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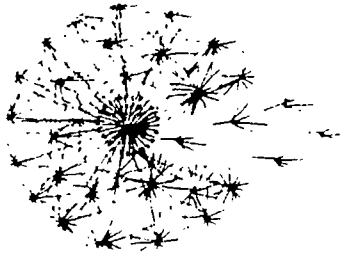
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ABSTRACT

This report recounts the establishment of the Utah Career Ladder Program, reviews findings from prior evaluations of the program, and describes in detail the 1993 evaluation authorized by the Utah State Legislature. The report also covers questions about the impact of the program in general. Chapter 1 provides a history of the Utah Career Ladder Program from its inception in 1984 through 1992-93. Chapter 2 describes the evaluation study, including its purpose, significance, and method of data collection. Chapter 3 presents a detailed analysis of the results of 836 surveys returned by teachers and principals. Chapter 4 compares results of 20 similar questions asked on the 1985, 1990, and 1993 surveys. Chapters 5-8 are organized around the analyses of four components of the Utah Career Ladder Program: performance bonus, job enlargement, ladder levels, and extended days (staff development and new teacher incentives are included in descriptions of the other four components). Chapter 9 outlines possible undesirable effects based on the survey data and quotations from teachers and principals. Chapter 10 covers the summary of costs, benefits, and data collected during the evaluation of the program. The study concludes with comments from the evaluator. Among both teachers and principals the extended days component was the most popular; job enlargement was rated second highest by teachers and third highest by principals; staff development was rated second highest by principals and third by teachers. An interview protocol and copies of teacher and principal surveys are appended.  
 (LL)

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ED 369 761

## Evaluation of Utah Career Ladder Programs January 1994

Prepared for:

Utah State Office of Education  
and  
Utah State Legislature

Carolyn B. Horan, Ed.D.  
Vicki Lambert, Ed.D.

Beryl Buck Institute for Education

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# **Evaluation of Utah Career Ladder Programs January 1994**

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**Prepared for:**

**Utah State Office of Education  
and  
Utah State Legislature**

**Carolyn J. Horan, Ed.D.  
Vicki Lambert, Ed.D.**

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# Executive Summary

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The following report recounts the establishment of the Utah Career Ladder Program, reviews findings from prior evaluations of the program, and describes in detail the 1993 evaluation authorized by the Utah State Legislature. The 1993 evaluation is based State Office of Education records, 836 teacher and principal surveys, 13 focus group meetings attended by 206 participants throughout the state, a meeting of 7 educational leaders at the State Office of Education, 40 telephone interviews, and a teleconference involving 37 participants. In total there were 1,042 teachers, principals, or others from all 40 school districts, the 5 Applied Technology Centers, and the Schools for the Deaf and Blind who participated in either the survey or interview process.

In this report the Career Ladder Program components of Performance Bonus, Job Enlargement, Ladder Levels, and Extended Days are described and evaluated separately. Staff Development and New Teacher Incentive are included in descriptions of the other four components. We found:

**EXTENDED  
DAYS**

Among both teachers and principals the Extended Days component was the most popular of all the Career Ladder Program components. Both teachers and principals felt that the Extended Days component made the biggest contribution to the enhancement of the teaching profession. Among teachers, 90% felt the Extended Day component had a positive effect on teacher morale. There would be widespread dissatisfaction if the Career Ladder Program did not include this component.

**JOB  
ENLARGEMENT**

Job Enlargement was the component rated second highest by teachers and third highest by principals for inclusion in the Career Ladder Program. Job Enlargement was seen as the second most effective component in contributing to the enhancement of the teaching profession by teachers.

**STAFF  
DEVELOPMENT**

Staff Development was the component rated second highest by principals and third highest by teachers for inclusion in the Career Ladder Program. Staff Development was seen by principals as more effective in contributing to the overall enhancement of the teaching profession than it was by teachers.

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**PERFORMANCE  
BONUS  
AND  
LADDER  
LEVELS**

Fewer educators believed the Performance Bonus and Ladder Levels components should be included in the Career Ladder Program. Performance Bonus and Ladder Level components were seen as making a lesser contribution to the teaching profession than the other components.

**NEW TEACHER  
INCENTIVE**

The New Teacher Incentive component is not included in most Career Ladder Programs.

The report covers questions about the impact of the Utah Career Ladder Program in general. We found:

**IMPACT ON  
EDUCATION**

About 50% of the respondents felt the Career Ladder Program has made a significant contribution in upgrading the educational programs in the schools. Another 40% agreed there has been a contribution in upgrading the programs to a lesser degree.

**STUDENT  
IMPACT**

Among principals, 63% felt the Program had a positive effect on students.

