings had to do with variables affecting student achievement. The premise was advanced that teachers should not be held accountable for the many variables which affect student learning, and over which teachers have no control. Some of those variables mentioned, in addition to inadequate funding, that affect student achievement include:

1. individual learning rates;
2. reading ability;
3. motivation;
4. home and community environment;
5. cultural deprivation;
6. health;
7. nutrition;
8. absenteeism;
9. class size;
10. administrative policies;
11. socio-economic differences;
12. student mobility; and,
13. language barriers.



## SECTION FIVE

### OTHER ISSUES

The accountability hearings provided a forum for a few people to raise questions and state opinions not directly concerned with the State Department of Education's six-step accountability model. One parent was dissatisfied with State and Federal government interference in the lives of her children, and because schools taught evolution and sex education to her children. Another parent wanted dirty books and pornography removed from the schools. A local school board member felt the philosophy of government and the moral-ethical material currently taught in the schools was not right and was being masterminded by national and international organizations.

THE PUBLIC'S UNDERSTANDING AND ATTITUDES  
TOWARD EDUCATIONAL ACCOUNTABILITY

PART III

THE OBSERVATIONS AND CONCLUSIONS  
OF THE SUPERINTENDENT OF PUBLIC INSTRUCTION

THE PUBLIC'S UNDERSTANDING OF & ATTITUDES  
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PART III

THE OBSERVATIONS & CONCLUSIONS  
OF THE SUPERINTENDENT OF PUBLIC INSTRUCTION

Introduction

Perhaps no issue in recent years, except metropolitan desegregation, has generated as extensive and heated discussion and debate as the issue of educational accountability. The word accountability has become a highly-charged term emotionally; one can almost guarantee that its use in any educational setting will prompt immediate debate -- characterized more by polemics and rhetoric than by rigorous thought and talk.

In Michigan, which is perceived by many as being in the forefront of the accountability movement, such discussions and debates have been going on for the past four to five years. In late 1973, debate over the issue became increasingly intense as a result of the seven-week Detroit teachers' strike. Yet, to a large extent, the debate and discussion in Detroit -- as well as throughout the state -- still proceeded at the rhetorical level. Positions and counterpositions regarding educational accountability were advanced most often without sufficient evidence as to the level of understanding of both the lay public and the educational community, or the attitudes that these groups held toward accountability.

Fortunately, this situation is now being corrected, and Governor Milliken -- by his action in requesting this study -- should be credited with helping to place the issues in perspective. As a result of the public opinion survey reported in Part I of this document and the summary report of the public hearings on accountability presented in Part II, there now is evidence available on the level of understanding among Michigan's citizens of the accountability concept and the attitudes they hold toward accountability and its related aspects. Our appreciation goes to the Detroit-based Market Opinion Research Firm for a well-done job of surveying public opinion. Our particular appreciation goes to the twenty-five members of the hearings panel for their fine effort. In completing their arduous and demanding task, which included the holding of thirteen public hearings, the panel enabled all of us to come to a firmer knowledge of the educational accountability issue in the State of Michigan.

In addition to the evidence from the public opinion survey and the public hearings, there also became available -- during the past several months -- the reports of studies undertaken by various groups, as well as many written statements made by organizations and groups. A noteworthy example is the study conducted by the "blue-ribbon panel" under contract with the Michigan Education Association and the National Education Association.

In short, through the survey and hearings process, as well as many related efforts, much of the discussion and debate centering on educational accountability and its related aspects has been reduced to the written record, and offers the Michigan citizen a wealth of information about the issues. These documents, coupled with the publications and articles generated by the State Board of Education,<sup>2</sup> provide a broad range of written information on the subject.

However, the questions that are still on the minds of the lay citizen, the legislator, the educator, the local board member, and other decision-makers are: "So what? What does this all mean? What can now be said as a result of these many studies, reviews, and reports which could not have been said twelve months ago? In effect, where do we go from here?"

Undoubtedly, different persons will give different interpretations of the survey evidence and the hearings testimony, and thus arrive at differing observations and conclusions to these basic questions. As State Superintendent of Public Instruction, I would recommend that the evidence contained in Parts I and II of this report be given serious study by all concerned citizens; however, my immediate responsibility is to offer my observations and conclusions based on a review of the assembled evidence. And, it is to this responsibility that I now turn.

As Superintendent of Public Instruction, I have given a great deal of thought to the accountability issue and to the basic questions posed above. I have read and studied with great care the results of the public opinion survey and the report of the hearings panel. I also have studied the many related reports and written statements that have surfaced over the course of the past ten months. Based on that review, I now offer a series of observations and conclusions regarding educational accountability in Michigan.

### Observations

#### OBSERVATION No. 1:

There is a need for a concise, clearly-understood definition of the term "educational accountability" -- for agreement or consensus upon a definition, and for a major effort to communicate such a definition to Michigan's citizens.

A recurrent theme that emerges from both the survey results and the hearings testimony is that the general public, as well as the educational community, are generally in favor of "educational accountability" provided, however, that the discussion remains at the abstract and very general level. The people of Michigan appear to favor accountability in much the same fashion as they favor "good government" or "the democratic process" or "equality of educational opportunity."

The real trouble begins when specific definitions are ascribed to the term "educational accountability." To some it means "state assessment," to others it means "teacher evaluation," and to still others it means "state control." There is no agreed-upon and common meaning for "educational accountability" among Michigan citizens -- be they parents, teachers, administrators, board members, or lay citizens. Both the public opinion survey results and the testimony from the public hearings substantiate this finding. As the survey results indicate, "educational accountability is not a term with a single meaning in Michigan today." The meanings given by the survey respondents were diverse, with no single meaning having more than fourteen percent agreement. The hearings testimony corroborated the survey evidence. As the hearings summary report indicates:

Accountability, if defined at all, was ascribed various meanings by those who testified. . . The definitions were random and diverse. Assessment, teacher evaluation, and accountability appeared to be used interchangeably throughout the hearings.

On the latter point, it is interesting to note that the survey results differed from the hearings testimony. Survey respondents -- both lay citizens and teachers -- did not perceive "educational accountability" in terms of the state assessment tests. However, at the hearings, which were attended primarily by teachers, the recurring theme focused upon state assessment.

In spite of the diverse meanings ascribed to the term "educational accountability" by both the survey respondents and the persons testifying at the public hearings, one recurrent theme did emerge. This theme was that accountability was directly, or indirectly, related to student progress and student learning. Accountability has a student performance orientation. Indeed, a careful analysis of the evidence reveals that parents, teachers, administrators, board members, and lay citizens are not far apart in this aspect of their thinking regarding educational accountability.

#### OBSERVATION NO. 2:

There is a need to differentiate between "educational accountability" as a general concept and the specific means or methods advocated and employed to achieve increased educational accountability.

Again, both the evidence from the public opinion survey and the testimony from the public hearings indicate that, while most persons favor the concept of educational accountability -- irrespective of how they defined it -- there was a great deal of feeling expressed about the methods, procedures, and processes advocated and employed to achieve increased educational accountability. The State Board of Education's Six-Step Accountability Process, in particular, was the center of much attention in the public hearings testimony -- with perceptions of the process being as diverse as the meanings ascribed to the term.

Statements regarding accountability tended not to focus on the general concept or on broad approaches to accountability, but rather on the bits and pieces that go to make up a given "accountability process," whether that be the State Board's process, a local board's process, or whatever. For example, a good deal of the testimony in the public hearings centered not on accountability per se, nor on the State Board's six-step process, but rather on one element of that process -- namely, the needs assessment step. In the Detroit area, much testimony centered on teacher evaluation, as if that were the sum and substance of accountability.

It is apparent that Michigan's lay citizenry and, to a large extent, Michigan's educational community are uninformed, and thus confused about the State Board of Education's six-step accountability process. It appears then that a great portion of the debate and controversy surrounding the present accountability movement is focused not on the basic purpose, but rather on the specific approaches advocated and utilized.

The debate and controversy -- often marked by a high degree of visceral feeling and even animosity -- over specific accountability approaches and procedures apparently are due in a large part to confusion and fear. A serious reading of the survey results, and particularly the hearings testimony, suggests a number of reasons for concern which might be identified as: (1) local versus state control; (2) teacher evaluation; (3) state assessment; (4) state performance objectives; (5) humanism versus behaviorism; (6) fear of the unknown; and, (7) lack of training.

I shall discuss these further in the following series of observations.

### OBSERVATION NO. 3:

There is a need to deal with the basic issue of local control -- i.e., who is going to determine what takes place in local school districts? This issue lies at the root of a good portion of the concern, opposition, and animosity expressed toward specific accountability proposals, particularly toward accountability proposals perceived to originate from the state level.

The hearings testimony contains a good deal of evidence that both Michigan's lay citizens and Michigan's educational community put a high value on local autonomy and local decision-making authority. The State Board's Six-Step Accountability Process was viewed by many as an infringement on local autonomy. The survey results indicate a strong preference among Michigan citizens for the local school boards and the local school superintendents to assume the primary role in leading the schools to become more accountable. However, the teachers surveyed felt they should be the primary persons responsible in leading the schools to become more accountable. A recurring theme was that state efforts in moving toward increased accountability would ultimately lead to more control by the state. In short, there is ample evidence from both the survey results and the hearings testimony that many of the state's efforts in the area of accountability are perceived as real threats to local autonomy and local decision-making power.

OBSERVATION NO. 4:

There is a need to focus upon the visceral reactions of classroom teachers in expressing their concern, opposition, and animosity toward accountability proposals, based upon the belief of many teachers that the ultimate purpose of such proposals is to lay the blame for school failures at their feet -- and this belief apparently holds irrespective of whether the proposals originate at the state or local level.

The evidence indicates that teachers are generally fearful that the basic intent of all educational accountability schemes is to single out, blame, and punish teachers. The teacher is the primary contact with the student, and it is the student's performance and progress that accountability procedures are designed to improve. When external forces -- at the district or state level -- attempt to assess and evaluate student performance and progress, the teacher feels threatened. The hearings testimony reflects teachers' fears that the state assessment results -- as well as other standardized test data -- will be used to evaluate teachers and therefore be used as a criterion for teacher dismissal. One of the most significant outcomes of both the survey effort and the public hearings was to force out in the open the real fear of teachers in this regard. To this extent, every effort needs to be made to distinguish between assessing the needs of students and evaluating the performance of teachers. To date, these separate issues are perceived to be one and the same in spite of the repeated disclaimers made by the State Board of Education, the Superintendent of Public Instruction, and Department of Education staff.

OBSERVATION NO. 5:

There is an urgent need to establish effective communication channels to overcome the opposition, animosity, lack of understanding, and confusion surrounding the State Board's Six-Step Accountability Process.

The survey evidence indicates that the general public just is not aware of the State Board's Six-Step Accountability Process. Fully ninety-six percent of the general public did not recognize the process by title. Only fifty-eight percent of the classroom teachers polled expressed an awareness of the process. A careful review of the hearings testimony also suggests a relatively high level of confusion and misunderstanding of the six-step process. Although the process was explained succinctly at each of the public hearings through an eight-minute slide-tape presentation, much of the nonsupportive testimony does not appear to relate to that presentation. Rather, the nonsupportive testimony centers on peoples' perceptions of what they think the process is intended to do -- namely, to attempt to exert uniform, state-level control over the curriculum and the teaching process. Rather than view the six-step procedure as a useful management tool to aid in improving student learning and performance, many appear to view it as a set of very specific state dictates to local school districts. As was indicated above, the concern, opposition, and animosity did not center on all six steps; the

testimony centered almost exclusively on step three: needs assessment, and -- to a lesser extent -- on step two: development of performance objectives.

The six-step process also was most often seen as a state-level application; very few of those who testified talked of its application and use at the local district and school levels. This latter type testimony -- which was generally supportive -- was offered by only a few local teachers, administrators, and board members who either were involved in the 6/5 pilot school effort or were developing and implementing their own accountability systems.

Unfortunately, very few persons who testified viewed the six-step process for what it is intended to be -- namely, a management tool, one of several approaches which can be used at the local level and which is designed to lead to better and more careful planning of educational services for children and youth.

#### OBSERVATION NO. 6:

There is an urgent need to respond to the concern, opposition, animosity and fear that accountability proposals will dehumanize or oversystematize schooling.

A good deal of the hearings testimony concerned itself with the apparent antithesis that exists between so-called humanists and behaviorists in terms of accountability systems. Much concern was expressed that accountability and its implied emphasis on rationality and a systematic approach to schooling would narrow the broad focus that schooling should have, reducing schooling to a mechanistic process devoid of many essential human concerns. Accountability systems were seen by many who testified as having the inherent danger of severely restricting creativity and flexibility, and of leading our schools to a state of undesirable conformity.

#### OBSERVATION NO. 7:

There is also the need for state officials to understand and appreciate that another reason for the concern, opposition, and animosity toward accountability systems may be that many teachers and school administrators -- through no fault of their own -- feel ill-prepared and ill-equipped to design and implement meaningful accountability systems.

The hearings testimony includes a number of statements that called for new and different ways to prepare teachers and administrators, and for programs of improved in-service training for teachers, administrators, and school board members. While such testimony was not overwhelming, it does corroborate a long-held observation of the State Superintendent -- an observation that also is supported by many and frequent statements made long before the hearings process and the survey effort got underway.



There is: (1) a definite need for more rigorously-defined and implemented training programs for new teachers, and (2) a definite need to provide opportunities for the upgrading, retraining, and continuing training of our existing teaching and administrative force.

In short, there is a need for revitalized programs designed to equip both new and veteran teachers and administrators with the skills and qualities they need to design and implement accountability systems -- systems that not only lead to improved student learning and performance, but also systems that recognize the dignity and worth of the human person and that person's capacity for self-realization. And there also is an urgent need to differentiate such programs to meet the varying needs of our teaching and administrative force. There simply are not 100,000 teachers in our schools; there are kindergarten teachers, first grade teachers, secondary vocational teachers, and so on. Each such group has unique needs in terms of both preparation and in-service programs. These different group needs have to be identified and addressed. Lumping all teachers into a single group will not suffice.

OBSERVATION NO. 8:

There is an urgent need for all Michigan citizens to realize and accept the fact that, if any accountability proposals are to succeed, they can only do so through cooperative developments. This is perhaps the strongest single view that emerges from both the survey results and the hearings testimony -- namely, that accountability must be viewed as a shared responsibility.

The survey results indicate that Michigan citizens see no single person or agency as having sole responsibility for providing leadership in achieving increased accountability. While the lay citizen sees the local board and the local administrator as being the prime movers, and teachers see themselves as having the major responsibility, all are of the view that many actors and agents should share the accountability efforts -- boards, administrators, parents, students, the State Board, and state government.

The hearings testimony offers a similar view. Indeed, in the summary report, five full pages are needed to spell out what those who testified see as the roles and responsibilities of the various actors in the process. The reader is strongly encouraged to review this testimony which is contained in Section Four of the summary report of the hearings.

In short, whatever the particular accountability proposal might be, people seem to be willing to accept it to the extent that the responsibilities identified are shared by all those involved. There is strong resistance to any single person or group being held accountable for all the factors involved in and necessary to success in school.

OBSERVATION NO. 9:

There is need to appreciate the fact that all is not negative. There are local districts and local schools that have made great strides in designing and implementing accountability systems similar to that advocated by the State Board of Education.

Both the survey results and the hearings testimony offer evidence that accountability systems are being developed and implemented in many local districts. While the State Board's six-step process was new to almost all survey respondents, the vast majority did agree with the process when it was explained, and many also perceived that their schools already were implementing the concept. There also were persons testifying during the hearing process who indicated that their local schools were implementing accountability proposals. Testimony from teachers and administrators involved in the 6/5 pilot schools project expressed general satisfaction with the six-step accountability process and viewed the process as a success. Representatives of two school districts submitted written statements regarding their own locally-implemented accountability plans -- verbatim copies of which are contained in Appendix D of the Panel's summary report.

It is apparent, then, that there are concrete examples in Michigan of local districts and schools who have "taken the bull by the horns," moved from the purely rhetorical level, and are beginning to experiment in meaningful ways with accountability systems.

OBSERVATION NO. 10:

There is also a need to understand and appreciate that accountability and accountability procedures, while currently undergoing increasingly heavy criticism from a number of sources, do hold promise and can be instrumental in helping to improve student learning and student performance.

Accountability is not a dead issue. It is very much alive and shows every indication that it has a long life ahead. It has its problems. It has its supporters as well as detractors. It also is very much in a state of evolving. As a concept, it is supported by almost everyone. In its specific applications, it is advocated by some, and feared by many. What is now needed, in the view of the Superintendent of Public Instruction, is a concerted effort to clear up the confusion and misunderstanding surrounding the concept, and to support -- in as non-threatening a manner as possible -- further experimentation with, and demonstration of, local applications of accountability processes. And, in pursuing these efforts, it is strongly urged that all such efforts meet the excellent criteria established and submitted to the hearings panel by the Michigan Forum of Educational Organizations.<sup>4</sup> To this end, I would propose that:

1. The primary purpose of any Accountability Plan should be to improve student learning and student performance.
2. Any plan must foster humaneness and cultural pluralism, and must protect the rights and dignity of all students and staff.
3. An accountability plan should make clear that all persons involved in the education process have important responsibilities; and that these persons are accountable, not to or for each other, but for the collective effort to reach agreed-upon goals and objectives.
4. An accountability plan should be open to review by staff, students, parents, school board members, and all other interested parties.
5. The local school district should have primary responsibility for the development and implementation of an accountability plan and basic planning should be centered in the individual school building with input from the community.
6. Any locally-adopted accountability plan should encourage diversity and creativity with regard to instructional methods.
7. The locally-adopted accountability plan itself should be evaluated periodically.

### Conclusions

In light of the foregoing observations, which are based on a studied review of the evidence presented in Parts I and II of this report, the Superintendent of Public Instruction offers the following conclusions and proposals for action:

#### CONCLUSION NO. 1:

In order to address the problem of the ambiguity and vagueness that surrounds the meaning of the term "educational accountability," it is proposed:

1. That the State Board of Education definition of educational accountability -- namely:

EDUCATIONAL ACCOUNTABILITY IS DETERMINING  
HOW THE EDUCATIONAL COMMUNITY, IN COOPERATION  
WITH MICHIGAN CITIZENS, CAN IMPROVE  
STUDENT LEARNING AND PERFORMANCE --

be given wide circulation among Michigan's citizens --  
parents, teachers, administrators, board members, and others.

2. That the State Board of Education's definition of educational accountability be generally adopted by all local boards of education and teacher organizations.
3. That the news media be requested to provide prime time for communicating this definition to the Michigan citizens.
4. That the State Board of Education instruct the Department to immediately set forth a program to clarify the difference between educational accountability as a goal and the steps that might be used to achieve such a goal. In other words, by the end of the 1974-75 school year, all educational groups should have reached a level of sophistication which allows them to differentiate assessment and evaluation from the concept of educational accountability.
5. That the State Board of Education instruct the Department to publish and widely disseminate the Board's position on state assessment, to clearly communicate the levels of state assessment, the areas of individual assessment, and the use of state assessment.

CONCLUSION NO. 2:

In order to alleviate the concern, opposition, and animosity directed toward accountability systems, it is proposed:

1. That all local districts adopt the policy statement of the Educational Forum regarding educational accountability as a cooperative process.
2. That there be a continued, voluntary, utilization at the local level of several different approaches to increased educational accountability, similar to the efforts that the State Board has been experimenting with over the past three or four years in the 6/5 pilot demonstration schools.
3. That each local board be encouraged to undertake a systematic approach to achieving increased accountability wherein all parties in the process are meaningfully involved in developing and implementing the local plan. In those local districts where agreement cannot be reached on an accountability process, the local board, the local teachers' group, and the local citizenry should each appoint a person to a three-member panel and charge that panel with recommending an appropriate process to bring about increased accountability.