It is important to note that not all components of the Career Ladder Program were equally well received. We found:

**PROBLEM  
AREAS**

The Performance Bonus component was the most controversial, with people questioning the fairness of the process and the credibility of the teacher evaluation process.

Ladder Levels seemed to be accepted as a financial advantage on an annual basis as part of the salary system, and was not necessarily seen as a reward for service.

Performance Bonus and Ladder Level components were seen by some as stimulating competition. Such competition was seen as positive by some and as negative by others.

Carolyn Heran, Ed.D.  
Executive Director  
Beryl Buck Institute for Education  
Novato, California - January 1994

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# Acknowledgements

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We would like to thank all the helpful individuals that contributed to this evaluation. Due to the cooperation of many administrators at the Utah State Office of Education and at the various school districts and Applied Technology Centers and Schools for the Deaf and Blind, we were able to collect materials and organize visits that were crucial to the study. We especially thank the people who participated in the focus groups and the teleconference. Their contribution provided valuable information that helped complete the picture of the Utah Career Ladder Program that was described through the surveys returned by the teachers and principals. Special thanks goes to Utah State Office of Education staff Linda Alder, Curriculum Coordinator, and Sharon Sheldon, Secretary to the Curriculum Department. Their help has been invaluable. Also, we wish to thank State Office of Education staff Gail Johnson, Educational Specialist and Richard Keene, Research Consultant who gave us support in collecting the data needed for this study.

The members of the Beryl Buck Institute for Education evaluation team deserve particular recognition. Dr. Vicki Lambert, Project Director, has been invaluable as field coordinator and liaison with the Utah Office of Education, the school districts, the Applied Technology Centers, and the Schools for the Deaf and Blind. Dr. Lambert wrote chapters 1, 2, 7, and 8 for the final report and participated in the decisions for the study. Dr. Colin Sacks, Research Associate, conducted the analysis of the survey data and contributed to chapters 3 and 7 of the report. Dr. John Mergendoller, Director of Research and Evaluation provided guidance and reviewed the final report. Nancy Wright and Marie Kanarr worked as a team to complete the production of the final report with their expertise on WordPerfect and with the charts and graphs that make the information clear for the reader.

We wish to express our appreciation to the Utah State Legislature and the Utah State Office of Education for the opportunity to work on this evaluation.

Carolyn Horan, Ed.D.  
Executive Director  
Novato, California - January 1994

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# Organization of the Report

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An Executive Summary is contained at the beginning of this report with a brief digest of the major findings and outcomes of the study.

Chapter 1 provides a history of the Utah Career Ladder Program from its implementation in 1984 through 1992-93. An in-depth portrait of one school district's Career Ladder Plan is presented to provide the reader with a first-hand example of implementation in a district.

Chapter 2 describes the evaluation study, including its purpose, significance, and method of data collection. An overview of each chapter is presented.

Chapter 3 presents a detailed analysis of the results of the 836 surveys returned by teachers and principals.

Chapter 4 compares results of 20 similar questions asked on the 1985, 1990, and 1993 surveys.

Chapters 5 - 8 are organized around the analyses of four components of the Utah Career Ladder Program: Performance Bonus, Job Enlargement, Ladder Levels, and Extended Days, and cover costs and benefits for each component.<sup>1</sup>

Chapter 9 outlines possible undesirable effects based on the survey data and quotations from teachers and principals.

Chapter 10 covers the summary of costs, benefits, and the data collected during the evaluation of the Utah Career Ladder Program. It is organized around financial information collected from the Utah Office of Education, reports from focus groups, interviews, teleconference and other contacts/meetings conducted during the evaluation study, and quotations from the surveys. It concludes with comments from the evaluator.



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## Endnotes

1. Because the teacher shortage component has not been implemented in any of the 46 agencies, it is not evaluated in this report. The teacher inservice component is new legislation for the 1993-1994 school year. Most of the 46 agencies have included Teacher Inservice as part of their Extended Day and Job Enlargement components.

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# Chapter 1

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## **History/Background of Utah's Career Ladder Program**

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# Chapter 1

## History/Background of Utah's Career Ladder Program

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For the last nine years, Utah's 40 school districts, 5 Applied Technology Centers, and Schools for the Deaf and Blind, have been funded by the state legislature to develop, implement, and maintain Career Ladder Programs which meet specified legislative objectives, yet fit each agency's unique characteristics. Each agency developed its initial Career Ladder Program within a five-month time frame. Over the years, these original plans have evolved to meet changing legislative requirements and district/school needs. This chapter begins by briefly summarizing the establishment of the Utah Career Ladder Program. Next, we summarize the results from five past evaluations of the Career Ladder Program to provide a context for the results of the current evaluation study. Finally, a portrait of Iron School District's 1992-93 Career Ladder Program is presented to illustrate one of many ways that implementation has occurred in the state. A brief history of the Career Ladder Program, tracing legislation and funding since 1984, follows.

### The Establishment of the Utah Career Ladder Program

In the spring of 1983, just after publication of A Nation at Risk, the Utah Education Reform Steering Committee was formed to develop recommendations to improve education within the state. The committee published Education in Utah: A Call to Action following numerous meetings and public opinion polls. Among the report's recommendations was the establishment of a Career Ladder Program for teachers which emphasize promotion based on performance, with increased responsibility and pay at each level. An addendum published early in 1984 recommended that districts establish their own individual Career Ladders within guidelines developed by the State Board of Education. This addendum, which became the basis for Career Ladder legislation, recommended providing additional paid nonteaching days beyond the regular school contract and for additional paid workdays for special assignments.

### Legislation and Funding

In February, 1984, the Utah State Legislature enacted House Bill 110, which became effective July 1, 1984. A summary of each of the five sections of H.B. 110 appears below. The legislation allows each agency to develop and implement a Career Ladder Program and evaluation system of their own making:

- Section One (53-54-1) acknowledges the importance of rewarding teaching excellence, providing incentives for educators to continue to pursue excellence, rewarding educators who demonstrate

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achievement, and compensating educators who assume additional educational responsibilities. All districts are authorized and encouraged to develop Career Ladder Programs.

- Section Two (53-54-2) defines Career Ladders as "a compensation system developed by a school district with advice and counsel from parents, teachers, and school administrators." It defines an evaluation system as a procedure developed by the district to "provide periodic, fair, objective and consistent evaluation of educator performance."
- Section Three (53-54-3) allows that Career Ladders may include as components (a) an extended contract year for curriculum development, inservice training, preparation, and related activities, (b) an extended contract year for teaching assignments in summer school, remedial, handicapped, specialized, vocational, gifted and talented, and adult education programs, (c) fair selection procedures for job enlargement activities, (d) additional pay for additional performance, (e) differentiated staffing, (f) a clearly defined evaluation system, (g) criteria for advancement on the Career Ladder Program, (h) an assessment of implementation costs, and (i) a plan for the periodic review of the Career Ladder system.
- Section Four (53-54-4) indicates that each district must develop an evaluation procedure for placement and advancement on the Career Ladder Levels, incorporating specific job descriptions.
- Section Five (53-54-5) places authority for approving district plans and subsequently providing funding with the State Board of Education. A mandate that 50% of any funding be allocated to salary increases for advancement on Career Ladder Levels was also specified.

Provisions for \$15 million to fund the first year of the program were made during a special legislative budget session. Projections for the full costs of the program were estimated at \$109.6 million (over the nine years of the program, this figure has more than doubled). Districts were given five months to develop their Career Ladder Plans. Two levels were structured: vertical and horizontal. The vertical level included ladder levels, performance bonus and job enlargement. The horizontal level included extended days and incentive funding for teacher shortage areas.

During the time between initial legislation and the present, additional legislation pertaining to Career Ladders has been passed. A summary, by year, of the key points is presented below:



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**1985-86:** Each agency was required to spend no less than 10% of their allocation on Performance Bonuses and no more than 50% of their allocation on Extended Days. Teacher and parent representation was required in the formulation of an evaluation system. Districts with teacher shortages were authorized to use up to \$1 million in horizontal Career Ladder funds as an incentive to bring aboard teachers with particular curriculum expertise. Overall funding was doubled from \$15 million to \$30,169,030.<sup>1</sup>

**1986-87:** S.B. 100 was enacted, which mandated a systematic evaluation system for all Utah teachers. This new legislation superseded previous Career Ladder legislation requiring evaluation of educator performance. The Performance Bonus component of districts' Career Ladder Plans still carried evaluation criteria for teachers to qualify. The Performance Bonus requirement was retained at no less than 10% of the allocation for outstanding classroom performance based on student progress and administrative evaluation.

Submission dates for plans could be extended with a formal request to the state superintendent. The USOE organized a Career Ladder conference for districts to come together and share information about their Career Ladder Plans. Attendance was not required. The USOE also standardized the format for Career Ladder Plans and assigned a staff member to each district to provide technical assistance, answer questions, clarify legislative intent, and develop linkages among the districts. Overall funding was increased to \$34,332,300.

**1987-88:** Each agency was required to develop a ladder system with multiple levels. Each level was to include the following:

- A name
- Specific criteria for teacher placement on the various levels
- Job descriptions for each level
- A remuneration schedule for each level

The Job Enlargement component was expanded to allow individual educators, or teams of educators, to apply for and receive Career Ladder funds for instruction and curriculum-related responsibilities which addressed district or school goals. Funding was retained at the same level.