CONCLUSION NO. 3:

In order to further assist those districts in attempting to implement accountability approaches similar to the State Board's six-step process,

and in order to help clear up the confusion and misunderstanding currently surrounding that process, it is proposed:

1. That funds should be provided in the State Aid Act, or through grant awards from the State Board of Education, to enable the schools in the 6/5 project to carry out their self-chosen assignment and to assist other elementary schools in volunteering to implement the six-step accountability process.
2. That there be provided, through the State Aid Act, some \$5,300,000 for the purposes of making \$10,000 grants to each local K-12 district, and to each region in Detroit that has developed local district goals and measurable performance expectations in the basic skills. The purpose of the grants would be to assist each district to develop and carry out a local-needs assessment procedure designed to measure whether or not its basic skills expectations for students are being met. Such grants would be only for the 1975-76 school year, and only to implement a local-needs assessment program. Any funds not utilized would revert to the general fund.
3. That there also be provided \$300,000 in state-aid funds to assist selected local school buildings that have implemented steps 1, 2, and 3 on a voluntary basis to further experiment with and demonstrate meaningful procedures for analyzing their delivery systems or programs on a district basis.
4. That there be a concerted effort on the part of the Department of Education and local districts to address the concerns of the humanists and ensure that all accountability plans include appropriate emphasis on the so-called affective domain, as well as the cognitive and psycho-motor domains. Title III, and other funds, should be provided to continue the many state and local efforts directed toward addressing such concerns.

#### CONCLUSION NO. 4:

In order to provide our existing teacher and administrator staffs with the skills and characteristics necessary to develop and implement accountability-based instructional strategies, it is proposed:

1. That the Legislature, consistent with the State Board's proposed legislation on teacher centers, create and fund in the City of Detroit the first state-supported teacher center, provided such proposal has the support of the educational groups, including the Detroit Federation of Teachers, the Michigan Federation of Teachers, and the

Michigan Education Association. The purpose of creating the initial center in Detroit is to provide a supporting mechanism whereby the training and retraining of teachers and administrators can take place concurrently with the development and implementation of an agreed-upon accountability process. It is proposed that the Legislature appropriate the necessary monies to the State Board of Education for the purposes of funding and supervising the experimental teacher center for the City of Detroit.

2. That current efforts to develop new and improved programs for the preparation of new teachers -- particularly experimentation with competency-based approaches to teacher education -- receive continuing financial support from the Legislature.
3. That the State Board accelerate its current efforts to introduce and support the passage of legislation authorizing and providing funds for the establishment of a statewide program of professional development through the creation of a network of teacher centers.
4. That the various teacher and administrator professional organizations give serious consideration to cooperative efforts to develop training packages for their constituents.

These four conclusions and sixteen recommendations are offered in response to my review of the evidence presented in Parts I and II of the present report on educational accountability. If supported and properly implemented, it is my firm belief that Michigan indeed will have established a cooperative and effective mechanism for taking the steps necessary to meaningfully address the issue of educational accountability.

## Footnotes

<sup>1</sup> See, House et al, An Assessment of the Michigan Accountability System (Lansing: Michigan Education Association), 1974. Also see, A Survey of Trends Concerning Michigan's Fourth Grade Assessment Program (Lansing: Michigan Education Association), 1974; and Report and Recommendations of the MEA Task Force on Assessment and Accountability (Lansing: Michigan Education Association), 1974.

<sup>2</sup> See, Bibliography on Accountability: A Listing of Department of Education Publications, Articles & Papers (Available from the Department of Education, Lansing).

<sup>3</sup> The 6/5 schools are eleven diverse elementary schools that volunteered to implement the State Board's Six-Step Accountability Process. Six of these offer compensatory education programs; the remaining five do not.

<sup>4</sup> The Forum membership includes: American Association of University Women, League of Women Voters, Michigan Association of Elementary School Principals, Michigan Association of School Boards, Michigan Association for Supervision and Curriculum Development, Michigan Congress of Parents Teachers and Students, Michigan Congress of School Administrator Associations, Michigan Education Association, Michigan Federation of Teachers.

**APPENDICES**



**APPENDIX A**

**MEMBERS OF THE  
EDUCATIONAL ACCOUNTABILITY PANEL**

MEMBERS OF THE EDUCATIONAL ACCOUNTABILITY PANEL

Olive Beasley  
Michigan Conference  
of NAACP

Meg Brown  
American Association of  
University Women

William H. Clark  
Michigan Council of  
Urban Leagues

Lewis Easterling  
Michigan State Chamber  
of Commerce

Anthony C. Fortunski, P.E.  
Michigan Association of  
the Professions

Leonard Grossman  
Michigan Chapter of  
American Civil Liberties  
Union

Joe Hansknecht  
Urban Alliance, Inc.

Dee Lyons  
Michigan State AFL-CIO

State Board of Education Appointees:

Hortense Canady

Mary Keeler - John Dodge (alternate)

Edward Keller

Clyde McQueen, Jr.

Howard Stoddard, Jr.

Gerald Parish  
Inter-Tribal Council of  
Michigan

Oscar Paskal  
United Automobile Workers  
of America

Jean Romos  
La Raza Unida

Betty Seizinger  
The League of Women  
Voters of Michigan

Robert E. Smith  
Michigan Farm Bureau

Eldon W. Sneeringer  
Michigan Manufacturers  
Association

Elaine Stienkemeyer  
Michigan Congress of  
Parents Teachers and Students

Ronald Stodghill  
Director of Education  
New Detroit, Inc.

Cliff Taylor

John Trumbell

Sister Thomas Aquinas  
Walmsley, I.H.M.

Douglas Ward

**APPENDIX B**

**SCHEDULE OF EDUCATIONAL ACCOUNTABILITY HEARINGS**

**CHAIRPERSON'S GUIDE**

SCHEDULE OF ACCOUNTABILITY HEARINGS

<u>Date</u>	<u>City</u>	<u>Site</u>
March 13 Wednesday 7:00 p.m.	Detroit	Denby High School 12800 Kelly Road (N.E. Ford/Chalmers)
March 14 Thursday 7:00 p.m.	Kalamazoo	Loy Norrix High School Auditorium 606 East Kilgore Road
March 16 Saturday 9:00 a.m.- 12:00 Noon	Detroit	Cody High School 18445 Cathedral (West of West Southfield-- Joy Road exit)
March 19 Tuesday 7:00 p.m.	Mt. Clemens	Macomb Intermediate Education Service Center Harold LeFevre Hall 44001 Garfield
March 20 Wednesday 3:00 p.m.- 6:00 p.m.	Pontiac	Northern High School 1051 Arlene Street
March 21 Thursday 7:00 p.m.	Ann Arbor	Tappan Junior High School Auditorium 2251 East Stadium Blvd.
March 26 Tuesday 7:00 p.m.	Saginaw	Arthur Hill High School 3115 Mackinaw Street
March 27 Wednesday 7:00 p.m.	Lansing	Harry Hill High School 5815 Wise Road
March 28 Thursday 7:00 p.m.	Grand Rapids	Burton Junior High School 2133 Buchanan, S. W.
April 1 Monday 7:00 p.m.	Sault Ste Marie	Strahl Theater Sault Ste Marie Area Schools Number One Educational Plaza
April 2 Tuesday 7:00 p.m.	Marquette	Little Theater Marquette Senior High School

Schedule of Accountability Hearings cont'd

<u>Date</u>	<u>City</u>	<u>Site</u>
April 3 Wednesday 7:00 p.m.	Gaylord	Gaylord High School Activities Room 240 East 4th Street
April 4 Thursday 3:00 p.m.-- 5:00 p.m./ 7:00 p.m.-- 10:00 p.m.	Detroit	Stevenson Building Main Auditorium 10100 Grand River Avenue

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## SUGGESTED CHAIRPERSON'S GUIDE

### GREETINGS

Good evening. My name is \_\_\_\_\_ . I am serving as co-chairperson of this hearing which has been requested by the Governor and duly authorized by the State Board of Education. My colleagues and I are not members of the State Board of Education, nor are we directly affiliated with the State Board or the Department of Education. We have been appointed by the State Board and the Superintendent of Public Instruction to serve as a citizens' hearing panel.

### INTRODUCTIONS

Let me now introduce the other members of the hearing panel and indicate the organizations or groups they represent. (Introduce each panel member in attendance.)

### ACKNOWLEDGEMENTS

Before proceeding further, I wish to publicly express the appreciation of the panel, the State Superintendent, the State Board of Education, and the Governor for the courtesy extended by \_\_\_\_\_ (name of public school or agency) in making this building and its facilities available for this hearing.

Also, I wish to extend a hearty welcome to all of you who have taken time to attend this hearing and to speak on an important educational matter of great concern to many citizens of Michigan. I also wish to welcome the news media and any public officials who have found it possible to attend.

### REGISTRATION

When you entered the auditorium, you were given an educational accountability card. If you wish to speak, either as an official representative of an organization, or as an individual citizen, we are asking that you complete the card and turn it in to \_\_\_\_\_ .

The speakers will be called upon in sequential order by the names registered on the cards. We also welcome any written statements that an organization, agency, or individual might wish to submit. Such written statements, along with the oral testimony from this and other hearings, will become a part of the record. You may submit written statements to \_\_\_\_\_ or by mailing them as soon as possible, and in no case later than April 5, 1974, to the Michigan Department of Education, Lansing, 48902, in care of Dr. C. Philip Kearney, Associate Superintendent.

### PURPOSE OF HEARING

The broad issue of "Accountability" is being discussed and sometimes debated with increasing frequency throughout the State. A facet of the account-

ability issue was one of the stumbling blocks in trying to bring the seven-week Detroit teachers' strike to an end.

In an effort to remove this controversial issue from the Detroit negotiations, Governor William G. Milliken requested the State Superintendent of Public Instruction to conduct a statewide study of the meaning, purpose, and methods of Educational Accountability and to report his findings to the Governor, the Legislature and the public.

This hearing, one of thirteen regionally-centered hearings, is being held as a part of that study and specifically for the purpose of providing opportunity for educational and lay organizations and associations, and for lay groups and individuals to: (1) offer proposals for achieving increased accountability in education; (2) respond to the several accountability proposals offered; and/or (3) express their views on the several issues related to accountability. The testimony from these hearings, along with any written statements submitted, and the information gathered in a public opinion survey, conducted by an independent agency, will constitute the basis for a report on educational accountability by the Superintendent of Public Instruction to the State Board, the Legislature, the Governor, and the public.

#### ORDER OF HEARING

The hearing will begin by calling, in sequential order, the names of those organizations, associations, or individuals who turned in cards indicating a desire to speak. An eight minute time limit will be set for each presentation or response. If, during the course of the hearing, you decide you wish to testify, please hand a card to \_\_\_\_\_.

#### OPTIONS FOR CHAIRPERSON

In the interest of ensuring maximum participation, the chairperson may suggest that individuals merely indicate agreement with previous testimony rather than repeating the same statement. The record of the hearings would then contain the position of organizations or individuals.

## HEARING PROCEDURES

1. The proceedings of this hearing are being recorded with a tape recorder. In addition, staff members are recording notes for easy reference.
2. As their names are called, the speakers are asked to step to the microphone so that all those in the audience may hear their comments.
3. The Panel asks that the following guidelines be followed:
  - a. all remarks should be addressed to the Panel and not to the audience;
  - b. please provide each speaker with courtesy no matter how much you may disagree or agree with his or her presented viewpoint;
  - c. a staff member will stand after six minutes to alert the speaker that his or her time/is almost at an end;
  - d. please refrain from taking up time with applause and other oral expressions, for the written record will not include such expressions;
  - e. please view this hearing as a formal and structured operation, conducted with dignity and due orderliness;
  - f. please understand that one of the important roles of the Chairperson is to maintain an orderly atmosphere so that all may be heard, free from interruption; and finally,
  - g. please believe, and act upon that belief, that publicly stated attacks on individuals or organizations are not a proper subject for this hearing.
4. This hearing will now proceed. The hearing will continue until all registered speakers have had an opportunity to be heard.

(Please leave a copy of any prepared statement, or mail it to Michigan Department of Education, Lansing, 48902, c/o Dr. C. Philip Kearney, Associate Superintendent By 4-5-74.)



**APPENDIX C**

**SUMMARY OF ORGANIZATIONS, AGENCIES  
AND INDIVIDUALS WHO TESTIFIED**

**ORGANIZATIONS AND AGENCIES**

School Based Organizations & Agencies

	Denby	Kalamazoo	Cody	Mc. Clemens	Pontiac	Ann Arbor	Saginaw	Lansing	Gr. Rapids	Sault Ste. Marie	Marquette	Gaylord	Stevenson I	Stevenson II	Sub Total	Submitted Statements	Total
Michigan Department of Education														1	1	1	1
School Administration Organization				1			5		2	2			2		13	3	16
School Board Organization		2								1					4	1	5
State Board of Education	1	1	1	1	1	1	1	1	1	1	1	1	1		13		15
Teacher Organization	3	5	5	9	2	2	2	4		2	5	5		5	47	5	52
Other*				1	1	1			2						5		5

Non-School Based Organizations & Agencies

American Association of University Women												3			5		5
Congress. of Parents & Teachers				1			1			1					3		3
La Raza Unida																1	1
League of Women Voters						1							1		3	1	4
National Association for the Advancement of Colored People									1					1	2		2
Other**	1					2	1	1					5	5	15	1	16

INDIVIDUALS

Classroom Teacher	6	6	9		8	4	7	3	10	4	1	3	3	10	74	1	75
Parent/Citizen	1	4	4	6	3	1	2	2	2	1	1	5	2	7	41	11	52
Local Board Member					1		2	1				1			6		6
School Administrator							1		1			3			8		8
Other***		2	2	1				3	2			1		3	14	5	19
Totals	12	23	19	17	25	12	22	15	21	11	9	22	13	33	254	29	283

APPENDIX D

LOCALLY IMPLEMENTED ACCOUNTABILITY PLANS

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## Center Line Public Schools

### Plan for Evaluation

Accountability in education must be the responsibility of everyone who is a part of a child's education. Included in "everyone" is the child himself and all the genetic and social factors which make him the individual he is. His family, his neighbors, his total community are factors in his learning behavior. The formal structure of the school is only a part of his learning.

The schools, because there is a formal structure and specific responsibilities can be assigned, must be responsible to see that they are making use of their facilities and staff so as to produce the most learning possible for each child within them. Continuing review, alteration, and expanding of curriculum should be on-going. Evaluation of instruction should not be limited to non-tenure teachers only. Every teacher and every administrator should continually be evaluated.

The Center Line Schools has a curriculum council composed of teachers, central and building administrators, and community representatives which has been in existence for nearly ten years. It has been a formal part of the teachers' master agreement since 1967.

During the 1971-72 school year, at the request of the Center Line Education Association and the Center Line Administrators Association, the Curriculum Council established a study committee on Teacher Evaluation in the Area of Instruction. That committee, composed of teachers (early elementary through high school level), special services personnel, and building and central office administrators, worked for nearly two years in development of guidelines. The guidelines included educational goals for the district, alternatives of good instructional practices, measurable criteria for judging instruction, and an evaluation procedure. The philosophy behind their document is that the end goal of evaluation must be the improvement of instruction. That philosophy includes the belief that every teacher wishes to do the best job possible in the classroom.

The report of the committee, after being referred for study to all professional staff in the district, was adopted by the Curriculum Council and subsequently by the Board of Education. As requested by the committee, a steering committee responsible for implementation was organized. The steering committee, working with consultants from the Macomb Intermediate District and Wayne State University, developed a program which included in-service for the total staff (a minimum of eight hours) and, even more important, in-service for teams from each building. Through work with the teams it became evident that success in the program required changes in format.

At this point in time, after four two-hour in-service sessions involving all professional staff members and about an equal amount of time with some

thirty-five building team members, every school building is actively involved in an evaluation program. In some instances staff members were sufficiently knowledgeable in the area of performance objectives to work from that base. In most cases, however, individual goals are set in other formats. Each teacher is his own evaluator but also has identified an evaluator-consultant to work with him. The consultant in many cases is the building principal or a department head. In other cases it may be another teacher, a counselor, or a subject area consultant. Each building has developed its own implementation plan according to the needs of its teachers.

Readiness is as much a factor in teacher growth as it is in the learning growth of students. All pupils entering kindergarten are not at the same readiness level. They come with a wide range of background skills for school learning. As they progress through the schools, the differences among them increase, particularly if they are taught according to their individual needs. Their learning growth patterns are as different as their physical growth patterns. It is no more reasonable to expect them all to be able to meet a given test of learning than it is to expect them all to have reached a minimum height - unless either the level of learning or of height is so low as to be meaningless.

Teacher growth, too, must start with where the teacher is. Needs assessment is basic. We are making that assessment individually. We are planning continuing in-service to meet the needs. Within buildings and across the district we are trying to correlate curriculum with both teachers and students. Curriculum must fit student needs, and teachers must be supplied with not only the instructional materials but also with the instructional expertise to implement that curriculum.

It is our intent in Center Line to continue and expand our teacher growth program. "Teacher" includes all professional staff in our thinking. The steering committee and building teams are continuing. In addition, the district's in-service committee is coordinating the needs in the evaluation area with other in-service needs.

Until such time as staff is more competent in the development of performance objectives, evaluation of teachers will not be tied to such objectives. However, such objectives are presently being developed by study committees in various subject areas. Considering the state-wide results of the criterion-referenced testing done this school year, we have very great concerns about the performance objectives in reading presently in use. We do expect further developments in this area and are working on our own language arts curriculum at this time.

In conclusion, it is our belief that every school district must be accountable to its constituency. We believe also that the local district should set its own priorities and its own program and means of evaluating that program.

## Kalamazoo Public Schools

### Statement for State Department of Education Hearing on Accountability

On behalf of the Kalamazoo Public Schools I would like to present for your consideration the following statement regarding accountability in public education. It must be recognized that there is a tremendous difference between accountability as a concept and the way it is defined at the operational level or put into practice. We believe it is imperative that analyses and summaries of these statewide hearings put the whole issue of accountability into some common frame of reference in terms of definition and operationalization. In our judgment accountability as a concept refers to little more than "common sense" management wherein outcomes of various programs and practices are measured and this information is used as feedback for making appropriate changes and recording progress. To present a more clear picture of how accountability is practiced in the Kalamazoo Public Schools, I now digress briefly to share with you portions of a Position Statement presented previously to the Kalamazoo community.

#### Portions of Superintendent's Statement September 7, 1973

. . . the Kalamazoo Public Schools has an overriding commitment to the implementation of comprehensive accountability models. Our annual performance objectives describing the specifics of these models are listed in a several page document entitled 1973-74 Performance Objectives for Kalamazoo Public Schools dated September 7, 1973. For those not having the time or interest to consider the detail presented in that document, we discuss below a summary of the part of our educational philosophy on which the performance objectives are based.

We view the appropriate management structure for the Kalamazoo Public Schools as being analogous with that of a successful corporation. Under this analogy school taxpayers are to the school system as stockholders are to the corporation. In a like manner the Board of Education serves a function similar to that of a Board of Directors, the Superintendent has the management and leadership responsibilities held for the corporation president, and all other school administrators constitute the management team, thereby assuming leadership responsibilities in the various units, departments and buildings which are supportive of the system-wide management effort. It should be understood that we do not view students as our products. Rather, students are the consumers of our products which in turn are the learning experiences and opportunities available to them. The value or quality of these products may be reflected by the resultant student growth.

We recognize the negative features of the profit motive normally associated with the corporate structure in this country and the ineffective practices of many corporate managers. However, certain management concepts have been shown to be extremely effective. We believe the application of these exemplary concepts in an educational environment will improve the quality of educational offerings. There will be occasional instances of adversary situations between management and the various collective bargaining units if we are to fulfill our charge of producing for this community the best possible educational product. Nevertheless, we assume that one common objective of all school personnel continues to be the maximization of student learning, and we challenge all groups to work together with us to meet this worthy goal. Of course, ultimately the classroom teacher is the most important element in terms of the extent to which this goal is attained.

Although our objectives are many, we view ourselves basically as an academic institution. We have taken seriously our responsibility to help all young people in this school system to develop the basic skills and the basic understandings necessary to compete in this society for jobs and for higher education regardless of race, creed or sex. To achieve this end classroom environments must be conducive to learning, well organized and friendly. Furthermore, every student must be guaranteed the right to attend school without threat to safety or fear of physical violence.