**1988-89:** Special "block grant status" was approved for 10 school districts, which eliminated the requirement that they file annual Career Ladder Plans and allowed them to submit in three-year cycles. Funding remained at \$34,332,300.

**1989-90:** Multi-year approval of Career Ladder Plans was initiated with 15 districts and one ATC receiving authorization for up to three years. Fourteen agencies were approved for three-year plans, one for a two-year plan. Funding remained at \$34,332,300.

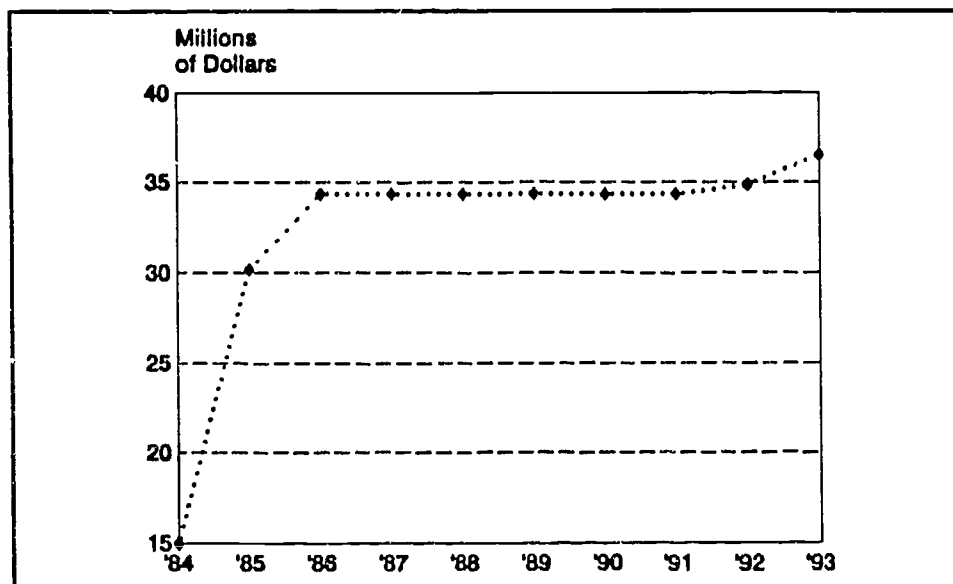
**1990-91:** There were no changes. Funding remained at \$34,332,300.

**1991-92:** Minimum and maximum amounts allocated to all components except Ladder Levels was eliminated and made optional. "Vertical" and "horizontal" terminology, as a result, became a moot issue and is no longer used. Funding was slightly increased to \$34,332,672.

**1992-93:** The block grant program was repealed and H.B. 162 was enacted, authorizing agencies to request and receive waivers extending their 1991-92 program, without changes, through the 1992-93 year. Legislation was amended to include a new Teacher Inservice training component with up to \$300 per eligible teacher. This amount could be used to pay for the costs of the training and teacher stipends. Funding was increased to \$34,836,200.

**1993-94:** Funding was changed from a static amount to include an indexed amount based on the weighted pupil unit (WPU). This had the consequence of increasing total funding to \$36,481,995.

Figure 1.1 shows funding allocations for each year since inception of the Utah Career Ladder Program.



**Figure 1.1: Funding for Utah Career Ladders Program from 1984 - 1994**

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## Evaluations of the Utah Career Ladder Program

During the last nine years, several evaluation studies have been conducted to assess impact of the Utah Career Ladder Program. Some, like this study, have been commissioned by the Utah State Legislature as a means of guiding future policy decisions regarding Career Ladders. Others have been conducted by the USOE to ascertain teachers' perceptions of the Career Ladder programs in their districts. Others have been conducted by interested outside parties as part of a research agenda. A summary of five studies with a synopsis of results is provided below as a means of tracing recorded progress over time and to provide a context for the results of this study.

**January, 1986**

**Study:** Nelson, D.E., 1986. A Statewide Survey of Teacher Opinions Concerning Utah's Career Ladder Program. Salt Lake City, UT: Utah State Office of Education.

**Purpose:** In response to a request by the State Board of Education, the USOE, with assistance from Utah PTA, UEA, Society of Superintendents, and representatives of higher education, compiled a 40 question survey. The purpose was to obtain the opinions of a representative sample of Utah teachers on the impact of the Utah Career Ladder Program. A stratified random sample of 1000 teachers were mailed questionnaires in late 1985; 642 responded.