Within this framework of academic emphasis we view reading to be our highest single priority. Expressing oneself in the English language in both written and oral forms and developing the facility to work with and understand mathematical concepts follow closely behind reading as objectives which we will meet to a minimum acceptable level of performance regardless of mitigating circumstances. Beyond the achievement of these minimum objectives in the area of basic academics, we must develop standards of academic excellence which encourage students to progress on an individual basis as rapidly and as far as possible. While articulating a basic academic thrust we recognize the importance of student growth in the areas of attitudes and motivation. We are expanding our efforts in this area and certainly do not view attitudinal growth to be in conflict with academic growth. Research indicates that academic success generally has a positive effect on student motivation and attitudes.

Accountability in the Kalamazoo Public Schools is a reality with this administration. It permeates and provides direction for our entire system. It is an operating model requiring extensive data collection and analysis for the evaluation of personnel, programs and practices. The reasons for collecting these data are to maximize student learning while at

the same time allowing us to provide school patrons with information regarding the educational return for their tax dollar, to determine student performance levels in all areas, to evaluate the performance of personnel throughout the system, and to allow us to weight fiscal considerations against educational benefits as an important criterion in all decision making . . . . .

The core of our accountability model is the development of a Management Information System. In order to effectively manage an organization as complex as the Kalamazoo Public Schools we must have an extensive data base which allows us to monitor outcomes of various programs and practices and to use the information so gathered as feedback for appropriate individuals throughout the system so that we all can do a better job. In order for this information to be useful, that is accessible and retrievable, it must be computerized. At the present time we have or are collecting data which indicate specific performance objectives and the extent to which these objectives are met as well as ratings of various relevant reference groups for professional staff throughout the system. Salary adjustments for administrators are based on performance as reflected by these measures. The management information base for teachers includes extensive information on student achievement, student reactions to the teaching/learning process, peer ratings, self-analyses and administrator judgments. At appropriate times throughout the school year this information is presented to teachers on an individual basis so that the teachers in turn can determine how students on an individual basis are growing in both cognitive and affective areas. Such extensive data collection and computerization sometimes create the image of dehumanizing or mechanizing the educational process, but, on the contrary, such a conceptual and technical data base is a necessity if we are ever to meet and fulfill our mandate of individualizing and personalizing instruction by challenging each student to grow to his or her fullest potential.

It is important to understand that educational accountability cannot be traced solely to any employee or employee group. For example, it is ridiculous to attempt to hold individual teachers solely accountable for student achievement. Student learning is a function of a complex interaction of numbers of factors including administrative leadership, teacher effectiveness, student effort and home environment. In dealing with the issue of accountability we must "carve out" those components for which these various groups have primary responsibility and then define accountability in a manner which truly reflects their various contributions.

Tragically, much of the controversy and accompanying anxiety regarding accountability is based on a fear or mistrust of how accountability models might be used. Many fear that accountability may become a tool to arbitrarily and capriciously dismiss professional school employees. We must not allow this fear to be sufficient reason for not moving ahead in terms of guaranteeing minimum learning outcomes for all students and beyond that working toward academic excellence and career preparation. However, this fear should not be ignored and we must demonstrate through our actions as school management that accountability data are always used in a positive, constructive way and never in a manner which would reinforce



the fears mentioned above. We believe we are demonstrating such positive use of accountability information through our practices in Kalamazoo. However, it would be desirable if the State Department of Education could develop in the near future certain safeguards which protect professional educators from unfair applications of accountability.

William D. Coats  
Superintendent  
Kalamazoo Public Schools  
March 14, 1974

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APPENDIX E

ACCOUNTABILITY PROPOSALS OFFERED BY ORGANIZATIONS AND INDIVIDUALS

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## THE BLACK PARENTS FOR QUALITY EDUCATION

### Accountability as Perceived by the Black Parents of Quality Education

To us Accountability means that each teacher, school administrator, and other educational support personnel individually and collectively must be held responsible for the attainment of realistic educational achievement by all students. In addition, the citizens of the community should become responsible for seeing that our children, having been guaranteed the right to a good and equitable education, fulfill those requirements necessary for their preparation for life. Ergo, it is imperative that parents and guardians be assured that their youngster's growth in learning is at least an equivalent to their potentials.

In order to achieve this end, we feel that the first step should be made by institutions of higher learning changing their teacher-preparation programs to become more relevant to the needs of today's students. Said institutions should be held accountable for seeing that all persons graduating into the teaching profession be adequately prepared and qualified to produce strong and capable finished products.

Once they are employed in the schools, the teachers, principals, et-cetera should be rated by parents, students and their peers (as well as their superiors) on the basis of their performance and progress towards completing their assigned tasks, which in turn should be computed on the basis of the average educational growth of the students they serve to instruct (as might be indicated by certain non-biased tests or by the achievement of prescribed set objectives).

It is evident that elementary educators need to be required to prepare and uniformly follow their lesson plans of subjects they present to the students so that the children of 6-A Grade from Schools X, Y & Z are all prepared for entering the 7-B Grade at Schools P, D & Q. A daily log in the solid subjects should be kept in duplicate and should appropriately be endorsed by parents, students and teachers. Such a log should contain data like:

Date \_\_\_\_\_ Subject \_\_\_\_\_ Class \_\_\_\_\_

Assignment Given: \_\_\_\_\_

Assignment Completed: \_\_\_\_\_

Percentage Correct \_\_\_\_\_ Corrections Made \_\_\_\_\_

Administrators should be required to chart the work of each class in their school to show the status of pupil development. . . be it progressive or regressive. Teachers should then be rated accordingly. For an example:

Any teacher whose classes fall below an acceptable 70 - percent pass-standard would be rated unsatisfactory.

The Principals must be leaders and among other things be able to demonstrate good teaching ability, objectivity in management of the school and honest dealing with student, parent or guardian. Quality and honest record maintenance should be one of his or her accountability requirements.

In expediting his duties, the administrator must be aware of program shortcomings and if present methods are not working properly, other more practical efforts should be expended.

Suitable and accountable workshops should be made mandatory for all of those educators who have problems understanding or relating to Black or other minority students. The result must be a change to a favorable attitude or the person must be expelled to prevent possible irreparable harm to the students.

In order that the parents and guardians might better handle their responsibilities in the accountability program, they must be informed as to the development of their kinder. Weekly progress reports issued by educators are consistent with good methodology for achieving this objective. . . . For it is only with reasonable frequent missives of this type that we employers can become aware of the educational progress or regress of our children. In addition, such reports should be positively and objectively expressed. . . . ie:

- John correctly spelled 47 words out of 50.
- Linda hasn't turned in her vocabulary homework this week.
- Bob knows the other multiplication tables but needs help with 7's.

Parents and guardians must also take time to visit the schools regularly where they should be invited to observe class operations and other services they pay for, so that they can obtain better understanding in school matters. Further, they should help the educators when practicable to do so.

Some things notably needed now for helping the student himself become accountable are:

- Homework in the prime subjects such as Math & Reading should be sent home every night, especially in the elementary grades. Also, books for daily home usage on these subjects should be made available for all students. Should this not be possible, then other duplicated materials, stories & assignments in these solid subjects should be prepared for daily student usage in their stead. . .lack of "ready mades" cannot exculpate our educators from accountability since well thought-out improvisations invariably suffice as temporary measures.
- In High School all subjects taken should require some home preparations.

We suggest that in the accountability program Assistant Principals should not be hired for performing tasks which might be more effectively relegated to 4th grade students or clerical help. . . such as collecting "milk money". These persons should be assisting the Principal via class observation and teacher evaluation, assisting teachers and other education personnel, setting up teaching reinforcement programs, et-cetera.

We perceive also in this accountability program a need for an Education Council composed of parents or guardians, teachers and administrators who together must work out mutually acceptable objectives for the academic processing of our children.

We also view a need for beginning work for the student in the Kindergarten. This should be the start of the accountable student-teacher relationship. Since the children have only about 2-3 hours of exposure per day in this class, let all of the events there be learning experiences. . . the little ones have enough hours per day to play at home.

Finally, our connotation of accountability would not be complete without including financial responsibility at all levels. . . . From the Central Board, to the Regional Boards, down to the individual schools, we view each concomitantly accountable with the others for the proper handling or manipulation of funds and monies provided by our taxes, gifts, or grants. To assure true accountability, all teachers and administrators must be required by law to enroll their children in the school system where they are employed. If the school system is not good enough for their children, it cannot be good enough for ours.

## COMMISSION ON COMMUNITY RELATIONS

### Accountability Statement of Commission on Community Relations

Last fall's Detroit Teachers' strike was over three basic issues all of which grew out of the fact that education in Detroit does not equal education provided in the rest of Southeastern Michigan. It is important to remember in this context that 70% of the minority elementary and secondary students in Michigan attend the Detroit public schools.

The first two issues were economic issues. First, a pay increase for the teachers who had not had a cost of living increase since 1971, despite inflation exceeding any since World War II. Second, the Detroit Federation of Teachers also asked that class sizes be reduced to the average class size in the suburbs. According to the state's data, Detroit would have needed more than 2,600 additional teachers to equal the suburban average. Both of the economic issues were more or less insoluble because of the financial condition of the Detroit schools. This financial condition in large part has been caused by state discrimination against Detroit in the reimbursement of student transportation expenses, in the reimbursement of school employee pension expenditures, and in limiting the Detroit Board's bonding power for construction purposes.

Thus, it is obvious that if accountability is to start at the top, the State must be held accountable for the many years it used the classification of Detroit as the only first class school district in the state as the vehicle for massive and unjustifiable discrimination. The first order of business for this panel must be to insist that this discrimination be stopped and that Detroit be provided adequate "catch up" funds.

The third issue in the 1973 Detroit teachers' strike--teacher evaluation and accountability--also grew out of the wide-spread feeling that education in Detroit does not equal that in the white suburban schools.

Accountability was not a new issue in 1973 as the news media would have us believe. The 1971 contract between the Detroit Board of Education and the Detroit Federation of Teachers provided for a joint Board and DFT evaluation committee, which developed and published a proposed teacher evaluation process in 1972. This was essentially a teacher self-directed process involving an evaluation team including the teacher's supervisor and faculty and other professionals to be selected by the teacher. The teacher would develop and implement throughout the school year a plan of improvement to be evaluated by this team. The results of this evaluation would be for the teacher alone. Although, this plan was intended to be implemented on a trial basis in a few schools, the DFT opposed this implementation in 1972. Earlier the Detroit Board of Education tried to introduce the evaluation of each teacher every year. However, this too was opposed by the DFT.

The Detroit Commission on Community Relations has consistently called upon the Detroit Board of Education to put its teacher accountability and evaluation plans in writing and to press this important issue in sincere and good faith bargaining with the Detroit Federation of Teachers.

The Commission has also urged the teachers' union to recognize that continued parent and community support requires a good faith and reasonable response to this bargaining issue. And, at this point, it is worthwhile to observe that while most of the testimony before this panel has come from teachers, teacher representatives expressing their fears and caveats about accountability, good teachers have nothing to fear from accountability plans that call for an annual evaluation of their inputs in the educational process of their students. Is this not more fair to teachers than that provided under the present Teacher Tenure Act and teacher union contracts where the only tenure teachers singled out for evaluation are those the administration is considering transferring or dismissing? Is it not more equitable for teachers to have all teachers rated annually on a consistent basis?

It is the consensus of researchers into the subject that teacher characteristics such as sex, age, and race are unrelated to student achievement. Thus, accountability should not be considered as an attempt to get rid of the white teachers in the Detroit schools. More importantly, a considerable body of research shows that teacher behavior and attitudes in the classroom contribute more to the learning of the student than any other factor under the control of the state and local school boards. The DFT's 1971 Statement "Goals of Accountability" clearly recognizes this when it identifies "high expectations" as one of "a teacher's strongest techniques."

The research also shows that teacher attitudes and behavior can be changed so as to improve student achievement, and that on-the-job training is the best method. The DFT's position paper on accountability rightly calls for the provision of additional resources, "Demonstration Teachers," "Curriculum Supervisors," etc. to improve teacher performance. So does the present DFT-Board of Education contract. As has already been made clear the ability of the board to provide such training is severely limited by state's denial of adequate finance resources for the Detroit schools. However, a key element in any such in-service training to improve teacher effectiveness is an evaluation of current performance. Thus, there is no escaping a requirement that the performance of every teacher and every school administrator be evaluated at least every year.

Therefore, in summing up, the panel's report should include the following elements:

1. Accountability on the part of the State of Michigan, which should provide "catch up" funds to compensate for years of discrimination against Detroit students.
2. Accountability on the part of school administrators, starting with the superintendents, for providing adequate materials on time for the schools to function, for providing adequate supervision and evaluation on a fair and consistent basis for all school employees, including teachers.

3. Accountability at the local school level, by providing for local school-community organizations at all schools with a role in decision making and thus allowing parents to be held more accountable for the education offered in the local school.
4. Accountability on the part of all school employees, including teachers, through the requirement of annual performance evaluations for all.



## THE COMMITTEE FOR A RATIONAL MORAL SYSTEM IN URBAN EDUCATION

### Toward a Rational Moral Support System in Urban Education

It is our position that there is a heinous crime being committed against children of the lower socio-economic group in the large urban areas of America. The crime is denial of a proper moral and academic education. If, by definition, education should create law-abiding, co-operative citizens, it has failed completely. One has only to note the soaring crime rate which has increased more than 100% in all categories since World War II. Statically, youth between the ages of 15 and 25 are responsible for almost 70% of all crimes, whether drug related or not, committed in large metropolitan areas.

The present climate of fear and crime which prevails in the inner city is a clear indictment of either the home or, the public education system, perhaps both have denied poor and culturally disadvantaged youth the moral and ethical education which is so vital for a pleasant learning atmosphere in the classroom and a stable orderly society in today's world. To further compound this dehumanizing crime of denial which not only overshadows all moral education but, it has completely dampened the learning atmosphere in the classroom, and completely blocked any possibility of real academic achievement in comparison with academic accomplishment in the suburbs.

The Sanday report simply points up the importance of a quality education to make it in the mainstream of American life.

Placing blame is almost impossible because of the great confusion surrounding the roles and responsibility of those involved in the moral education of minority group youth today. The schools say it's the home responsibility and the home says it's the school's job but, whoever is responsible, the job is not being done.

If the family and public education have neglected the moral education of urban school children, then teachers, their unions, state and local government officials should be held equally accountable when they denied proper moral leadership during the 47 day old Detroit School Strike in 1973. As a case in point, the strike answered many questions, mainly whether there exists any moral leadership among teachers and their unions. The teachers and their union's behavior left no doubt in the minds of Detroit school students. It is illogical to hold teachers and their union academically accountable in the classroom and civically accountable on the residency rule, which has its moral parallel in the bussing issue, when they have already proved themselves morally irresponsible in their attitude through the actual denial of teaching services for 47 days to Detroit school children whose welfare should always be held uppermost. These students know and experience this teacher attitude 180 days a year. Just ask them why there is no accountability and they will answer in no uncertain terms.

Local and state government has lost much of its creditability in the minds of minority group youth. The doubt dates back even further than the recent recall election of the Detroit school board which did nothing to inspire confidence in anyones mind. Although the situation had been there, boiling long before it first surfaced into the open Northern High School in 1966, local and state government ignored its golden opportunity to win the hearts and minds of Detroit school children when they did nothing truly meaningful to improve the achievement level of Detroit schools. Perhaps it is government to whom the great responsibility belongs because it controls the greatest power to bring change.

The two essential factors of values and academics are so intimately connected that it is almost impossible to separate them to determine their individual influences.

However, at the risk of over simplification, this paper shall attempt to focus on these factors in such a way that their impact on the lives of minority group youths can be clearly understood. Moreover, rational moral system within public education.

#### THE SCHOOLS PRESPECTUS:

In the midst of the confusion surrounding the demands for change which is only the public's right, the role of the teacher as being essentially that of an educator and facilitator of learning has been lost. Altering the teachers role with greater pressure and demands of greater efficiency in the classroom by administrators, is only a partial solution to the twin problems of achievement and morality in the public schools system. Until the other twin problem of values in honesty and sincerity are addressed by the Detroit school system and the community at-large with the development of a rational moral support system within public education, little, if any, learning will be possible in our classrooms in the inner city.

The pressure of new teaching methods and aids, civil rights, desegregation, tighter budgets, and many other innovations have overwhelmed and demoralized both teacher and administrator. They appear not to know or understand their real roles as educators. So, if, todays teachers don't understand their directions, then it is because administrators have failed to clearly give it.

It is hoped that from our position as grass root people, this new direction with system management is correct for both the children and the teachers sake. This new system management approach to education is revealed in the "Report of the Superintendents Committee on Achievement". It is being implemented at present as a new Board of Education policy. It would seem, that if all the systems within the report are functional, with a proper value support system, minority group education should take off like the proverbial rocket ship to worlds unknown -- like greater achievement. However, without correct attention to the moral fuel system, the grand ship of quality education, with all of its academic systems including that of accountability will never even get off the ground. The system management approach hopes to yeild a great pay load in the area of class size, basic academic skills, student motivation and success, teacher behavior and attitude, teaching methods and

material, etc. All this from an academic point of view outside of a spiritual context. With such a lofty goal and ambition, we wish only success to the administrator, teacher, and children on the long academic journey to the land of lasting education achievement.

### The Teacher Prospectus

Teachers, more than any group are responsible for deplorable condition of urban education in this country. After the fear and intimidation of the McCarthy Era, teachers have failed to resume their role as educators which is to awaken youth to their unlimited potential for the desperately needed changes in America. Even now anything that is different from the status-quo or, which might help the poor and economically disadvantaged is branded either as creep-socialism or communism.

Although they both deal primarily with people the role of a teacher, and that of a policeman is as different as a man is from a woman. A policeman's job is basically to enforce the law and control human behavior. Yet, you enter most classrooms in a big city school, and presto, men have become women or teachers have become policeman, who enforce school policies and stringently control student behavior. There is little concern for real learning. There is a striking similarity between the school classroom and the jailhouse. In many situations teachers look upon themselves as little more than well paid babysitters. Teachers should not allow this perversion of their profession. If a strike against school children could be justified, professional integrity would be the only reason which would possibly qualify -- not job security and money.

It is no big deal that teacher attitudes are poor and moral is down. The research has confirmed that teacher's attitudes are the most important single controllable variable in the educational process. Attitude is a major factor agreed, however, whether or not it is most "controllable" is questionable in terms of developing an effective teaching style. Again it should be stated very clearly that teaching is an art based on creativity and talent.

Conversely, it is understood that this is a humanistic view which finds little consideration in terms of a system management approach. However, there is no considered reason why a value support system could not be designed to meet the moral crisis in Detroit public schools right now. It would have some very obvious benefits for both teachers and administrators.

### - Racism and Teacher Attitudes -

To give real meaning to any analysis of teacher attitudes, it should be pointed out that a large part is colored by naked racism. Whether or not that racism is a violent type or that characterized by a non malicious Archie Bunker type, it must be looked at for what it is, and dealt with. It is this same narrow social code of teachers which their union bases their policies on community control, the residency rule, and accountability. Furthermore it has been pointed out by Mr. Al Huritz, a panelist at the Community Conference of Educational Accountability, that the state and local school boards of education have no plans of either eliminating or examining the question of racist attitudes of teachers in the classroom.

## The Union Prospectus

Words are only sounds, so it is action which brings about changes. All the right words have been spoken and a clear understanding has been communicated in the union's paper on accountability. Then the only question which remains is why the union's behavior does not reflect its stated position on accountability. It is understood that the union, namely its leadership, if they are to survive, their behavior must match that of their fellow teacher members who are chiefly concerned with job security and money without any real concern for teaching performance or student achievement.

The union's primary role is the protection of its membership and their jobs. Unfortunately, this same protection of its membership is given to all members whether their skills match the demands of the job or not. In the classroom, the situation is no different with teachers because the teachers ability effects the lives of children, and the result two out of ten tragic.

Now that the last faint sound of striking teachers has all but faded from memory, and honest evaluation of the situation would show the union the greater gains. The D.F.T. proved that they control the schools through a demonstration of power which kept schools closed 47 days. Teachers gained neither greater job security - the threat of an accountability system over their heads - nor more money which has been in the hands of the state mediation board since October. The community and school administrators stood by confused, angry, and frustrated, while school students gain greater understanding of the materialistic values of their teachers.

The D.F.T. would automatically follow suit, if teachers were forced to re-evaluate their own personal and professional lives, through the introduction of a new value structure in the school system. The present one just is not working in or out of school.