**Results:** According to the report, a significant number of respondents felt the Career Ladder Programs had a **positive** impact on the following:

- Quality of instruction
- Instructional Climate
- Student Achievement
- Teacher morale
- Curriculum improvement
- Teacher evaluation
- Attraction to the teaching profession
- Inservice

Over 50% of those responding felt that outstanding teaching was being recognized and rewarded as a result of the Career Ladder Program. Few felt such rewards existed prior to Career Ladders. Approximately 68% felt that Career Ladders should be continued, while 20% felt they should not; 12% were unsure. Teachers felt the extended day component provided the greatest enhancement to the teaching profession; most teachers used the extended day component for classroom/instructional planning and clerical functions, like preparing grade reports.

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## January, 1987

**Study:** Malen, B., Murphy, M.J., and Hart, Ann. 1987. Career Ladder Reform in Utah: Evidence of Impact - Recommendations for Action. Salt Lake City, UT: Policy paper adapted from a chapter prepared for the Eighth Annual Yearbook of the American Education Finance Association.

**Purpose:** Based on fourteen in-depth studies of Career Ladder Programs in ten Utah districts, University of Utah researchers reported on the impact of Utah's Career Ladder policy from a resource allocation standpoint.

**Results:** Of the four components evaluated, job redesign, job expansion, extended days, and performance bonus, all but the latter were recommended for continued support and funding. Their findings indicated that while the performance bonus (often referred to as 'merit pay') directed attention to teacher evaluation, it was not effective in schools. In fact, it was most often translated into uniform salary increments for nearly all teachers.

## January, 1988

**Study:** Amsler, M., Mitchell, D., Nelson, L., and Timar, T. 1988. An Evaluation of the Utah Career Ladder System: Summary and Analysis of Policy Implications. San Francisco, CA: Far West Laboratory for Educational Research and Development. Funded by the Utah State Office of Education.

**Purpose:** In June, 1987, the USOE awarded Far West Laboratory for Educational Research and Development a contract to assess the overall impact of the Career Ladder Program in Utah schools.

**Results:** Based on case studies, teacher/principal surveys, telephone interviews, and a fiscal analysis of salary distributions, the study reported six major findings:

- Superintendents, principals and teachers support continuing the Career Ladder Program.
- Compensation, based on teaching excellence and expanded work responsibilities, is being differentiated.
- More frequent and more effective teacher evaluations are occurring as a result of the increased focus of attention caused by Career Ladder requirements.
- Teachers are being paid for doing more work and better work, thus expanding the role of the professional teacher.
- A more positive learning climate for students is created as a result of using the skills of teachers more effectively on behalf of students.
- District Career Ladder Plans and implementation varies across the state.

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## January, 1991

**Study:** Worthen, B.R., Leopold, G.D., and Prigmore, J.L. 1991. Evaluation of the Impact of Utah's Block Grant Funding Pilot Program on Participating Districts' Career Ladder. Logan, Utah: Western Institute for Research and Evaluation. Funded by the Utah State Office of Education.

**Purpose:** In April, 1990, the USOE awarded the Western Institute for Research and Evaluation a contract to evaluate the Career Ladder Programs in those ten districts selected to participate in the Block Grant funding project. The evaluation was designed to determine changes in district spending and changes in Career Ladder expenditures that had occurred as a result of being on Block Grant status.

**Results:** Although all ten districts applied for Block Grant status to gain flexibility in using state-allocated funds, only three actually made changes in their Career Ladder allocations. Two eliminated the performance bonus and one removed its tie to evaluations. One of the districts eliminating the performance bonus moved 35% of the performance bonus funding to the extended days component (thus increasing the total allocation here to 85%) and the other 15% to the job enlargement component. The other district allowed individual schools to determine any allocation to the performance bonus component; only one chose to do so. In all ten districts, no Career Ladder funds were used for any projects or activities other than Career Ladder components. Strengths of the Block Grant status were cited as being flexibility in use of funds, decreased paperwork, and increased site-based management.

## September, 1991

**Study:** Ross, J.D. and Nelson, D.E. 1991. A Follow-Up Statewide Survey of Teacher Opinions Concerning Utah's Career Ladder Program. Salt Lake City, UT: Utah State Office of Education.

**Purpose:** In response to a request for a follow-up survey of teacher perceptions by the State Board of Education, the USOE (again with assistance from outside agencies) compiled a 54 item questionnaire that was mailed to a stratified random sample of 1,000 Utah teachers. The purpose of the follow-up study was to determine changes in teachers' perceptions of the Career Ladder Program; 602 teachers responded.