## Government Prospectus

When the government of the United States decided to separate the powers of church and state, morality began to lose some of its influence, force and meaning among the American people. It is this "immoral" situation that is now making itself felt in public education. Without fully realizing it, the authors of the Constitution not only separated the church from the state power but began the slow separation of social control from morality which was intimately connected with religion and the church. Although morality is a vital part of the social structure, it need not be surrounded by religious thinking. Morality has no meaning without its social restraints on human behavior. Morality or values can be adequately dealt within this pluralistic structure of public education. Since government action began this mess then it should be government action to clean it up.

## The Community Prospectus

This view in this paper is a community view which has tried to identify all the important groups whose role directly effects urban education. None really touch on the key question of student attitudes toward school, home, and teacher. It is proper then, that this view and solution comes from a community organization.

A large number of minority groups begin their public education mentally unprepared. The school room represents a completely new way of life, some even have to learn a new language. It is truly a foreign land to many. It is a wonder that any pupil survives urban education at all.

This situation exists essentially because of differences in values, as stated above. To correct this dehumanizing situation, we suggest the School of Common Ground, where student and teacher may meet and iron out all cultural and moral differences in a climate conducive to learning and understanding.

This school would exist within a structure separate and apart from the public school, but under its authority. It should be noted that the direction should come from the community itself, meaning that it would be staffed by people who live within the school area. They should be people who have successfully raised children of their own or individuals who show a clear ability to function under proper direction.

The Common Ground School would have only one teacher or two at the most who would oversee the students academically while in residency at the Common Ground School.

The students would be those who show a complete inability to function within the public school, while indicating the possibility of adjustment given the proper amount of time at Common Ground School. The student would only be there temporarily. If, upon return to public school; the student adjustment is still incomplete, then both student and teacher would be re-evaluated. Common Ground School would accommodate students of all ages, with proper consideration for grouping.

Common Ground School would have a top heavy moral curriculum. This curriculum would be directed towards altering the child's behavior in such a manner as to enable him to eventually return to public school, which would be the primary objective of the school. The staff would in effect nurture and encourage those traits which lead to success with their own children. This moral curriculum would of necessity be codified, in order for staff to clearly understand its direction.

The curriculum would not limit itself to Common Ground School, it would in fact teach out into the community to embrace all parts of the community which would effect the life of the child. Industry would especially be singled out and encouraged to develop an on going job experience and money for minority group youth in school.

Funds for the program and school would have to come from the government.

CONGRESS OF PARENTS TEACHERS AND STUDENTS

Saginaw PTA Proposal

"We believe that student progress in an area of responsibility of teachers and administrators. That the Michigan Congress of Parents and Teachers recommend that the State Board of Education study and develop a standard procedure whereby teachers and administrators annually are held responsible or accountable for the progress of students. Further, that teachers and administrators identify pupils, particularly in the early grades, who are not making satisfactory progress so that appropriate teaching or remedial techniques can be employed." Also, "that the State Board of Education amend the teaching certification code to provide that teachers and administrators who do not follow the standard procedures on professional accountability be subject to dismissal." ". . . the children of this state have a pre-eminent right to uninterrupted quality education, and the public the right to proper representation by their elected officials and accountable performance by their employees." ". . . that careful scrutiny be given to other provisions of the tenure law so that teachers' rights will be protected, while, at the same time, the public's interest in maintaining qualified teachers will be preserved."

## DETROIT BOARD OF EDUCATION

### Position on Teacher Accountability\*

The primary goal of the Detroit Board of Education is to provide better learning for our students. This paper states why an accountability system is necessary, the principles which should underlie that system, and how we would use an accountability plan in the Detroit schools this year.

#### Why an Accountability Plan is Needed

Detroit students are not learning well enough. Present measures of achievement show Detroit to have about its share of students scoring in the middle or average ranges on national tests but far fewer than its share above that middle group, and far more than its share below. Other achievement indicators such as employability, dropout rates, and the extent to which students go on to further education also show Detroit students not doing as well as they can and should do.

Members of the community are aware of the achievement situation and urgently seek improvements in program. However, even without such demands, it is clear that substantial improvements are needed in pupil learning in Detroit. The school system itself should take primary leadership in its own improvement.

In order to improve achievement, we have taken many actions. We have designed new programs using special federal and state monies. We have tried to improve desegregation. We have decentralized the school system. We have worked with the community to establish advisory boards, community councils, and other groups at all levels. We have created a citizens' Education Task Force to make recommendations for improvements in finance, management, and teaching and learning. We have striven to improve our financial support through both local and state efforts. We have focused our meager funds as much as possible on the instructional program. We have adopted a statement of goals. We have designed a new and comprehensive achievement program to improve the learning of Detroit children and youth. We have established an accountability system for administrators. Each of these actions is a step toward making the Board of Education accountable.

There are, however, obstacles to these improvement efforts. We are unable to ensure that teachers will participate fully in the new achievement plan. We have no assurance of adequate funding to provide quality education now or in the future.

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\*To be presented to mediators of the Michigan Employment Relations Commission.

As a school system we cannot guarantee adequate funding for full quality education, but we should be able to attain full participation of staff in efforts to improve the education of children and youth.

Any improvement effort must provide methods for determining if critical resources are being used in the most effective manner. The most potent resource we have is our teachers. Research has shown that the action of the teacher in the classroom is the most significant single variable in the teaching/learning situation over which we have some influence. If we are to improve the instructional program, we must be able to improve its primary ingredient, namely, the performance of the teacher.

If teaching performance is to be improved, teachers and other staff members must have information about effectiveness so that teaching skills and strategies can be strengthened. This is not to say that Detroit teachers are in any sense inferior to other teachers or inadequate as a group. We believe that they are strong, capable, competent, and dedicated as a group. But, we believe that all staff members can improve their performance. Further research on teaching effectiveness shows that this is true.

Therefore, it is essential that an accountability system be established with a strong teacher evaluation component in order to maximize the effectiveness of our most critical resource.

#### Principles of an Accountability System

In the development of an accountability system the Board believes that the following assumptions or principles should underlie the plan:

1. The purpose of an accountability system is to improve the instructional program by improving the performance of staff.
2. Participants in an accountability system are accountable to agreed-upon objectives.
3. The total accountability system for the Detroit schools, when fully developed, should include accountability at all levels; i.e., Boards, administrators, teachers, all other staff members, students, and community.
4. We accept the fact that teachers are competent, deserve dignity and respect, and want to strengthen further their performance as professionals.
5. A successful accountability system should be jointly developed, meaning that teachers as well as administrators should participate in its design.
6. The plan should be feasible and capable of implementation.
7. An accountability system must be fair and responsible. It should avoid favoritism, arbitrariness, and direct evaluation by other than professionals. The plan should provide due process.



8. The accountability system should be understood by all - teachers, administrators, students, and community.

#### How We Would Use an Accountability Plan This Year

The establishment of a teacher accountability system is not only consistent with, but necessary to, a number of efforts to improve learning this year. The state accountability model being developed by the Michigan Department of Education requires evaluation of all input factors, including the teacher. The Report of Superintendent's Committee on Achievement<sup>1</sup> requires regular comprehensive evaluation of staff performance. That report specifies evaluation and planning not only for teachers but also for all region and central office units. Evaluation is clearly consistent with many current efforts at region and local school levels in the establishment of goals and performance objectives and the design of inservice education programs for staff. In addition, the Board of Education has shown its willingness to invest money in an accountability system.

It is the intent of the Board to develop the teacher accountability system jointly with the Detroit Federation of Teachers. However, it is appropriate in this paper to identify certain guidelines which seem reasonable to the Board if the evaluation system is to be effective. Some suggestions are:

1. Each teacher should develop his own improvement plan which should specify his goals and objectives for the semester or year, both (a) for improving his own teaching skills and strategies, and (b) for pupil-learning outcomes. It is not expected that rigid test performance standards should be applied to pupil achievement in evaluating teaching performance. The focus here is on the contribution of the teacher to the individual growth of pupils so that each pupil makes maximum growth for himself.
2. A teacher's goals will be unique to his own teaching situation, but they must be consistent with the goals developed at the school and region levels.
3. The teacher is expected to participate in instructional improvement efforts at his individual school. This means participation in planning, in problem selection, in the design of learning experiences and programs, and in evaluation. It is understood that such school planning efforts will include participation by students and community.
4. It is expected that at each school representatives of the community, selected by the community, will participate in general school planning and that school plans will be available for study by all members of the community. Such plans include the general procedures and processes for evaluation of the program including the process of evaluating staff performance. This does not mean

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<sup>1</sup>Report of Superintendent's Committee on Achievement, Detroit Public Schools, March, 1973, pp. 96-97.

that community members are to be responsible for the evaluation of individual teachers. Such appraisal is the responsibility of staff members.

5. The purpose of the evaluation process is to improve the performance of the staff member. Therefore, the primary results of the evaluation should be: (a) the dissemination and reinforcement of successes, and (b) suggestions for improvement, including recommendations for further inservice training to develop new skills or teaching strategies.
6. Adequate appeal and other due process procedures are essential to the success of the evaluation system.

We recognize that an accountability plan most likely will mature with the experience of all of its participants. Therefore, any acceptable plan will require evaluation after the first year and probably during subsequent years. Some criteria for this evaluation would include:

- (1) Is it capable of implementation?
- (2) Is it fair to staff members?
- (3) Does it lead to improved performance of staff?
- (4) Does it help provide better learning for students?

We recognize that the specifics of the evaluation process should be subordinate to the primary goal of producing improved achievement of Detroit students. Whatever plan is approved should be jointly developed.

## THE DETROIT FEDERATION OF TEACHERS

### Goals of Accountability

The Detroit Federation of Teachers strongly supports the Detroit Schools employment policy which requires a minimum of a Bachelor's degree and full certification before a teacher is granted a contract with the Detroit School System.

Teachers hired under this policy are qualified and are consequently held accountable for classroom responsibilities, responsibilities to colleagues, school program, and community, and responsibilities to themselves through professional growth.

The Federation is proud of the accomplishments and the dedication to their work of the vast majority of Detroit teachers in spite of the exceptionally difficult circumstances so common to all urban schools today. Social unrest, inadequate finances, years of teacher shortages are among the causes of the problems we face.

So, in a spirit of demonstrating anew its concern for the better education of Detroit children and its goal of professional excellence for its members, the Detroit Federation of Teachers adopts the following as the goals and objectives toward which teachers strive, and the Federation endorses.

Since the best prospect of fulfillment of such goals and objectives depends on the voluntary, enlightened commitment of affected teachers, rather than on enforcement by sanctions, this statement shall not be regarded as conditions of work standards, but rather as a goal of excellence in which we hope the Board of Education will join us.

#### CLASSROOM RESPONSIBILITY

Responsible teachers provide a classroom atmosphere in which effective teaching and effective learning take place. In such an atmosphere pupils expect to work at learning when they come into the classroom.

The essential first step is planning and preparation that are done before the class ever starts.

In order to plan effectively, teachers: (1) evaluate pupils to determine where they are, (2) plan the immediate steps necessary to take them toward long range goals, and (3) help each child achieve to the extent of his ability.

A teacher plans to meet his own teaching needs as well as the pupils' learning needs and reduces his plans to a written format which is relevant to them and their classroom. This involves effective planning, effective implementation of those plans, evaluation of pupils, and reporting evaluation of pupil progress.

The classroom is a useful teaching tool when the teacher arranges it to reflect pupil interest in their class work and lead to their caring for the room.

Effective planning includes organization of such routine matters as storage of books and supplies; preparation of seating charts; exhibits which are relevant to the teaching plan as well as interesting and attractive; distribution and collection of day to day materials; sharing and taking turns with equipment; class passing procedures for pupils and furniture arrangements.

The teacher's planning and classroom management skills focus on producing a measurable effect on pupil growth and learning. The responsible teacher prepares adequate substitute plans to provide for continuity of instruction.

The planning of instruction provides for self-motivation for learning. This provides children with an understanding of what they are trying to learn as well as its relation to the larger goals of their education.

Teachers need to establish an ongoing evaluative process to assess pupil growth and development. Teachers also teach pupils to evaluate their own work, as individuals and as a group. These evaluations should help pupils to see and recognize progress toward more distant goals.

Teachers recognize each pupil as an individual with individual needs for personal attention, special methods of instruction, encouragement, reinforcement and rewards for effort and an opportunity to plan some part of his own work. Teachers develop these with the same careful thought and planning as go into other lessons. As a result of this, mutual respect and trust build between teacher and pupil and among the pupils themselves.

In addition to the regular content of their subject areas, teachers emphasize such things as personal health and cleanliness, traffic safety, community responsibility, courtesy, self-reliance, individual dignity and worth, and how to make responsible decisions or alter one's decisions when faced with new circumstances.

Responsible teachers assemble a variety of materials suited to the needs of their pupils. The teacher uses these to provide children with many and varied experiences, self-motivation of learning, reinforcement for successful learning, and for practicing desired learning skills.

Teaching materials should be factually correct, timely, and should serve the purpose for which intended. Teaching materials which portray people, must represent all racial and ethnic groups.

The responsible teacher sets high expectations as an important part of the pupils' self-motivation. Since children, like adults, are inclined to do what is expected of them, this is one of a teacher's strongest techniques.

When teachers provide conditions where children can find satisfaction and challenge, they achieve at a higher rate. This is recognized, too, by the teacher who expects his pupils to enter the classroom on time and in a business-

like fashion, to listen to their teachers and to each other, and to apply themselves to the tasks at hand.

Conversely, children know without being told in words when their teacher has "given up on them" and they all too readily accept the role of the failure.

The teacher's high expectations will have little effect on his pupils however, unless they see that he is as committed to the job at hand as he expects them to be.

#### RESPONSIBILITY TO COLLEAGUES, SCHOOL PROGRAM AND THE COMMUNITY

While teachers devote the major amount of their day in activities directly related to their relationships with students in their classes, this does not preclude the responsibility that they meet their role in the establishment and perpetuation of good inter-staff and school community relations.

Teachers are agents in helping to create goodwill; preventing or reducing tensions; interpreting needs of students and their schools, and helping parents become knowledgeable about the achievement of individual students as well as the educational program of the school as a whole.

Teachers adjust to the scheduled routines of the school. They are in their classrooms early enough to be prepared and ready to meet classes punctually; oversee hall passing and supervise dismissal of classes, including the last class of the day.

Teachers carry out assigned educational activities, regular, or rotating duties, and special duties which help restore order in an emergency. They maintain pupil records with relevant personal information and complete necessary reports accurately and promptly. They take reasonable care of equipment and supplies, and direct the pupils under their supervision to take care of them.

A teacher integrates his own programs and activities with the programs and activities of his colleagues, to the end that the school program progresses as an integrated whole rather than in isolated parts.

A teacher should take an active part in meetings for staff planning decision making.

As part of the staff, teachers share the responsibility for maintaining an orderly business-like climate throughout the school. They are expected to assume guidance and supervision of pupils whenever necessary in the school setting.

Recognizing that conferences are important to the educational advancement of the child, teachers participate in scheduled parent-teacher conferences, meet with parents as necessary at mutually agreeable times, and otherwise encourage parental involvement in the educational processes of their children.

Teachers recognize the expectations and aspirations of parents for their children.

Teacher participation in parent group activities contribute new understanding of resources available in the community.

Teachers must be aware and involve themselves in becoming knowledgeable of the immediate community in which the school is situated. A teacher can thus get first-hand information about housing patterns and industry, possible sites for field trips, recreations, and a good estimate of the socio-economic conditions. When aware of basic elements within their school community, teachers are better prepared to implement a relevant learning program for children from that community.

#### RESPONSIBILITY TO ONESELF THROUGH PROFESSIONAL GROWTH

As soon as a teacher takes up his post and meets his first classes, he begins to appraise his effectiveness as a teacher. Always in the teacher's mind will be questions like these: Am I getting through to the class-- or at least the large majority? Are we communicating? Am I making this lesson come alive to these pupils, or am I boring them to death? Are we together on this project, or am I leaving them behind? Are they taking this lesson seriously? Are they taking me seriously? With most teachers, this process of self-appraisal becomes so automatic that the teacher forms a habit of making mental notes of his successes and failures, along with probable reasons and possible alternatives.

Teachers evaluate their own teaching in terms of pupil achievement.

Teachers continue to grow professionally through reading, workshops, classes, experience, observations and comparisons and from suggestions, criticisms and recommendations from others interested in education.

A teacher must take corrective action designed to improve performance when it has been pointed out to him by an appropriate authority.

In summary, the Detroit Federation of Teachers again expresses its pride in the accomplishments of the great majority of Detroit Teachers by stating here in printed form the goals on which teachers focus as they go about their daily work.

Continuing cooperation between the Boards of Education, the community, the students, and the teachers will ensure the educational climate needed for Detroit children.

In this way, our mutual goal of excellence will be reached.

(Adopted by DFT Executive Board June, 1971)

## FLINT PUBLIC SCHOOLS

### Contract Provisions Pertaining to Accountability

#### Article XXIII - Teaching Goals

The Board and the UTF agree that it is the mutual responsibility of teachers and administrators to insure that all students, without respect to race, income, or social class, will acquire skills--identified jointly by teachers and administrators--necessary to take full advantage of the choices that accrue upon successful completion of public schooling.

The Board and UTF further agree to encourage an on-going school-by-school project with the common goal of determining ways to improve student performance. This is not to presuppose that improvement can, indeed, ever be accomplished by all students. It is, however, a joint commitment to strive toward an overall goal of scholastic competency.

In seeking the goals of scholastic competency and human development, teachers and administrators at each school shall jointly strive to:

1. Develop an operational plan which seeks to answer the question: "Given the human and material resources available, what can we do realistically to improve the education and human development of students?"
2. Include in such a plan goals for each school; objectives which may help reach those goals; an annual assessment of those goals and objectives; and recommendations for change if needed. Such plans shall include the use of all available resources of personnel, materials, facilities, and community and shall consider them as integral parts of each building's plan.
3. Annually assess the implementation and/or need for modification in cooperation with the offices of Elementary and Secondary Education, with the object being a design of an educational process that will provide for the continuance of a logical, sequential educational program for the student's human potential, regardless of his background. Such assessment will include the judgment of building staff as to the adequacy of resources--personnel, materials, facilities, and community. Inadequate resources will be reported to the appropriate division head with recommendations for:
  - a. Correction of the deficiency, or
  - b. Explanation as to the inability of staff to provide adequate opportunity to its students due to the insufficiencies in resources.

In addition, the parties acknowledge the complexity of this task, and for that reason understand that no building plan will be implemented by a staff until such time as agreement has been reached upon a particular plan by the majority of that building staff (at the elementary level) and approved by the principal, or by the majority of each department staff of a building (at the secondary level) and approved by the principal. When plans have been developed and agreed upon by said majorities and their building principal, the plan will be submitted to the appropriate division head for comment and/or recommendation, to be reconsidered at the building level. However, in each case, the implementation of every plan shall be upon the decision and agreement of the majority of the local building staff and approval of the principal.

This agreement guarantees that for the term of this contract this plan will not be used in any way as a criteria in evaluating the performance of teachers.

Further, in no manner shall this agreement be tied to remuneration of teachers.



## Article XVIII - Teacher Evaluation

- A. The evaluation of the work of all teachers is a responsibility of the administration. In order that each teacher may be aware of his strengths and weaknesses, a written teacher evaluation will periodically be given to each teacher. The written evaluation will include a statement of strengths and deficiencies, a statement of the improvements desired, a statement of how to attain the desired improvements, a statement providing a reasonable period of time in which to attain the desired improvements, and what consequences may occur if the desired improvements are not achieved. The evaluation form is set forth in Appendix H.
- B. Teachers rated less than satisfactory at the end of a school year, but who have not been recommended for termination, shall be retained at their current experience step. In the case of teachers at the maximum step, they shall be retained at their current salary. The decision to restore the teacher to his appropriate position on the schedule or to terminate the teacher's services will be made prior to the end of the school year following the year the less than satisfactory evaluation was received.
- C. Each teacher shall have the right, upon request, to review the contents of his own personnel file. A representative of the UTF may, at the teacher's request, accompany the teacher in such review. The review will be made in the presence of the administrator responsible for the safekeeping of such file. Privileged information such as confidential credentials and related personal references normally sought at the time of employment are specifically exempted from such review. The administrator shall remove such credentials and confidential reports from the file prior to the review of the file by the teacher.
- D. All monitoring or observation of the work performance of a teacher shall be conducted openly and with full knowledge of the teacher.
- E. The procedures to be followed in the evaluation of teachers shall be as set forth in Appendix I.

Appendix H - Teacher Evaluation

Date \_\_\_\_\_

Teacher \_\_\_\_\_ Subject \_\_\_\_\_

Time: From \_\_\_\_\_  
To \_\_\_\_\_

Examples of Strengths in Anecdotal Form:

Areas Needing Improvement in Anecdotal Form:

Professional Assistance Given:

Plan of Action:

- a. Recommendations for Improving Performance and Length of Time for Achieving Results

- b. Consequences if no Improvement:

Ratings: (check one)

Superior \_\_\_\_\_

Average \_\_\_\_\_

Unsatisfactory \_\_\_\_\_

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I have read the above evaluation.

I understand that my signature does not constitute a concurrence or approval and that I may grieve the evaluation if I believe it to be untrue or to have been accomplished by a method or procedure not in accordance with the Master Teacher Contract. I understand, also, that I may have a representative of my professional organization present at this evaluation conference session with my supervisor or principal.

Remarks by Teacher:

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\_\_\_\_\_  
(Date)

\_\_\_\_\_  
(Teacher)

\_\_\_\_\_  
(Date)

\_\_\_\_\_  
(Evaluator)

This is a professional report and must be kept in approved confidence.

(This form is to be processed and a copy given to the teacher at the conference session.)

## Appendix I - Teacher Evaluation

- A. Basic Guidelines for the Evaluation of Teachers: Article XVIII of the Master Teacher Contract on Teacher Evaluation provides that each teacher will be evaluated periodically in order that the teacher be aware of his strengths and weaknesses.
- B. The Evaluator: The responsibility for the administration of the evaluation program for teachers lies with the Director of Staff Personnel Services who implements the processes through the Director of Secondary Education and the Director of Elementary Education. Under the direction of these administrators, teachers are evaluated by the following personnel:
1. The appropriate principal and/or his designee in administration evaluates all teachers in the bargaining unit (either full or half-time) assigned to a particular school.
  2. The appropriate consultant, coordinator or director (music, art, speech correction) evaluates all itinerant teachers (either full or part time) not assigned permanently to any specific school or building.
  3. The appropriate consultant, coordinator or director may also assist the principal or his designee where his specialized talents are beneficial in the evaluation process.
  4. Teachers assigned to two (2) buildings will be evaluated by each principal. Conflicts between these evaluations will be resolved by the Personnel Office.

The above administrators are referred as the "evaluator" throughout the evaluation procedure.

- C. Guidelines: These guidelines are proposed in recognition of the concept of professional growth.

Two forms will be utilized by the evaluator: (1) the Teacher Performance Report and (2) the Teacher Evaluation.

Both of these forms will be prepared in triplicate on sensitized paper. One copy of each of the completed forms shall be placed in the teacher's file in the Personnel Office, one copy shall be given to the teacher, and one copy is retained by the evaluator. In order that each teacher may be aware of his strengths and weaknesses, each Teacher Performance Report and Teacher Evaluation shall be followed by an evaluator/teacher conference within a three (3) work day period. Teachers needing improvement shall be given an opportunity to utilize professional help so that they may attempt to rectify difficulties; the teacher, with the agreement of the principal, may request a Teacher Performance Report by another qualified observer. Each form will include a statement of

the improvement desired, a recommendation of how to attain the desired improvements, a statement providing a reasonable period of time in which to attain the desired improvements, and what consequences may occur if the desired improvements are not achieved.

- D. The Teacher Evaluation will be discussed point by point with the teacher when he receives it. The teacher shall be requested to sign the Evaluation, may indicate his objections in writing in the space provided.

Each Evaluation shall contain a rating of each teacher (tenure and non-tenure) together with the evaluator's recommendation. (Recommendations for tenure teachers should be: Continue Tenure Contract, or Retain at Present Salary as per Article XVIII-B of the Master Teacher Contract, or Terminate. Recommendations for non-tenure teachers should be: Renew Contract, or Give Tenure Contract, or Do Not Renew Contract for the Following Year.)

- E. Non-Tenure: Each non-tenure teacher shall receive his Evaluation on or before February 15th. The Teacher Evaluation is to be filed no later than the first school day following February 15th.

At least five (5) Teacher Performance Reports shall be completed for each non-tenure teacher between the opening of school and the last day of the first semester each year, except for those hired after Thanksgiving. A minimum of two (2) Teacher Performance Reports should be completed for each non-tenure teacher hired after Thanksgiving by the following February 15th.

- F. Tenure: Evaluation of tenure teachers shall be done once each school year. The Evaluation of tenure teachers who are considered satisfactory should be filed prior to June 1st of each school year and shall be accompanied by all Teacher Performance Reports. Tenure teachers whose work is considered unsatisfactory will be evaluated each semester, and their Evaluations must be filed no later than the first school day following February 15th and must be accompanied by a minimum of five (5) Teacher Performance Reports.

Any tenure teacher who had been retained at his previous salary must be evaluated each semester of the following year. The Teacher Evaluation of such a teacher, along with the Teacher Performance Reports, must be filed no later than the first school day following February 15th.

## INDIVIDUAL'S PROPOSAL - ABBOTT

### An Alternative Accountability Model

#### The Rationale:

The Accountability Task Force has heard many of the concerns of parents and teachers about the proposed state accountability model. I wish to briefly touch on some of these concerns and to suggest an alternative accountability model that I feel will address itself to these concerns.

The concerns are real. Teachers would be held accountable for things over which they have no control. Teachers simply cannot control the habits and environment of students beyond the brief time they have to work with them. Money, materials, class size, etc. Teachers have little say in these matters, as you have heard over and over.

And it's true that teachers have felt accountability pressures from many sources--the state, the school system, other teachers, parents, and from students.

The public has shown some dissatisfaction with schools. Conferences featuring panels of disenchanting students, a flood of books on the miseducation of our children, tax revolts, performance contracts, voucher systems, free schools, accountability movements, etc, all help to indicate the extent of the disaffection. Notice that parents aren't just voting down tax proposals; they are even trying to create schools outside the public school system, and have even hired commercial businesses to teach whole schools. Wealthy people have always had educational alternative; they choose from varying private schools. Today even the not-so-rich are trying to set up their own schools.

The point is that one accountability system cannot satisfy everyone. One family may want a "humanized" or "open" class aiming at self-direction. Another wants a class with an emphasis on "the basics" with plenty of drill, a concentration on "content". One family wants a phonics approach to reading, another believes in developing a "sight" vocabulary. These are honest differences that parents, teachers, and administrators have.

It is difficult to agree on the purposes of education when the specifics are presented. The state would "articulate"--my word is "impose"--a particular listing of basic skills on all students in the state regardless of the wishes of individual parents or the judgment of the teachers in the classrooms. According to Dr. Barbara Ort, a representative of the State Board of Education, the state would advocate a "teach-test-teach-test" method and even hopes to get textbook companies to change their materials to conform to the state's conception of education and even hopes to go so far as to advocate uniform materials throughout the state. (All of this explained at a meeting last month in an Elementary school in Ann Arbor.)

Teachers may feel the pressure to "improve" these articulated skills, and so may exclude other untested or untestable goals such as developing self-direction, or helping students with decision making or with values clarification.

And yet there are parents who feel that these are the more important goals. With accountability models that use test scores to determine progress, it is possible to obtain high test scores in, say reading, but, because of the very method of achieving these high scores, to discourage students from reading.

Teachers are caught in a bind. In each classroom is reflected varying educational philosophies. Few good books can be used in a classroom without someone's notion of morality, religion, sex, race, or whatever, being offended. Of course, teachers can play it safe and go with books that say little or nothing and then end up being accused of being irrelevant. Or consider the teacher with a different view of teaching from that of the principal--or from that of the state. How does the teacher with a "humane" view of teaching deal with a principal who believes a teacher must be "authoritarian?" Or consider the teacher who believes that involving students in real writing situations, publishing newspapers, writing books and real letters is the way to teach how to write rather than the teach-test-teach-test method? Then, to compound the problem, teachers are expected to meet these imposed accountability pressures with little or no say in the type of students they get, the numbers of students they get, the hours they have the students, the type, amount, and quality of materials and equipment they get, and even, in many cases, the method used. When teachers feel that they are merely a conduit for administrative or state decisions in so many matters, they lose enthusiasm for teaching and come to expect the thinking to be all done for them.

There is little or no need for human growth in this system. The teacher isn't expected to know what he is doing or why he is doing it. He simply follows the program handed to him. This system encourages the docile teacher who can follow directions. Enthusiasm is dulled when the teacher has so little involvement in what he does in the classroom. Parents, too, will not grow in their knowledge of the education of their own children if the class is so pre-set and they are not involved in choices that affect them. Parents often make unreasonable demands on schools because of their lack of knowledge about education. Others, as noted earlier, have given up trying to get schools to be responsive to their ideas of what schools should be and are setting up their own schools. And the sad thing is that there is no reason why the public schools can't offer the same alternatives parents are seeking outside the public school system. No reason that is except that the system breeds a dull conformity.

### The Proposal

I propose to redirect the educational accountability model used by the State of Michigan and that used by many school systems. Rather than have state or system imposed student behavioral standards, the state or school system would make teachers accountable for their own programs. The specific accountability-making power would be placed on the teacher. Each teacher or group of teachers will determine what they should be accountable for and

how they will demonstrate this accountability (as doctors, lawyers, psychologists generally do). Teachers will ask for the materials, equipment, tests, inservice training, etc. that they need to accomplish the objectives. Teachers will present their programs to parents in an orientation period. Parents and/or students then select the teacher and program that best suits their needs. Administrators then would act as helpers to teachers, getting materials, workshops, equipment, professional advice as the teacher requests them.

#### Some Benefits-

--teachers would become more enthusiastic as they are encouraged to grow and try new things. —This enthusiasm helps students.

--accounts for individual differences in administrators, teachers, parents, students.

--teachers are accountable for what they do directly to the parents and children in the class.

--teachers are free to teach the way they teach best to students who are in general agreement with the philosophy of the teacher.

--the teacher can be held directly accountable for his decisions; he takes the credit or blame.

--parents would become more knowledgeable of schools when they see the alternatives available and understand the rationale for them.

--teachers are required in a very natural way to explain what they are doing and why.

#### Submitted by:

G. Michael Abbott  
532 Langfield Drive  
Northville, Michigan 48167  
Phone: 349-3083



INDIVIDUAL'S PROPOSAL - FUNDARO

Suggestions for Educational Accountability

The following suggestions are submitted to this commission in the hope that each one be considered on its merit as a possible solution to the issue:

1. Teachers job performance (accountability) should be evaluated twice a school year by a school administrator.
2. Criteria for a teacher's evaluation should be the same criteria that is used during their probationary period.
3. The results of a teachers evaluation should determine his or her salary.
4. The step scale from which teachers are paid, including the index scale, should be replaced and eliminated from all teacher contracts.
5. A pay scale should be established based upon a teacher's performance.
6. Repeal of Teacher Tenure and all existing statutes, should be placed on referendum and decided by a vote of the people.
7. The existing laws preventing teacher strikes should remain and be enforced.
8. A year-round school year for teachers should be taken into consideration.
  - (a) They should be required to take courses during the summer to improve their performance.
9. Teachers that have been appointed to Administrative positions should not retain their tenure and should not be allowed to return to the classroom if relieved of their administrative positions.
10. Annual State Wide evaluation tests should be given to all teachers by the Michigan Department of Education to determine annual teacher competence.
11. The existing probationary period for new teachers should be extended to five (5) years.

Respectfully submitted,

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(signed)  
Mario Fundaro

## INDIVIDUAL'S PROPOSAL - GROZNER

### Suggestions for Educational Accountability

I see a great necessity to set up task forces to go through the schools and check the progress of each child each semester. These task forces should be made up of paid personnel, an equal number of community persons and educators who are chosen for their appeal to children and their firm commitment to quality education and the need for accountability. It is my opinion that principals and department heads can be, in most cases, objective enough for these evaluations. This is not to say that each child should be expected to progress at the same rate in all areas. But each should progress in some areas each semester. If they are not progressing, they should be investigated to see what is holding them back. A child's past record should not be passed on to a future teacher, for that can have a strong prejudicial influence. If too many (more than 10%) students are not progressing, then something is wrong with the instructor or the program. What's more that 10% should not be forgotten. They should receive special and remedial help so that that time is not lost.

Parent  
Doris Grozner  
Stevenson Hearing

INDIVIDUAL'S PROPOSAL - SPONSELLER

An Equitable System for Evaluating Teaching Effectiveness  
That Takes into Account the Ability Level of the Incoming  
Students

Grade Levels: 1 through 8 (or 9)

Method: Statewide examinations in principal academic areas are administered each June to students in each of the above grade levels. Test scores are analyzed to give a student's standing. This standing is expressed as his percentile, preferably within his own school district, rather than the state.

After the June exam, the average standing of students in a class is compared with the average standing for those same students in the previous year's exam.

Teaching effectiveness is measured by the extent to which the average standing of students in a class has approached the 100th percentile during the year. The amount of improvement is expressed as a percent of the difference between the average standing for the previous year and 100. This rating system is considered superior to just using the latest test results, a system that penalizes the teachers of slow learners and favors teachers of bright students. Under the proposed system, the students serve as an "internal standard" against which the effectiveness of the teacher may be gauged.

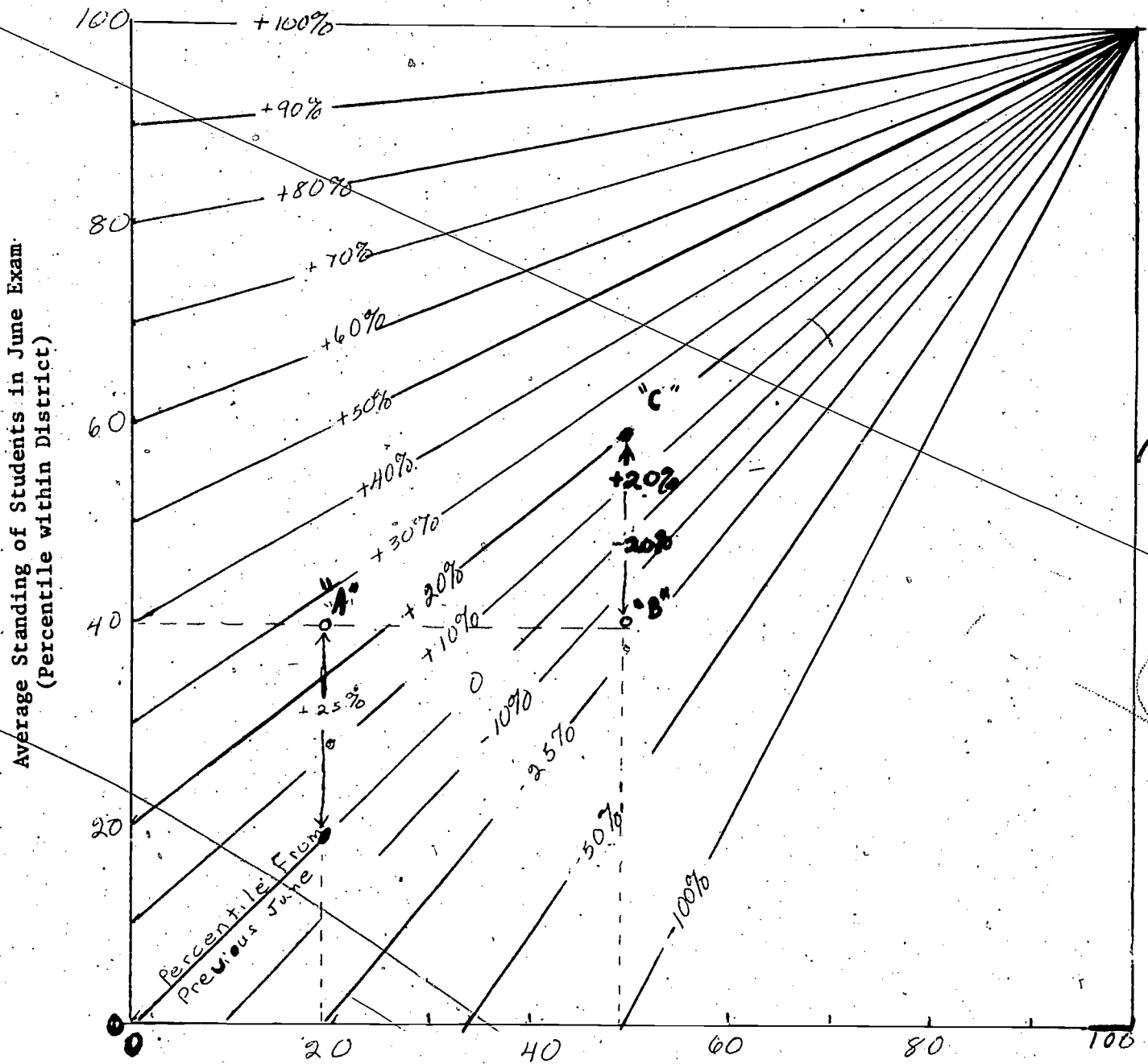
It is expected that this evaluation could readily be accomplished on a statewide basis by computer.

EXAMPLE

(See Attached Graph)

	Average Standing of Students in a Class (Percentile within School District)		
	<u>Teacher "A"</u>	<u>Teacher "B"</u>	<u>Teacher "C"</u>
June 1974 Exam	20	50	50
Maximum Possible Improvement	80	50	50
June 1975 Exam	40	40	60
Actual Improvement	+20	-10	+10
	Teaching Effectiveness		
	+25%	-25%	+20%

Percentage Approach  
Toward  
Top Standing



Average Standing of Students in Previous June Exam  
(Percentile within District)

## THE LEAGUE OF WOMEN VOTERS

### Statement by League of Women Voters of Michigan at Accountability Panel Hearing

I am Elizabeth Kummer, Education Chairperson for the League of Women Voters of Michigan, speaking this evening on behalf of the League of Women Voters of Michigan.

The League of Women Voters of Michigan believes that accountability is a circular process involving students, teachers, administrators, boards at all levels, parents, and citizens and is intertwined throughout with a basic question of money. We think that this intertwining can best be done through the process of a PBS which "is a process under which priorities among the kinds of services the school district may provide are weighed, objectives are stated in operational terms, alternative means to accomplish the given objectives are analyzed, and a choice among competing means is made under criteria of efficiency in the use of accountability for both educational objectives and financial resources. It is the way that the educational system can satisfy its aim while at the same time satisfying the needs of the citizen taxpayer.

The League supports this accountability process combining needs with resources with evaluation with research with change and with efficiency. The substitute of needs for goals is the interlink between an accountability process and a PBS.

League members throughout our study of financing education emphasized that they did not want any kind of system or process that became "teaching to the test" or made financing dependent on success or failure based on academic tests -- words which we have been hearing at these hearings. League member solutions put simply were: find out what is wrong and do something about it. The doing something may mean more money is needed in a particular school system or individual school or classroom. It may mean that better facilities are needed. It may require different teachers or a change in administration. Perhaps the program is wrong for that child. The community may not understand or support the schools. In other words the League believes that the whole system in all its parts together and severally should be held accountable for making sure that children are learning on an individual basis.

The League of Women Voters has joined in the statement published by the Educational Forum supporting accountability. The only addition that we as an organization would make to the statement would be to spell out more clearly the role of the state in setting broad guidelines, or goals, within the context of which, each intermediate district and local district would set its own more definitive goals against which progress would be measured.

We believe that an accountability system should be flexible and thereby adaptable to each school and child. We think this system as proposed by the state when read in its entirety is flexible in its relation to school districts. We would hope that each district's interpretation and implementation of the system would be as flexible. We support the accountability model as far as it goes but strongly urge the State Board of Education to complete the process by including financing as an integral part. We think there should be an accountability model in conjunction with true PBS.