**Results:** Overall, the 1990 survey results paralleled those from the 1985 survey, but teachers were more positive. Teachers also indicated that the program had been financially and professionally valuable to them, with the greatest impact coming from the extended days component. Extended days, while still being used primarily for instructional planning and critical clerical tasks, were also being used for inservice, professional development, and

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parent contacts. Teachers indicated that the Job Enlargement component had less impact on enhancement of the teaching profession than that of Extended Days, with Performance Bonus and Ladder Levels having an impact to even a lesser degree. Nearly 75% of the teachers felt the Career Ladder Program should be continued, up from 68% in 1985; 14% felt it should not be continued, and 10% were unsure.

## **Portrait of a Utah School District's Career Ladder Plan**

### **Iron School District: 1992-93**

#### ***Demographics:***

*Iron School District is located in the southwestern end of Utah, approximately 60 miles north of the Arizona border. Cedar City, a rapidly growing community, houses the district office and seven of its twelve schools (8 elementary schools, 1 middle school, 2 high schools, and 1 adult school). Approximately 5,700 students attend these twelve schools, with a teaching staff of 240. Over half the students ride district busses daily. The presence of Southern Utah University (SUU), also in Cedar City, fosters a community climate supportive of learning. Many Iron District teachers are graduates of SUU's teacher training program and did their student teaching in the district.*

*With the recent surge in student enrollment, the district is planning a bond election to generate funding for new school buildings; in the meantime, class sizes average 31-36 students per teacher. A full range of programs and services are available to students, including Chapter 1, vocational training, special education, advanced placement, and concurrent enrollment.*

#### ***Career Ladder Plan***

*Iron School District submitted their 1992-93 Career Ladder Plan for three-year approval, which was granted. The plan includes four of the six Career Ladder components: Performance Bonus, Ladder Levels, Job Enlargement, and Extended Days.*

***Performance Bonus:*** *All 240 teachers are eligible to participate in this component of the Career Ladder Plan. Eligibility is determined by submitting a written intention to participate within the first two weeks of the school year, which, in essence, indicates willingness to be evaluated on district targeted teaching strategies, to demonstrate professional growth, and to serve on district and/or school committees. Eligible teachers receive \$600 at the end of the school year. This component accounts for 34% of the total Career Ladder funding.*

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**Ladder Levels:** All 240 teachers are placed on one of five levels, with provisional/probationary teachers beginning at Level I with no remuneration. Level II is reached after 3 years teaching service; increased yearly compensation is \$210. Level III is reached after 4 years teaching service and 30 hours of inservice or college course work; increased yearly compensation is \$240. Level IV is reached after 5 years teaching service and 60 hours of inservice or college course work; increased yearly compensation is \$270. Level V is reached after 6 years teaching service and 90 hours of inservice or college work; increased yearly compensation is \$300. The Ladder Level component accounts for 21% of the total Career Ladder funding.

**Job Enlargement:** Funding for this component is distributed to the individual schools in the district through "block grants." Qualifications for receiving a "block grant" are: (1) all teachers in the school must participate in grade level (elementary schools) or department projects (secondary schools) that improve student learning, (2) the project must be school-focused, and (3) the school must have a written plan. Teachers at the site, by taking on this extra project which requires additional time and work, are compensated out of the "block grant" allocation. The Job Enlargement component accounts for 12% of the total Career Ladder funding.

**Extended Days:** All 240 teachers can participate in four additional paid days beyond their contracted schedule. Two days are scheduled for inservice, one at the district level and one at the school site. Two days are scheduled by each site during the school year for planning and preparation. This Extended Days component accounts for 22% of the total Career Ladder funding.

## **Governance Structure**

The Iron School District manages its Career Ladder Plan with a district-wide committee. Membership is comprised of one representative from each of the 12 schools. Members serve two year terms, and the current 93-94 chair has just replaced the former chair of five years. Meetings are held once a month, and the committee is responsible primarily for plan development and evaluation of the implementation of the four Career Ladder components. One important task of the committee, as described by one of the members, is to solicit teacher input about the Career Ladder at the end of the school year by means of an open-ended questionnaire.

## **Major Changes Over Time**

Both teachers and administrators felt their Career Ladder Program had gone through an evolutionary process since inception nine years ago. "It's been a

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*painful process in many ways, but we've learned a lot," said the chair. "We're doing a lot better job than we were doing ten years ago, and it's because of Career Ladders."*

*While the four components of Iron County's Career Ladder Plan have been stable over the years, there have been changes. "Probably the greatest change in our Career Ladder Program," indicated the committee chair, "has been from an 'exclusionary' performance bonus concept to one where everyone can participate." Until last year, the performance bonus award was by application only, and was limited to 36 senior teachers. "There was a lot of jealousy, and the feeling was that assignments were made politically. There was also a lot of animosity that carried over to school tasks. Comments were made like, 'Let the senior teachers do it; they're getting the dollars'."*

*In response to an Ad Hoc Career Ladder Committee's efforts, a "phase-out" process of the "old model" took place and the current model is now in place. "One of the pitfalls of the old plan was that teachers stopped sharing. They wanted to 'hang onto' their good stuff for when they applied to be a senior teacher." Contrasted with the new plan, "Teachers are now willing to share materials. We've gone from 'no' sharing to 'lots of' sharing," indicated one of the teachers. "If we had to give up any part of our Career Ladder Program, we'd probably give up one of our extended days rather than any part of our performance bonus. We see too many good things happening in the schools because of it."*

### **Career Ladder Component With the Greatest Benefit**

*Both teachers and administrators cited the job enlargement component as having the greatest impact district-wide. "It's because of the site-based focus," stated one of the principals. "Everyone has to participate and it encourages large group participation." One of the teachers indicated that the relationship between teachers and principal, and vice-versa, had improved. "Teachers recognize they are a part of the school and have input," one described. "Teachers generally put in more time now than the twelve hours that are required, and they do it because they can see the value to kids."*

### **Administrative Benefit**

*Administrators agreed there was a lot of time and energy expended in managing the Career Ladder Program at their sites, but felt the benefits far outweighed the work. As one pointed out, "Even though it's an administrative burden, I wouldn't give it up. This year has been good. We had a great year...one of the best!"*



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## Endnote

1. The total figures quoted for the annual funding of the Career Ladder Program represent allocations to the 40 school districts in Utah and do not include the five Applied Technology Centers and the Schools for the Deaf and Blind.

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# Chapter 2

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**An Introduction to the 1992 - 1993  
Career Ladder Evaluation Study**

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## **Chapter 2:**

# **An Introduction to the 1992 - 1993 Career Ladder Evaluation Study**

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The following chapter describes the purpose and significance of the 1992 - 1993 Career Ladder Evaluation, and the methodology used to collect the evaluation data. It concludes by outlining the organization of the remainder of this evaluation report.

### **Purpose of the Study**

The purpose of this study is to assess, in terms of costs, benefits, and possible undesirable results, each of the components of the Utah Career Ladder Program in the 40 school districts, 5 Applied Technology Centers, and Schools for the Deaf and Blind.

Components are further assessed as they relate to the original objectives and strategies of the 1984 Utah State legislation as shown in Table 2.1.

**Table 2.1: Objectives Outlined by Utah State Legislature - 1984**

<b>Utah Career Ladder Program -Legislative Objectives-</b>	
■	Attract and retain good teachers — Strategy: greater financial and career incentives to keep good teachers in the classroom
■	Improve the quality of schools — Strategy: more and better teacher evaluations to improve the quality of teaching — Strategy: better use of teacher talents outside the classrooms

### **Significance of the Evaluation**

This evaluation of the Utah Career Ladder Program will: (1) provide Utah's policy leaders with an assessment of the overall impact of the Career Ladder Program in Utah schools, enabling them to develop recommendations and make informed decisions for overseeing the project in the future, and (2) augment previous evaluations of the Utah Career Ladder Program, providing a more complete picture of the impact of the program over time.

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## Methodology

### Data Collection

This report draws on three data sets:

- *District/ATC/USDB Career Ladder Plans, Documents, Reports, Financial Statements, and Previous Evaluations*
- *Surveys of Principals and Teachers*
- *District/ATC/Other Site Visits and Focus Group Meetings, Principal Interviews, and a Statewide Teleconference.*

Data collection was conducted in two phases. The first phase involved collecting materials regarding the Utah Career Ladder Program for the 40 school districts in Utah, the 5 Applied Technology Centers (ATC), and the Utah Schools for the Deaf and Blind (USDB). The second phase involved gathering first-hand feedback regarding perceptions of Utah educators about the Utah Career Ladder Program. This phase included mail surveys to principals/directors and teachers, district/ATC/other site visits and focus group meetings, principal telephone interviews, and a statewide EdNet interactive teleconference.

### Document Collection

Copies of the 1992-93 Career Ladder Plans for each of 46 agencies were collected and examined. For those districts that had not submitted a 1992-93 plan (generally a result of having a multi-year plan approval, being on Block Grant status which requires a plan be submitted only every three years, or having been granted a one-year waiver from the submission process) the last submitted plan was collected and examined. A summary of each plan was compiled.

All documentation housed in the Utah State Office of Education regarding the implementation of the Utah Career Ladder Program, 1984 - present, was collected and/or examined during the months of July, August, and September, 1993.