THE METROPOLITAN DETROIT SOCIETY OF BLACK ADMINISTRATORS

Accountability Position Paper

BLACK EDUCATIONAL ADMINISTRATORS ACCOUNTABILITY POSITION PAPER

ACCOUNTABILITY IN PUBLIC EDUCATION IS THE ONGOING DYNAMIC INVOLVEMENT OF THE CORPORATE EFFORTS OF FEDERAL AND STATE GOVERNMENTS, STATE AND LOCAL BOARDS OF EDUCATION, ADMINISTRATORS, PARENTS, STUDENTS, TEACHERS, BUSINESS AND INDUSTRY TO INCREASE THE ACADEMIC AND SOCIAL GROWTH IN A DEMOCRATIC SOCIETY BY THE UTILIZATION OF THE NECESSARY ELEMENTS WHICH CONSTITUTE THE BEST TOTAL EDUCATION FOR YOUNG PEOPLE.

As a school district proceeds to employ accountability programs, questions arise that need answering. Can we accurately measure changes in learning? How do we translate generalities into specifics? How do we replace emotionalism with rationalism? Who should be held accountable, and for what? How can we safeguard against scapegoating in the area of accountability? Dare all segments of the community admit to the simple truth: that all must be accountable for the education of our young.

The following statements are an attempt to define in broad terms the responsibility which each of the above elements has for the education of the youth of this nation and state and local community. Obviously each element must accept its responsibility and then be willing to sit down with the others and develop the total educational package.

STAFF ACCOUNTABILITY AND INVOLVEMENT

Staff and local community representatives meet at least twice a year for the following purposes:

- A. Identifying social and educational needs.
- B. Including review of behavioral objectives and goals for staff, students and community.

Time schedule: End of school year  
Mid year

Provisions must be made for the continual assessment by representative staff of the articulation between the levels of education as they relate to our organizational divisions of elementary, junior and senior high schools as least once a year.

Monthly reviews of the effectiveness of the total curriculum must be scheduled.

### INDIVIDUAL TEACHER INVOLVEMENT

In order to achieve individual teacher involvement the following must take place:

1. Scheduled conferences with administration and/or other staff members on an individual basis.
2. Teacher preparation of alternatives by the development of plans for the affective, cognitive and psychomotor growth of each pupil.
3. Continual modification of technique and methods to obtain success.
4. Analyzation of test data to ascertain needs of students by establishing a process of evaluation which will assess growth and development which the teacher will share, upon request, with parents, students and administration.

To effectively achieve the aforementioned, the teacher will draw upon:

- A. Supportive Services
- B. Resource Personnel
- C. Augmentative Services
- D. Post-Testing
- E. More staff involvement with voting rights on advisory councils.

(In essence, the teaching and learning experience must include item test analysis, diagnostic activities, prescription writing, lesson plans including behavioral objectives.)

### ACCOUNTABILITY AND STAFF TRAINING

Teachers have the responsibility of teaching young people the skills necessary for living successfully and productively in a technological and changing democratic society. This will necessitate a high degree of preparation on the part of the staff initially and on a continuing basis.

Staff training no longer is identified as an off-shoot to education. It is, and must be - interwoven within the fabric of the educational process. Whether or not a school is receiving compensatory education, in order to be accountable, the personnel of our schools must have the opportunity of being trained, re-trained, assessed and re-assessed throughout one's teaching career.

To support this concept, time, money, technical assistance and contractual agreements must be provided to relate to today's demands in the areas of managerial skills, educational designs and the ascertaining of the needs and priorities of surrounding communities.



In essence, a minimum of weeks - to possibly a month - must be added to the school year for this thrust. Each generation of students is different, - and staff must be able to face up to and cope with those differences.

#### ADMINISTRATION (LOCAL SCHOOL PRINCIPALS)

Administration must continually up-grade their administrative skills in all pertinent areas through employment of the following means:

- A. University course offerings
- B. Administrative seminars
- C. Work - study leaves

As a result, the administration should be able to share these continually with staff through:

- A. In-service training sessions
- B. Classroom demonstration
- C. Individual conferences
- D. Staff meetings

In addition to effective management of the school, the principal must develop managerial skills as they relate to the coordination of regular Board, State, Federal and other granted projects.

#### PARAPROFESSIONALS

The effective utilization of the paraprofessional concept must be emphasized.

Note: With the educational opportunities provided paraprofessionals through the Great Cities Training Program and Career Opportunities Project, many of our aides are far more sophisticated than formerly. Unfortunately, in many cases, their newly acquired skills are not being utilized. In fact, in some instances, aide input is being discouraged because of insecurity on the part of classroom teachers.

#### STATE AND LOCAL BOARDS

State and local boards of education must provide a context within which all elements of the educational community can come together on a common ground and approach the problems of education our youth. Boards must be prepared to provide the kind of expert and technical assistance necessary that members of the educational community might need in reaching solutions to educational problems.

Boards must also be active in securing necessary finances for the total educational program, which would include research, experimentation, and in-service training for all personnel.

#### LOCAL, STATE AND FEDERAL GOVERNMENTS

All levels of government must give the kind of legal support to the public schools that will enable them to carry out their societal function.

They must provide an adequate and equitable means of financing public education, not just in terms of classroom instruction, but in terms of meaningful research and experimental and compensatory programs. Obviously, many social and physical and economic factors must be taken into consideration in order to determine what equitable financing for a particular school district really means. Equitable financing is not to be interpreted as equal financing.

Government must not attempt to legislate laws which affect the schools without a thorough study of their impact on the schools and without considerable input by members of the educational community.

#### BUSINESS AND INDUSTRY

As powerful motivating institutions of society, business and industry have a moral obligation to be vitally concerned with the outcome of education. They should be extremely cautious that their promotional and other activities do not detract from the educational process or from the quality of life in communities throughout this country.

Business and industry must be an integral part of the educational picture. They must understand the powerful effect of their actions upon the schools and upon society. They must be prepared to participate in planning the overall education of our youth.

#### COMMUNITY

Community, taxpayers and legislators must clearly understand that a sacrifice must be made in order to finance adequately public education. We all must understand that education does make a difference for the better in terms of our style and quality of life in a democratic society, and that it ultimately will reap benefits far in excess of present inconveniences.

Taxpayers must demand that their money be well spent, but they must be educated to understand that positive results are not always immediate or readily apparent.

As a matter of record, be assured that our educational process is working, and shall continue to work. But in order to meet today's new challenges, this kind of support is necessary.

#### CENTRAL BOARD ACCOUNTABILITY AND INVOLVEMENT

In order for the Detroit Public School System to have an effective accountability plan that can be implemented to ensure academic achievement for our children, the Central Board and Region Boards must address themselves to the following matters:

As Decentralization Guidelines clearly indicate, the Central Board is a policy-making body. Once policy has been established and/or identified, this Board should have the faith and willingness to allow administrative staff to implement same. At this stage, the Central Board should concentrate its efforts upon -

- continuously assessing its own performance, as well as the administrative performances of local school staffs, Region Boards and staffs and Central staff.
- reinforcing a positive self-image of the peoples in all communities within the Detroit Public School System
- developing the most equitable formula for the distribution of general services and funds
- responding to all problems that appear to be unresolvable among regions
- reacting to those issues that might cut across regional boundaries
- augmenting and reinforcing regional staff as the need mandates
- assisting staff, in whatever way possible, in the capturing of educational funds from local, state and federal sources
- continuously fostering patience and tolerance for the diversity that exists within the structure of decentralization.

The Central Board through its behavior and attitude must respect the concept of responsible autonomy as it relates to the decentralization concept. What is being said is that the eight (Region Chairmen) to five (Members-at-Large) ratio clearly amplifies that we have eight Regional Boards, duly elected to provide leadership within their respective communities, as well as to foster an atmosphere of dignity, cooperation and support to the Central Board. Another way of saying this is that there must be continued effort in maintaining regional autonomy while promoting the togetherness of this entire system.

In essence, accountability and politics simply do not mix. If the Central Board is to be the decision-making body in the area of policy representing the entire school system, it must not allow itself to be polarized for selfish reasons, nor would it compromise as a body to the extent that quality programs for children are placed in jeopardy because of political aspirations.

The Central Board, in its process of analyzing the efficiency of staff, responding to state audits and determining where budgets can be refined or reduced, must address itself to not being "penny-wise and pound-foolish". In essence, it takes energetic, effective staffs to implement meaningful programs for children. The fear being expressed in that one must not judge the Administrative Technical Organization by the performances of bodies currently assigned to key positions.

The Central Board must immediately attempt to improve its communication skills in the dissemination of information to its regional constituents. It must assist staff in re-designing or establishing a public relations thrust that will give this school system a new image.

## PARENTAL ACCOUNTABILITY AND INVOLVEMENT

Parental accountability and involvement while having identification in their own right, also have analogous meaning. The greatest is accomplished when they are interwoven for the purpose of achieving quality education. A parent, or parent substitute, from the time of the birth of a child must be actively and intelligently involved in the total learning process.

### CONCLUSION

In conclusion, the aforementioned remarks identify that accountability cannot possibly have meaning without the involvement of all facets of government, the community and the educational institutions that are responsible for the academic achievement of children. A major issue that is stated, or implied, in this position paper is the determination of what is, or should be, measurable, i.e., parental support and/or involvement. Due to the complexity of life in today's society, might we consider through legislative action that parents be mandated to support educational institutions through their involvement? In this paper, we have attempted to explore the accountability and involvement of the following:

- |                                 |  |
|---------------------------------|--|
| Staff                           | The aforementioned remarks related to staff participation in supporting on-going programs clearly indicate how they might be measured.   |
| Regional and Central Boards     | The aforementioned remarks related to this particular dimension of education identifies a method by which one might measure their effectiveness in promoting the achievement of quality education.   |
| Legislators (state and federal) | A yardstick that might be used to identify the degree of support being offered would include equitable representation from the School District of Detroit, fiscal support, augmentative fiscal support related to the decentralization concept, modification related to our priorities in the determination of guidelines related to compensatory funding.   |
| Pupils                          | Obviously, the measuring device in this area would encompass attitudinal change, academic gains, readiness to become effective, self-supporting citizens with salable skills in the World of Work, renewed respect for learning institutions, and finally, the development of attitudes and values that would assist them in working with their peers of the betterment of today's and tomorrow's society. |

In addition to the philosophy stated herein we subscribe to the basic tenets of the accountability position of the Goals of Accountability as stated in the 1972 - 73 Detroit Federation of Teachers Calendar.

B.E.A. Accountability Task Force

Lewis E. Ellis, Chairman  
Assistant Superintendent, Regions One and Eight

Dr. Eloise Anderson  
Assistant Principal, Cass Technical High School

Dr. Marvin Greene (Consultant - On Call)  
Superintendent, Region Five

Macie Jackson  
Guidance and Counseling Department Head, Northern High School

Lewis I. Jeffries  
Principal, Pelham Middle School

Wendell W. Shackelford  
Assistant Principal, Pershing High School

Ella Mae Stapleton  
Principal, Noble

Clarence L. Stone  
Principal, Highland Park High School

## THE MICHIGAN EDUCATION ASSOCIATION

### Statement on Accountability in Education

The Michigan Education Association welcomes this opportunity to express its views on educational "accountability" to the eminent panel assembled here today. The MEA, representing more than 80,000 teachers throughout Michigan, has genuine professional concerns about the adequacy and direction of the state's educational programs.

It is not the MEA's intent to ignore the responsibilities of teachers in meeting the educational needs of all students in Michigan's schools. Rather the MEA would focus attention on the responsibility of all principal parties involved in the process of educating children to develop programs techniques that can and do meet the needs of all students.

The MEA believes that educators can be accountable only to the degree that they share responsibility in educational decision-making and to the degree that other parties who share this responsibility--school board members, parents, students, taxpayers, legislators, and other government officials--are also held accountable.

Teachers willingly accept their appropriate share of responsibility for the effectiveness of the nation's educational programs. Educators, however, stress that there are too many factors affecting what students do in schools and how well they do it, to permit simplistic accountability measures to be acceptable. Education is a social process in which human beings are continually interacting with other human beings in ways that are imperfectly measurable or predictable. Teachers have little or no control over many conditions which they encounter daily in their classrooms: inadequate diet and sleep habits of children, lack of parental support of teacher activities, inadequate instructional materials, crowded class sizes, and the inability to obtain needed diagnostic services.

Although the MEA has very serious reservations about the scope and implementation of the State Board of Education's six-step accountability model, we do commend the State Board for its genuine desire to experiment with new methods to improve instruction. We don't question the State Board's motivations, but we do question the State Board's wisdom of attempting to accelerate testing programs of questionable validity and reliability.

The MEA believes that an accountability system must recognize seven major components.

First, the improvement of education must be the main aim of accountability. It should be comprehensive, objective, and supportive--not threatening or punitive.

Second, the uniqueness of each individual child should not be sacrificed to any massive evaluation program that generalizes about all students and compares learners to norms or averages. Any accountability program should deal realistically with the neglect of multi-ethnic instructional materials.

Third, educational decisions can best be made by those who must live with the consequences of those decisions. The decision-making process must insure that all persons regardless of race, religion, sex, or national origin participate in those decisions.

Fourth, learning should be regarded as a very personal process and the quality of the process should be recognized as one product of education. The experience of a quality process in learning often remains long after facts learned are forgotten, obsolete, or no longer relevant.

Fifth, standardized achievement tests should not be used as the major data in any accountability system. Test scores, since they represent an inadequate picture of educational achievement in any school, invite invalid comparisons. The evaluation of the complex experience of schooling should be constructed from many sources including analyses of pupil-teacher reactions, parent opinions, student reactions, professional judgments, test scores, and other sources.

Sixth, the true cost of any proposed accountability system should be calculated. For example, a complete testing program for a state like Michigan, if properly done, is likely to cost tens of millions of dollars.

Seventh and finally, all those participating in the educational process must be held responsible. Teachers, administrators, legislators, State Department of Education staff, students, parents, and all others who make a contribution to the learning process must be accountable. Each must be responsible for his own actions and decisions. The complex task of effective education relies on all these individuals and agencies--working together. If any person or agency fails to fulfill legitimate obligations, this will affect the ability of all others to meet their commitments.

Accountability should be a strategy for creating an educational environment that allows each and every student to achieve maximum growth. Such a program must recognize that in a pluralistic society diversity, not conformity should be promoted. Relationships between a child, his parents, his teachers, and his classmates are delicate and susceptible to interference from outside influences. An accountability "model", if too simplistic, could damage the lives of children and their teachers.

The MEA is prepared to work constructively to improve educational opportunities for every Michigan child. The MEA will be submitting additional testimony to this panel before your hearings conclude on April 4.

Mary Kay Kosa, President and  
Herman W. Coleman, Executive Secretary,  
Michigan Education Association

## THE MICHIGAN FEDERATION OF TEACHERS

### Educational Accountability

Because of the time constraints to make this presentation, this statement will be eclectic and selective rather than comprehensive. The positions expressed are made in light of the circumstances and happenings on accountability up to now, and as new developments unfold, the Michigan Federation of Teachers and/or its locals will undoubtedly modify this position to meet or adapt to new circumstances.

Much has been written on accountability and educational accountability, and much more discussion has occurred. All of this writing and discussion illustrates confusion over the definition of the term. The problem is that there are different kinds of accountability that might be attempted or applied in education, but the parties seldom try to agree on or spell out the parameters and focus of the educational accountability they are discussing or writing about.

The MFT Administrative Board has officially voted to support the statement of the Michigan Forum of Educational Organization entitled "Criteria for Developing an Educational Accountability Plan." A copy of the statement is attached. I should caution, however, that MFT's support of this statement is similar to the story told about a union executive board that took a vote as to whether or not the union should send a "get well" card to the boss who was seriously ill in the hospital. The written note added to the card said: "The motion to send this "get well" card was carried by a 7 to 6 vote." This story illustrates fairly well the feelings and reactions of MFT members to what has transpired on educational accountability.

It should be pointed out that the statement by Education Forum is historic in that representatives of nine different organizations have been able to agree on specific wording on an educational topic. That this topic is accountability is even more noteworthy. The panel should know that the organizations adopted this statement after many meetings and revisions and with the understanding that each organization was free to add points of view not contained in the statement.

The balance of this statement will reinforce concepts in the Forum statement or point up additional positions of the Michigan Federation of Teachers.

The MFT and teachers all oppose educational accountability, if the intent or potential result is perceived by teachers, is to make teachers the scapegoats for the inadequacies of the educational system in a school building or district. The MFT, in sympathy, would oppose any plan that has the same intent or result on any other group of educational employees, or the students, or parents.



Educational accountability must not be a cover-up or circumvention to due process or fair play for any teacher or any other school employee or resurrect the oft-repeated failures of "merit pay". An accountability plan must not circumvent, obstruct, or constrain the results which should appropriately be arrived at in collective bargaining between teachers and boards of education.

Teacher evaluation by itself is not educational accountability. Since teacher evaluation pertains to the employer-employee relationship, whatever goals, objectives, criteria or processes are used in teacher evaluation should result from collective bargaining.

The six-step accountability plan of the Department of Education suffers from many short-comings. Perhaps its greatest fault is its over-simplification of a very complex problem. In addition, we believe that some of the implementation actions are ill-conceived and not founded on or warranted by conclusive educational research. We believe that the emphasis placed on some factors can be detrimental to the educational process and the educational system.

The MFT is especially concerned about the restricted definition and application of performance objectives as used in the state plan. We are also concerned about the emphasis on student results from written tests. In mathematical terms, the direction and emphasis of the state program implies that the whole of education is equal to a very small part.

Students are human beings and not inert, physical matter. Scientific methods of the physical sciences may not be appropriate to human beings. Similarly, training or conditioning methods for certain species of animals may not be appropriate or successful when applied to human beings. Yet, this seems to be the one-directional approach that is touted and emphasized by the state plan.

Teaching is both a science and an art, and is therefore difficult to assess and evaluate through written objective-measurement instruments (tests and opinionnaires). Research has shown that students are individualistic, that they have different and varying interests and capabilities. The state plan seems to imply that these conclusions can be ignored when related to teachers, or to instructional methods.

Any educational accountability plan must be flexible to permit and encourage diversity in educational goals, instructional objectives and instructional methods. The state plan appears to encourage uniformity, when it should encourage diversity.

The MFT recognizes that teachers are the most important element in the educational process. We recognize that teachers have an important responsibility in the educational process. If by accountability, responsibility is meant, and if appropriate consideration is given to the responsibility of other elements and functions that impinge on or affect the overall results of the total educational system, and if efforts to study or improve the effectiveness of the educational system are constructive and positive

(rather than threatening), teachers will be willing to participate in reasonable ways to attempt to accomplish this purpose. After all, that is what they are trying to do day after day.

Statement by Henry B. Linne, President of Michigan Federation of Teachers,  
at Hearing on Educational Accountability in Detroit, April 4, 1974.

## THE MICHIGAN FORUM OF EDUCATIONAL ORGANIZATIONS

### Criteria for Developing an Educational Accountability Plan

Approved March, 1974 by all member organizations  
of the Michigan Forum of Educational Organizations:

American Association of University Women (Michigan)  
League of Women Voters (Michigan)  
Michigan Association of Elementary School Principals  
Michigan Association of School Boards  
Michigan Association for Supervision and Curriculum  
Development  
Michigan Congress of Parents Teachers and Students  
Michigan Congress of School Administrator Associations  
Michigan Education Association  
Michigan Federation of Teachers

### General Statement

Those who work in the educational arena should provide the leadership from which an effective accountability plan will emerge. During the months ahead, many groups, agencies, and organizations will attempt to speak to the issue of educational accountability. The Michigan Forum of Educational Organizations has developed a set of criteria that it recommends for review by those who are considering an accountability plan.

An accountability plan (model, system) should focus primarily on improving education. Improvement in education is best achieved when developed at the local school building level. Goals and priorities should be identified and developed cooperatively by persons most directly involved: parents, teachers, students, and other school staff in the local school district and school building. Educational goals should be selected or developed by these local school people rather than mandated by the State. The plans make explicit the instructional programs. All plans and results should be open and publicly shared. Instructional methods should be developed by the professional educators. Protection for both staff and students must be provided. The plan should foster humaneness throughout the educational process and encourage pluralism.

In developing an educational accountability plan, the following minimum criteria should be considered:

1. The primary purpose of an accountability plan should be to improve student learning.
2. Any plan must foster humaneness, and must protect the rights and dignity of students and staff.

3. An accountability plan should make clear that all persons involved in the education process have important responsibilities and that these persons are accountable, not to or for each other, but for the effort to reach agreement upon goals. Students, parents, other community persons, school personnel, board members, intermediate district personnel, state department officials, and legislators all have responsibilities. An accountability plan should help make these responsibilities clearer and foster growth among all of these persons. It should also identify ways in which these persons can work together to help students improve their performance.
4. An accountability plan should be open to review by staff, students, parents, school board members, and all other interested parties. Information about the process should be shared openly among all of these publics. The confidentiality of student and staff performance information must continue to be maintained.
5. The local school district should have primary responsibility for the development and implementation of an accountability plan and basic planning should be centered in the individual school buildings. The plan should make explicit what the school is trying to accomplish (goals and priorities), how the school is trying to reach these goals (means, methods, and organizational plans), how well the school is achieving the goals (outcomes and results), and whether the process shows greater promise than previous plans. The accountability plan should provide appropriate means for evaluating all processes and outcomes. All components which affect learning must be given appropriate consideration.
6. The plan should encourage diversity and creativity especially with regard to instructional methods, consistent with acceptable professional practices.
7. The accountability plan itself should be evaluated periodically. The process should be flexible, that is, open to change and adaptable to new or changing circumstances.

There should be no single or state-wide accountability system. The appropriate role of the state should be to facilitate educational improvements at the district and local building levels. In order to do this, the state needs to collect general information for state-wide decision making. It may develop a pool of objectives and a program of alternatives from which school districts may select those options which suit their needs. It should require that each district have a locally developed program which provides for instructional planning, research and program development, dissemination, staff development and inservice training, and evaluation of progress. The state cannot and should not attempt to perform these functions

for the local district or for the local building. The state should provide adequate funding to assure that these improvement functions can be carried out by districts.

People for Alternative Learning Situations support the Michigan Forum of Education Organizations Accountability criteria.

PEOPLE FOR ALTERNATIVE LEARNING SITUATIONS (PALS)

Testimony on the State Accountability Proposal

I am speaking tonight for PALS (People for Alternative Learning Situations), an organization of Ann Arbor parents, teachers and townspeople, active locally since March, 1972.

PALS welcomes and supports the concept of educational accountability--that administrators and teachers are responsible for providing a school environment where children can learn and grow. For too long, the blame for children's failure to prosper in school has been laid solely upon the heads of parents and of children themselves, without regard for the quality of their learning environment.

Several of the stated purposes of the Accountability Proposal are commendable. For example, starting a statewide process of sharing ideas that work well and helping teachers learn new methods that have proven effective. These are positive and helpful goals.

There does seem to be a lack of information about what ultimate use will be made of data produced. We hope that such information will be more fully provided. It is impossible for citizens to judge the value of this program fairly without it.

However commendable some of the program's goals may be, we fear that the present model may produce some results which are unintended, but which may work to the harm of school children. These concerns are presented in a written statement which will be forwarded to the committee. Our concerns include the following: a return to the practice of "teaching to the test"; excessive time spent in paper and pencil testing; distorted reliance on objective measurement that may diminish the amount of subjective evaluation and personal interaction between student and teacher; destruction of academic disciplines by breaking bodies of knowledge down into fragmentary performance objectives; return to placing our children in the position of competing against norm standards for age or grade levels with the likely result that they will continue to be segregated and tracked into small homogeneous "skill groups" rather than putting our energies into developing classroom learning situations that are truly heterogeneous--where the diversity and individuality of each child is recognized and valued.

We believe that our children's learning has been tested and evaluated from one end of the state to the other. The system--with all its testing--has not been educating its children. What we need to look at now is how to get the learning to the children. We need to find new ways to do that. The old ways have not worked.

This is why we support the proposal's Step IV, Delivery Systems Analysis. Looking at and modifying our educational delivery system is the most crucial step of the six. We ask that Step IV receive the most emphasis and that it be implemented immediately. We commend its support of the use of promising practices from experimental and demonstration schools. More demonstration schools are needed. They permit full utilization of recent research and they are ideal workshops for teacher training. We need continued research in Michigan into the nature of learning.

Above all, our organization urges the immediate utilization of present research data as the basis for equipping classrooms and training teachers in techniques that do in fact facilitate learning. For example, the work of Piaget into the psychology of learning has demonstrated the crucial nature of concrete processes in learning. All Michigan classrooms should provide for learning with concrete materials and through actual experience. The classroom dominated by textbooks, workbooks, paper and pencils is itself part of the reason children fail to learn. We don't need years of data collection to tell us that. We know it today. The state must take steps to assure that its teachers learn how to provide children with active learning experiences and it must supply teachers with far more concrete classroom equipment than they presently have. If we really care about our children's learning, we in Michigan will take these steps at once.

Anne Remley, Chairperson  
PALS  
1012 Pomona Rd.  
Ann Arbor, Michigan 48103  
663-9414

## LA RAZA COALITION FOR EDUCATIONAL ACCOUNTABILITY

### Criteria for Developing an Educational Accountability Plan

Approved April, 1974 by the following organizations:

American G.I. Forum/Holland  
Association of Chicanos for College Admissions/Michigan  
Bi-lingual Education Project -- Title III/Detroit  
Bi-lingual Education Project -- Title VII/Detroit  
Concilio Catolico del Condado Van Buren  
Cristo Rey Community Center/Lansing  
Jobs for Progress/Detroit  
La Raza Advisory Committee to the State Board of Education  
La Raza Unida/Michigan  
Latin American Affairs/Grand Rapids Catholic Diocese  
Latin American Council/Muskegon  
Latin American Secretariate/Arch Diocese of Detroit  
Latin Americans United for Progress/Ottawa County  
Mestizo Consultants, Inc./Lansing  
Michigan Spanish-speaking Committee on Revenue Sharing  
Oceana Local 18 of La Raza  
Our Lady of Guadalupe Committee/Jackson  
Our Lady of Guadalupe Education Committee/Port Huron  
Spanish American Council/Battle Creek

### General Statement

Those who work in the educational arena should provide the leadership from which an effective accountability plan will emerge. During the months ahead, many groups, agencies, and organizations will attempt to speak to the issue of educational accountability. The Michigan Forum of Educational Organizations has developed a set of criteria that it recommends for review by those who are considering an accountability plan. Spanish-speaking groups, agencies and organizations throughout the State of Michigan, including those listed above, have had the opportunity to review this set of criteria and have made some amendments relative to the needs of the non-English speaking and other ethnic minorities. This amended document is submitted for further consideration by those who contemplate such a plan.

An accountability plan (model, system) should focus primarily on improving education. Improvement in education is best achieved when developed at the local school building and local community levels. Goals and priorities should be identified and developed cooperatively by persons most directly involved: parents, teachers, students, and other school staff in the local school district and school building. All segments of the community, including



the non-English speaking, should be encouraged to provide input in assessing instructional needs and developing educational goals. Educational goals should be selected or developed by these local people rather than mandated by the State.

The plans make explicit the instructional programs. All plans and results should be open and publicly shared. Methods of transmitting plans and results shall take into consideration the communication needs of the community, including the language background of the students and community.

It shall be the responsibility of the school to distribute the translation and results of the plans to the appropriate community groups. Instructional methods should be developed by the professional educators. However, parents, students, patrons and community groups shall monitor the instructional delivery system so as to have a viable role in the educational process. It should be emphasized that community groups should be reflective of ethnic and racial make-up of the school building and/or total community whichever is larger. Protection for both staff and students must be provided. The plan should foster humaneness throughout the educational process and encourage cultural pluralism.

In developing an educational accountability plan, the following minimum criteria should be considered:

1. The primary purpose of an accountability plan should be to improve student learning. To assure equal educational opportunity for all students, the instructional program shall be offered to non-English speaking students in their dominant language.
2. Any plan must foster humaneness and cultural pluralism, and must protect the rights and dignity of all students and staff.
3. An accountability plan should make clear that all persons involved in the education process, have important responsibilities and that these persons are accountable, not to or for each other, but for the effort to reach agreement upon goals. Students, parents, other community persons, school personnel, board members, intermediate district personnel, state department officials, and legislators all have responsibilities. An accountability plan should help make these responsibilities clearer and foster growth among all of these persons. It should also identify ways in which these persons can work together to help students improve their performance. In addition to this, measures should be employed to involve all ethnic segments of the community, including the non-English speaking, and help them become aware of their role in the accountability process.

4. An accountability plan should be open to review by staff students, parents, school board members, and all other interested parties. Information about the process should be shared openly among all of these publics, with special efforts to convey the information to the non-English speaking public, which may necessitate translating said plan to their dominant language. The confidentiality of student and staff performance information must continue to be maintained.
5. The local school district should have primary responsibility for the development and implementation of an accountability plan and basic planning should be centered in the individual school building with input from the community. The plan should make explicit what the school is trying to accomplish (goals and priorities), how the school is trying to reach these goals (means, methods, and organizational plans), how well the school is achieving these goals (outcomes and results), and whether the process shows greater promise than previous plans. The accountability plan should provide appropriate means for evaluating all processes and outcomes. All components which affect learning must be given appropriate consideration.
6. The plan should encourage diversity and creativity - with regard to instructional methods. Present "acceptable" professional practices have not allowed for diversity and creativity and consequently other approaches should be employed with the non-English speaking population and other ethnic minorities.
7. The accountability plan itself should be evaluated periodically. The process should be flexible, that is, open to change and adaptable to new or changing circumstances.

There should be no single or state-wide accountability system. The appropriate role of the state should be to facilitate educational improvements at the district and local building levels. In order to do this, the state needs to collect general information for state-wide decision making. It may develop a pool of objectives and a program of alternatives from which school districts may select those options which suit their needs. It should require that each district have a locally developed program which provides for instructional planning, research and program development, dissemination, staff development and inservice training, and evaluation of progress. The state cannot and should not attempt to perform these functions for the local district or for the local building. The state should provide adequate funding to assure that these improvement functions can be carried out by districts.

A UNION OF PARENTS (UP KIDS)

Position Paper on Educational Accountability

This position paper speaks to accountability on a State-wide basis with the Detroit Public School System considered as part of the overall.

An objective evaluation of public education in the State of Michigan indicates an uneven pattern of achievement. For the majority of pupils in the Detroit Public School System, this achievement is at a level below the performance of other students throughout the State. In addition, the majority of pupils in public education are performing at a level below their full potential. The Union of Parents, UP-KIDS, strongly believes that a significant improvement in the quality of public education can be made if the technique of accountability is injected in the total system of public education.

Acting on this premise, UP-KIDS proposes a careful consideration of the following items:

1. Adequate funding by the State, at a level which recognizes the high priority which public education commands.
2. Reorganization of educational financing to provide equal services for equal education.
3. In recognition of the deficiencies in treatment of the only First-Class school district, the state must immediately compensate the Detroit District for the lack of adequate funds to maintain plant and facilities and to supply materials and textbooks. These funds are to correct past inequities in these areas without encumbering current and future general operating monies.
4. Reinforcing the Decentralization Act to assist decentralized districts in giving local school entities the responsibility and authority to implement the autonomous school concept.
5. Chapter III funding and refunding must be maintained at the highest possible level. Sub-standard performance should not punish the victims by withdrawal of funding.
6. The development and implementation of a fair and equitable evaluation procedure, for all levels of professional, non-professional and para-professional staff, that encompasses the following categories is mandatory.

- (a) Evaluation of pupil achievement or non-achievement.
  - (b) Selection of a representative group of local school community people as "success" evaluators.
  - (c) Evaluation of middle management personnel.
  - (d) Evaluation of top management and elected representatives.
  - (e) Evaluation of all Line and Staff non-management personnel.
  - (f) Evaluation of other non-professional services.
  - (g) Create a viable mechanism to support and/or reward achievement by staff members.
  - (h) Create a viable mechanism to negate poor or non-performance.
7. Provide on-going in-service training of sufficient quality and quantity, for all levels of professional and non-professional staff to encourage dynamic action and assure effective performance.

APPENDIX F

SUMMARY AND REPORT  
OF THE  
COMMUNITY CONFERENCE ON EDUCATIONAL ACCOUNTABILITY

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SUMMARY AND REPORT OF THE  
COMMUNITY CONFERENCE ON EDUCATIONAL ACCOUNTABILITY  
January 26, 1974

Rackham Educational Memorial Building  
60 Farnsworth  
Detroit, Michigan 48202

Conference Development

The conference grew out of the desire to permit varied groups, organizations, professionals, parents and individuals to speak openly and freely about the whole issue of educational accountability. No one faction or group dominated the planning nor operation of the conference. As the elements of the report will indicate, the event was broad based and people from almost all segments of the city participated.

Organization of Summary and Report

This paper has been organized into three basic units. The first part is the morning session with highlights of what took place and specific recommendations. The second part contains overviews of each workshop and list recommendations jointly reached by participants. The final part includes a brief conclusion along with many of the materials used in the conference.

Part I - The Morning Session

The January 26, 1974 Accountability Conference in Detroit was sponsored by the following coalition:

Coordinating Council of Human Relations  
University of Michigan, Detroit Regional Center  
NAACP - Detroit Branch  
Detroit Round Table of Christians and Jews  
Wayne State University, College of Education and  
Center for Black Studies  
New Detroit, Inc.  
Marygrove College  
Merrill-Palmer Institute

The conference was designed to provide opportunity for the broadest possible spectrum of the Detroit community to present their views on this controversial issue. It was hoped that, hearing together the range of what accountability means to many, might at least help everyone present recognize the scope of the problem. We think this happened. It was also hoped that the Detroit School System and the Detroit Federation of Teachers, still widely separated on this issue, might see the intensity of the Detroit community's concern that actions be taken now to improve accountability in our schools. We think that happened. Somewhere between 750 and 1000 persons were in attendance, most of whom remained for the entire day.

The mood of the conference morning session was intense, dignified, upbeat, and caring. After brief introductions by Dr. Julius Brown, Detroit Regional Director, University of Michigan Extension Service, and Mrs. Ruth Hughes, CCHR Chairperson, Dr. Larry Doss, President of New Detroit, highlighted areas of agreement he identified in position papers which had been issued in a packet to pre-registered participants.

We urge you, who are now charged with the development of a statewide approach to accountability, to spend two hours listening to the testimony of the nearly fifty people who spoke during the morning session. The list of their names and organizations, on a separate sheet, gives you a glimpse of the marvelous diversity which characterized this conference (Appendix 1.).

A warm, fair atmosphere was set by the conference leadership and by Councilwoman, Erma Henderson, moderator, which gave many who are not accustomed to testifying courage to do so, and limited those who tend to monopolize time.

Everyone who testified pleaded for improved accountability in the Detroit Public Schools. A definition of accountability compiled from the testimony includes the following points:

1. Accountability means a goal of maximum possible achievement for each child, measured by information and skills retained.
2. There must be a humane school atmosphere where mutual respect, cooperation, and positive expectations are fostered.
3. Accountability is a process of delivering on defined responsibilities.
4. Accountability must include everyone - students; parents; teachers; auxiliary personnel; administrators at every level; region, central board, and state officials.

Please for special aspects of accountability included the following:

- satisfy the bilingual/bicultural needs, especially of Spanish speaking children
- eliminate racism in the schools
- include character development in the curriculum
- make schools orderly and safe
- help youngsters understand the U.S. Criminal Justice system
- pay attention to the needs of Native Americans; teach history without bias against them
- distribute special projects funds fairly
- support school board members, many of whom are novices
- give students basic skills for jobs
- recognize the role money plays in providing basic school needs; ESEA impoundments show federal lack of accountability too
- eliminate sexism in attitudes and curriculum
- deal with the drug problems in our schools
- provide leadership for youth, adults, should relate to youth as adults
- recognize the spiritual needs of individuals

- understand that the working mother often cannot prepare her children for school as well as she wishes
- include ethnic studies in the curriculum and celebrate diversity
- improve counselling services
- require a second language because of its international importance

Only a few spoke with fear or defensiveness about Accountability, "We hope it won't be used as a club." "It's diversive", a way to "help teachers in their place." Many expressed an awareness that schools cannot be expected to solve all society's ills, "Accountability should not be used for scapegoating." But a helpful distinction was made by one speaker between "education, which is a life-long process" and "schooling, which is the responsibility of the school." Without being precise with terminology, many speakers recognized that schools must begin with what comes to them and take responsibility now to make whatever changes are necessary to teach as much as possible.

At the response session at the end of the morning, chaired by Dr. Robert Freshe, Detroit Round Table, the following educational leaders made brief statements attempting to capture the essence of the testimony: Dr. David Donovan, State Department of Education; Mr. Aubrey V. McCutcheon, Jr., Executive Deputy Superintendent, Detroit Public Schools; Dr. James House, Associate Director, Educational Task Force; Mr. Martin Kalish, President, Organization of School Administrators and Supervisors (OSAS), affirmed his union's support of accountability in terms of their recent contract which ties promotion to job evaluation. Mr. John Elliott, Executive Vice President, Detroit Federation of Teachers, while affirming that everyone involved with the educational process must be accountable, gave a description of the accountable teacher which included the following:

- must be well-prepared in subject matter
- must present goals to students
- must work with students in groups or singly; presenting information is not enough
- must evaluate plans, results, re-plan
- must have time, materials, support of administration to do the job well

When some acrimony between the union and board representatives arose, it was quenched by a question from the chair and a conference participant leaped to the microphone and challenged them to "move beyond September" as the rest of the conference participants were trying to do. It was an excellent reminder of focus for the remainder of the conference.

## Part 2 - Workshop Recommendations and Conclusions

As will be observed by reading this section, the discussions and conclusions were far-ranging and quite diverse. It might appear that some comments or recommendations are far afield from the subject of accountability. However, all of the following statements were made within the conference and participants felt that such recommendations could and should have a place in the development of a accountability model.

The form or fashion in which the recommendations are reported is varied as one will see. This is due to the broad participation of many people at all levels including the recording functions.



The Community Conference on Educational Accountability reconvened in the Rackham Auditorium for the workshop recommendations and actions proposals.

The following summaries attempt to capture the highlights of each session. This information was taken from a tape of each session.

Workshop 1 -- TEACHER ATTITUDE AND ITS IMPACT ON PUPIL ACHIEVEMENT

Discussion Leader - Dr. Marvin Green, Region 5 Superintendent

Recorder - Ms. Corine Smith, Center for Black Studies, Wayne State University

Panelists - Mr. Al Hurwitz, State Department of Education

Ms. Jessie Wallace, Biddle Caucus of Parents

Ms. Joyce Love, Finney High School

Ms. Billie Jean Edwards, Teacher, Mumford High School

Sandra Gregory - Facilitator

The workshop began with a five (5) minute presentation by each panelist. Mr. Hurwitz discussed studies which took students with approximately the same I.Q. and divided them into ability groupings such as: high achievers, average and low achievers. Even though the students were about the same in ability, the students that were classified as high achievers did indeed achieve higher, and those classified as under achievers doing poorly. This was an excellent example of how teacher attitude affects achievement. Ms. Love, the next panelist, further emphasized the importance of teacher attitude on pupil achievement. Ms. Wallace, the third panelist, compared the case history of Bernard Baruch with that of an inner city dweller. She accredits Baruch's achievement and the inner city dweller's lack of achievement to the teacher's attitude. Ms. Edward's presentation focused on a survey she took of her students. Her survey covered the rate of tardiness, absentism, of those absent the number that had notes from their parents, the number of students that returned homework, and etc. the point she was making was that low student achievement in her class is due to lack of student and parental concern.

The student surveys also revealed student perceptions of their teachers attitudes. One item of the survey was the question, "How do you know how a teacher feels about you?" The responses were:

how she looks  
how she talks  
how she acts - it is a feeling you get-like vibrations

Students like teachers who:

try to motivate you to learn  
are strict, but not snobbish  
have a nice attitude about a student and his work  
gives credit for class discussion and class participation  
spends time being sure that the student understands

Students dislike teachers who:

take their personal problems out on students  
lead the student on about his grade  
pick favorites  
keep bugging them about absentees or tardiness  
jump from one topic to another before the student understands

don't care  
give too much homework  
give a lot of work and never look at it  
talk too much

It was generally agreed during the audience participating that the following factors contribute to the formulation of teacher attitudes:

past experiences of the teacher  
attitude toward self  
knowledge of subject  
knowledge of student  
inability to admit weaknesses  
unfamiliarity with community  
unresolved fears  
feeling of being "used"

**Recommendations:**

Better communication systems should be developed to improve relationships between parents and teachers, between teachers and students, and between teachers and administrators.

Teachers should be required to visit churches and to work on community projects.

Teachers should recognize individual differences and plan instructions carefully for all ability levels.

Parents, students, teachers, should be sensitive to problems, needs, and concerns of others.

**Workshop 2 -- PUTTING ACCOUNTABILITY IN THE INSTRUCTION PROGRAM: CURRICULA, TEXTBOOKS AND SUPPLIES**

Discussion Leader - Dr. Stuart C. Rankin, Assistant Superintendent,  
Detroit Public Schools

Recorder - Ms. Barbara Mays, BARC

**Panelist**

**Ms. Mary Gilmore, Member, Detroit Board of Education**

Accountability requires thorough teacher planning. Lesson plans should be mandatory and cover each day in the semester. Administrators should do their paper work after school and spend more time supervising teachers and their lesson plans. There should be more and better workshops and more consistent use of teacher ratings.

**Ms. Zodie Johnson, Principal of Sherrard Junior High**

Parents and faculty should plan together in after school workshops and develop consensus on objectives. Learning objectives should be developed for each student based on diagnostic testing. Progress is rewarded with trips to the drive-in restaurant, etc. Each student should have an assignment every night and should be expected to make continual progress. Vigorous

efforts are necessary to ensure that teachers have enthusiastically positive expectations of each and every student. Teachers should be evaluated in terms of student performance.

Dr. Leonard Jensen, Wayne County Intermediate School District

Every educator should be held accountable for the part of the educational process over which they have control. The first problem in accountability and evaluation of educators is measuring educational results--do tests measure what they are intended to measure and do they measure this consistently? There is more validity and reliability in the testing of reading skills and mathematic skills, etc. then there is in the testing of attitudes, etc. The Grosse Pointe Schools developed an accountability model based on a comparison of the students' aptitude scores with their achievement scores. Grosse Pointe also attempts to get test results back to the teacher and student as quickly as possible (1 or 2 days) in order to use the results diagnostically and to determine mastery of the subject.

Dr. Stuart Rankin, Asst. Superintendent, Detroit Public Schools

After a systematic survey of what factors lead to student success, the Superintendent's Committee on Achievement developed an approach highlighting the importance of systematic instructional planning at the local school. There should be full involvement of the staff, parents and students in an open, democratic process. Instruction should be personalized for individual student needs and should be evaluated in terms of meeting the needs of each student. A public accounting should be made of the entire system and of each factor in the system.

RESOLUTIONS

1. Systematic planning of learning activities should be mandatory and on a regular basis. It should involve both the faculty and the parents.
2. There should be thorough diagnosis of the students collectively and individually. The results should be used in planning learning activities.
3. A monitoring system should be developed to ensure that no student goes without learning.
4. A system should be developed to provide that every teacher's and every school administrator's attitudes and expectations for the students are consistent with the students achieving at their highest potential.
5. There should be consideration given to providing every student with books and supplemental materials to take home in a program of regular homework. In doing so, care must be exercised to ensure that students get reinforced in their successes and are able to avoid errors and being reinforced in defeat.
6. A system of providing parents and educators with better and more timely information on both successes and problems within the school system should be developed. There should be focus on the needs of individual schools, shortages of needed materials, as well as success models.
7. There should be no sacrifice of computational skills in the teaching of mathematics concepts. Supplemental materials should be used as necessary.

### Workshop 3 -- RELATIONSHIP OF TEACHER PREPARATION TO AN ACCOUNTABILITY SYSTEM

Discussion Leader - Ms. Annamarie Hayes, College of Education,  
Wayne State University

Recorder - Reginald Witherspoon

Panelists - Mr. Cliff Schrupp, Northwest Interfaith Center

Dr. Elisabeth Hood, NOW

Dr. Clifford Watson, Black Studies Coordinator, Region 1

Ms. Marie Callier, Race Relations Instructor, WC3

Mr. Irving Kempner

Dr. Ronald Urick, College of Education, Wayne State University

Dr. Equilla Bradford, Assistant Superintendent, Westland  
School District

#### McCovens:

The task for group 3 was to deal with the relationship of teacher preparation to an accountable system. Most of the issues raised were relevant to the university's responsibility or accountability for teacher preparation. The university must begin the task of identifying critical teacher competencies in cooperation with the schools and communities to function effectively in the emerging teacher accountability movement. Teacher preparation is not solely college preparation as some teacher information is best obtained to the site of application; namely, the schools and communities.

Continuous assessment of what happens to students and administrators in the field is of prime importance. The university should be held accountable for developing meaningful in-service consultation for schools and school communities in the area of teacher accountability. The university should be responsible for on-site teacher training with university credit.

#### Specific issues raised were:

1. University's unwillingness to deal with the problems related to White racism.
2. White institutions program Blacks to perpetuate White racist institutions.
3. The university supports "classism".  
(There is a feeling of superiority by educated Blacks who join Whites in this game).
4. University training tends to disable the teacher in his/her dealings with parents and community.
5. Outside intervention agent is needed to force institutional change.

#### Workshop 4 -- PARENTS' ROLE IN PROMOTING EDUCATIONAL REFORM

Discussion Leader - Ms. Helen Moore, Black Parents for Quality Education  
Recorder - Ms. Janie Anderson, Black Parents for Quality Education  
Panelists - Mr. Morris Broadnax, Region 1, Title 1 Advisory Council  
Ms. Ruby Butts, Special Education Teacher, Region 3  
Mr. George Brock, Region 8, School Community Relations  
Ms. Judy Corliss, Barton-McFarland Community Council  
Ms. Helen Jeremiah, Region 3  
Mr. Richard Marks - Facilitator

#### Helen Moore, Reporter

We discussed a great many things which we felt were basic to a real change for the better in arriving at a better education for our children and for true accountability. Some of our recommendations are as follows:

1. In discussing power and control, we agreed that to get true accountability it would be necessary to have full community control and that all school workers should live in the community (residency?).
2. Basic counseling and guidance must be available in all schools, instead of the record keeping and paper-shifting which now exists.
3. Curricula must be changed to relate to individual needs. For example, if a child's aim is to be a member of the Jackson Five, the curriculum should motivate him in that direction.
4. We felt there should be some form of religion offered to the youngsters.
5. The pupils should be given motivation and awareness to allow them to deal with the system on their own terms and remain in school, instead of the present form of drop-out and kick-out set-up.
6. Teacher education schools must be re-oriented toward preparing future teachers to relate to urban youngsters. Their attitudes must be changed.
7. Physical and psychological violence must be eliminated both in the home and in the school.

## Workshop 5 -- THE STUDENT AS A PARTNER IN EDUCATIONAL DECISION MAKING

Discussion Leader - Professor Wendell Hough, Associate Dean, College of Education, Wayne State University

Recorder - Ms. Martha MacMillan, Northwest Interfaith Center

Panelists - Ms. Sylvia Williams, Student, Wayne State University

Ms. Gloria Cobbin, Region 2, Detroit Public Schools

Dr. Bernadine Denning, Director of Special Projects, School of Education, The University of Michigan

Mr. Angelo Figueroa, Student, Western High School

Tom Binion - Facilitator

### Mrs. Martha MacMillan, Reporter

Our group would like to see:

Early student involvement in decision making (Elementary School). We feel students who are involved in controls would cherish that responsibility and treat that power with respect. Conversely, the teacher, too, needs to be involved and have more power over decision-making.

Inclusion of all concerned (students, teachers, staff, and parents) in the identification of school concerns and their solutions.

The publication and dissemination of ideas, programs and techniques which have proven worthwhile in different areas. For instance, if there is a good student Rights Booklet in one region, it should be available to others.

The improvement of communication within the school system (some teachers and pupils did not know this conference was being held today!)

Including a spectrum of both academic and vocational curriculum offerings to meet the challenges of the adult world.

### Other Thoughts

Is the purpose of education to fit people into the system, to train them to think critically?

Most institutions are closed, rigid and resistant to change. What strategies can we use to get power from institutions.

People have to be taught social skills to bring about change.

Masses create change by putting the heat under the issues, and adding fuel.

Do institutions exist to control people, or to serve them?

School curriculum must be humanized so that it relates to the urban/suburban situation today.

True discipline comes from within. Control over your own life comes through involvement in critical decision making.

Workshop 6 -- THE CHANGING ROLE OF THE SCHOOL ADMINISTRATOR AS AN  
EDUCATIONAL LEADER

Discussion Leader - Mrs. Maxine Martin  
Recorder - Mr. John P. Remsen  
Panelists - Dr. Max Rosenberg  
              Mrs. Myrtice Jordan  
              Mrs. Perrylene Ford  
              Mrs. Spencer Carpenter  
              Mr. Lewis Ellis

John Remsen - Recorder

1. Dr. Rosenberg:

The principal is the key figure in the school. He sets the climate, establishes policies and creates situations where good and effective teaching and learning can occur. A systematic evaluation of the principal is the only effective measure of performance. It should be comprehensive and the principal should be aware of the evaluative standards. In-Service Training would assist the administrator to feel the pulse of the community and establish partnerships. The basic standards for evaluation should be:

- A. Deep involvement in planning.
- B. Should be consistent and based upon a guidance and counseling approach.
- C. Provides comprehensive view of principals role.
- D. Should be a self evaluator and evaluation by others.

Good schools require good leadership.

2. Mr. Carpenter:

School administrators must accept responsibility for the consequences of their and their staff's behavior. He/she has to develop a clear and consistent system of principals that will govern the affairs of the school. The system has to be developed after the administrator has felt the pulse of the community, considered inputs of staff, and assessed the needs of the students he is to service. The consequences of the partnership/team approach tends to be more productive. The principal sets the educational, sociological and political tone of his building and is responsible for developing a climate where the staff feels compelled to deliver quality education.

3. Mrs. Ford:

The administration is the actual leader of educational activity and is reasonable for everything that goes on in the school. Many administrators discourage input and encourage staff to be caretakers. The community must be active in shaping programs that speak to their needs and cultures.

4. Mrs. Ellis:

The academic growth is the end product of education. Stressed staff and community involvement in join identification of goals. The principal is to be an effective manager of a school. He must have managerial skills. Criticized the improper use of para-professionals who have acquired effective skills.

5. Mrs. Jordan:

The administrator plays an important part and should be held accountable. She agreed with the NAACP position. The administrator must be held responsible for the attainment of quality education. It is the communities responsibility to see that students are guaranteed the right to quality education. Teachers should be rated by parents, peers and supervisors. There must be financial responsibility at all levels from the Central Board down.

Audience Participation

A teacher presented the problem to her administrator who refused to be accountable, mismanaged funds and allowed the teachers to be threatened. The discussion provided alternatives:

1. Grievance Procedure
2. Utilization of an active community council

The question of marginal administrators and teachers was presented. Considerable discussion resulted. It was noted that marginal employees were the most difficult to dispose of. The conclusion reached was to document marginal employees and another alternative was to develop means to improve the performance of marginal employees. The application of the Peter Principle - promoting individuals to their level of incompetence was also criticized.

Workshop 7 -- SIGNIFICANCE OF THE ROLES OF SUPPORTIVE STAFF IN THE EDUCATIONAL PROCESS

Discussion Leader - Ms. Evelyn Browne, Executive Secretary, Detroit Association of Educational Office Employees

Recorder - Mr. Joseph Radelet, Detroit Round Table

Panelists - Ms. Margaret Stokes, School Service Assistant, Region 6

Mr. Nate Smith, AFSCME Local 345

Ms. Blanche Haskett, School Service Assistant, Region 5

Mr. James Mattison, Field Representative, IUOE Local 547

Mr. Richard Guzman - Facilitator

Supportive staff referred to in the discussion included Secretaries, Engineers, School Service Assistants, Custodians, School Community Agents, Community Assistants, Lunch Room Manger, and Food Service Attendants.

Representative statements included:

Combat troops need 8 supportive groups for everyone on the line. And so it is with educating children: it is the job of all employees of the schools. There are many supportive staff for every teacher.

For example, the job of Engineers is to do everything possible to help schools, to participate in the educational process in every way possible, and to accept responsibilities to insure safety, desirable conditions and operable equipment. Education cannot take place without such engineering services.



School Service Assistants sometimes are called teacher's aides. But too often teacher's aide means teacher's maid. The job of the school service assistant is not to do all the things that the teacher does not want to do. The job is to perform educational tasks and to be a provider of special personal attention for a child when needed. This does not mean baby sitting. Better job definition is necessary for this position since many bad feelings arise when teachers and assistants disagree about what the assistant's job should include. Sometimes teachers view assistants as a treat to the teacher's job, as a snoop or even the personal property of the teachers even though assistants sometimes work with as many as three different teachers.

In the case of the School Community Agent, his or her role is to be a helper of parents who have questions about the school. The role is not to solve the problems for the parent, but to help the parents to present their case. The school community agent is to interpret the needs of the community to the school personnel and act as a liaison person.

The Community Assistant sometimes feels that if you're not a spy for the administrator, you'll be weeded out. Who is the administration accountable to?

#### Summary of the Workshop:

The feeling among participants were that employees in supportive service jobs WELCOME accountability..People in these jobs have been accountable for years and years. If the heat isn't on, if the food isn't served, if the letter isn't typed, if the School Service Assistant doesn't do well, there have always been people in higher positions who use accountability to deal with such problems with supportive staff. Supportive staff see accountability as a chance for all staff including the highest administrative staff to be accountable, not just supportive staff.

"There are no more big you's and little I's" is the way one participant put it. Now is the time to see educational staff as all being part of a team. Just because you are not a pitcher doesn't mean that you are unneeded for the game of baseball. There are eight other positions necessary.

The question is whether respect and recognition will be given for supportive staff. Supportive staff are entitled to their share of the pie. Many supportive staff are looking for a fuller involvement with the children. We need a TOTAL TEAM approach.

Lastly, a concrete suggestion came up that the Detroit school system needs a Public Relations Division so that the good things about our schools may be circulated. Positive stories should be demanded by all school employees. Increases in millage would be a lot easier to get with an active PR division.

## Workshop 8 -- THE PRACTICAL SIDE OF THE LEGAL ASPECTS OF ACCOUNTABILITY

Discussion Leader - Mr. Aubrey V. McCutcheon, Executive Deputy  
Superintendent, Detroit Public Schools

Recorder - Mrs. Selma Goode, West Side Mothers

Panelists - Dr. Jesse F. Goodwin, Chairman, Education Committee, Detroit  
Branch, NAACP

Mr. John Elliott, Executive Vice President,  
Detroit Federation of Teachers

Ms. Denise Lewis, Director, Detroit Commission of  
Community Relations

Mr. John Dobbs, Special Assistant to the Superintendent  
for School and Community Affairs, State Department of  
Education

Mr. Lee Williams - Facilitator

Selma Goode, Reporter

### Panelists:

Mr. Aubrey McCutcheon suggested a discussion of due process as a starting point. He defined due process as fairness to teacher, administrator and student. Mr. Elliott said due process has to include the rights of a teacher to face her accuser. Mr. Dobbs stated that contracts cover due process for teachers and administrators but there is no definition of due process for students and parents. Dr. Goodwin carried this further to say that no one negotiates for the student. The only due process won by students is in the courts. He asked if a student does not receive an education, what does due process mean. Ms. Lewis expressed concern that due process works so well for teachers that the community is unable to remove a poor one.

### Comments and Suggestions:

A concern that accountability would simply be a tool for the administration to terrorize teachers was stated in many ways in the ensuing discussion.

The term "interlocking accountability" was used several times to refocus accountability as a positive device. It was suggested that teachers and administrators should set goals for given time periods. At the end, evaluations should be made jointly with teachers, students, administrators and parents. One suggestion was to ask parents and students to evaluate the schools twice yearly so that community concerns and approvals would be continually communicated to the school system.

A constant working for improvement must also involve principals in classrooms. Furthermore, college of education curricula must be geared to teaching in inner city schools. Several teachers complained that parents rarely understand the contemporary school situation. When this was said, several parents expressed surprise that their presence in school was even necessary.

The State Board of Education has 2 documents available: (1) a guide to student rights and responsibilities which is a suggested code for local school boards based on various court decisions, and (2) a student expulsion procedure which sets up an appeal system before a family has to go to court - deals with procedure of expulsion not with the substance of specific rules.

Accountability must consider:

- (1) a way to measure achievement in a given time period
  - a. teacher effort
  - b. student learning
- (2) but (1) must weight outside problems in some way
  - a. attendance
  - b. supplies
  - c. class size
- (3) and (2) is the result of community participation and responsibility.

Many participants agreed that accountability should help teachers improve their skills so that students can achieve reasonable learning goals.

#### Workshop 9 -- THE RULE OF ELECTED OFFICIALS

Discussion Leader - Mr. Longworth Quinn, Jr., Central Board,  
Detroit Public Schools

Recorder - Ms. Murestine Whittaker, BARC

Panelists - Mr. Alexander Ritchie, Region 7 Board Member

Mr. William Sederburg, Michigan Board of Education

Ms. Alma Stallworth, State Representative, Detroit

Ms. Barbara-Rose Collins, Region 1

Ms. Clara Rutherford, Central Board, Detroit Public Schools

Ms. Kathy Bryant - Facilitator

#### Recommendations:

1. That some process be developed through which the public can become more aware of our elected officials (media, Urban Alliance, New Detroit, etc.)
2. That the elected official should hold top administrators accountable for achieving certain objectives.
3. That elected officials be informed, responsive, and held accountable for their actions.
4. That one elected official be chosen to organize a panel of parents, teachers and administrators to draw up objectives of an accountability plan.
5. That each region form a political action council, especially to take another look at central board authority and change the guidelines where necessary.
6. That elected officials communicate better with the community.
7. That the community and elected officials deal with finance reality, since most changes involve money.
8. That our elected legislative officials work together for Detroit (we have about 20 representatives and senators in Lansing).

Workshop 10 -- UNIONS AND THEIR ROLE IN EDUCATIONAL CHANGE

Discussion Leader - Dr. Ed Simpkins, Director, Center for Black Studies, Wayne State University

Recorder - Ms. Louise Mathis, BARC

Panelists - Ms. Janice Linsell, Building Representative, Detroit Federation of Teachers

Ms. Nadine Brown, Michigan Chronicle

Mr. Thomas Cook, Administrative Assistant, Detroit Federation of Teachers

Ms. Mary Thrasher, Clerk Specialist 2, Burroughs Int. Region 6 Representative, Detroit

Mr. Michael Flug, Association of Office Employees

Questions Raised

1. Residency - Does where you live have any bearing on your attitude toward your work? Toward pupils? ... What about the \$90,000,000 that non-residents take out of Detroit in earnings alone?
2. Professionalism - is the D.F.T. doing all it can about providing the necessary in-service experience to keep its members up-to-date?

Suggestions and Recommendations

1. Mary Thrasher, secretary, that accountability is a two-way street and that the professional staff must work with the supporting staff.
2. Janice Linsell, teacher and building DFT representative - that the DFT should commit itself to residency, be more aggressive in the fight against racism, work for closer ties with the community, for more relief from non-teaching chores, for fiscal and curriculum reform, and give greater support to the administration in helping get rid of incompetent staff.
3. Nadine Brown, newspaper woman - suggested that accountability must start with the individual - accountable persons are aware of "need", have roles and play them to the best of their abilities, that leaders reflect wishes of constituencies.
4. Thomas Cook, DFT Administrative Assistant - that accountability was a "passifier", not an issue, and that the union's role was that of "improving the lot of the masses".

### Part III - Conclusion

From all indications the conference was successful in providing an opportunity for a great variety of people to express their views on what educational accountability should mean. It was an open conference from the initial planning to the final session.

It is the sincere hope of the conference planners and participants, that the results of this large conference will very seriously be considered in the development of the State's Accountability model.

#### SUMMARY ORGANIZERS

Mrs. Ruth Hughes, Chairperson  
Coordinating Council on Human Relations

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University of Michigan, Detroit Extension

Professor Margaret Ashworth, Professor  
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