Complete financial data for each of the 46 agencies were collected, including specific amounts appropriated for each of the six Career Ladder components. Because the 5 ATCs and the USDB are not funded by line items, but instead have their Career Ladder funds included as part of their annual legislative appropriations, it was necessary to separate Career Ladder funding amounts from the reported salary figures for these agencies.

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Formative evaluations and year-end assessments reported by districts, ATCs, and USDB were collected and reviewed.

## **Principal/Teacher Surveys**

With input from the Utah State Office of Education, principal and teacher surveys were developed to elicit statewide educator perceptions about the Career Ladder Program. Questions included on the surveys were complementary to two previous sets of teacher surveys initiated by the USOE in 1985 and 1990, in order to compare perceptions over time. In addition, the surveys were designed to gather data on staff characteristics, participation in career ladder components, and overall satisfaction with the program.

The teacher sample was determined by a random selection of names drawn from a pool of all current teachers in the 40 Utah school districts. The drawing was generated by a computer program developed by the USOE, and included samplings from each district to insure that all grade levels were represented. Because ATC and USDB teachers' names are not included in the computer data base, a packet of teacher surveys was sent to each of these six agencies with directions for distribution.

All principals in the 40 districts were mailed a survey. Directors of each of the ATCs and the USDB were also mailed a survey.

Table 2.2 displays the number of surveys distributed to each group (teachers and principals), the numbers returned, and a calculation of the percentage response rate for each group.

**Table 2.2: Response Rate of Surveys**

<b>Survey</b>	<b># Distributed</b>	<b># Returned</b>	<b>Response Rate</b>
Teacher	1060	416	39%
Principal	710	420	59%
Total	1,770	836	47%

## **District/ATC/Other Site Visits and Focus Group Meetings, Principal Interviews, and Statewide Teleconference**

During the week of October 4-8, 1993, two investigators conducted on-site visits at locations throughout the state with twelve school districts and two ATCs. Representatives of teachers, administrators, parents, board members, and local

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bargaining agents from the fourteen agencies met with researchers to provide input regarding their Career Ladder Programs.

Site selection for the focus groups was determined by mapping out an itinerary that included urban, suburban, and rural agencies and facilitated travel throughout the state. Initial contact was made with district and ATC Career Ladder chairpersons and/or superintendents/directors. Based on general guidelines, they made the final determination of attendees to include teachers, principals, support staff, parents, board members, and other administrators. Attendance was "biased" toward those familiar and involved with the Career Ladder program in their agencies, including members of district and site Career Ladder committees.

Meetings were held at a central location within each of 13 districts and were 1 1/2 to 2 hours in length. An interview protocol was used to guide the discussion; within this outline, the investigators tailored questions to accommodate the unique characteristics of each agency's Career Ladder Plan. A copy of the protocol is included in Appendix A. Overall, the researchers interviewed 122 people: 59 teachers, 31 principals, 5 superintendents, 10 district administrators, 6 parents, 2 union representatives, 3 board members, and 6 counselors/others. At each agency, on average, the investigators interviewed 4.2 teachers and 2.2 principals. The range of attendance was from two participants at one site, to fourteen at another, with an average attendance of 9.4 at each site. Transcribed audiotapes and notes taken by the investigators during each session provided a data source of these focus group meetings.

An additional group meeting to gather input from support agencies was held October 20, 1993 at the USOE with seven participants, including the USOE Career Ladder Specialist, the USOE Curriculum Coordinator, the Uniserv President, the UEA Associate Executive Director, the Utah State PTA Education Commissioner, and the USOE Career Ladder Administrative Assistant. An audiotape, minutes, and notes taken during the meeting provided the data source.

Telephone interviews with 40 principals were conducted in October and November, using the same protocol guide as that used in site visits. The questions were tailored to elicit perceived benefits and undesirable results of each of the six career ladder components. A representative sampling of principals from each school level provided input: 22 elementary, 10 middle/junior high, and 8 high school. Notes taken during the interviews provided the data source for analysis.

An EdNet interactive teleconference broadcast from the USOE to seven sites was conducted on October 21, 1993. Representative teachers, principals, parents, board members, and counselors/others from ten districts and one ATC were participants, with a total of 37 people participating. Sites included Logan, Manila, Roosevelt, Moab, St. George, Orem, and Coalville. The protocol used during site visits served as the guide

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for the two-hour conference and questions were adapted to elicit perceived benefits and undesirable results of each of the six career ladder components. Notes from a videotape of the broadcast provided the data source.

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# Chapter 3

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**Participants' Perceptions of the  
Utah Career Ladder Program:  
Results from a Statewide Survey**

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## **Chapter 3**

# **Participants' Perceptions of the Utah Career Ladder Program: Results from a Statewide Survey**

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To better understand how participants felt about the Utah Career Ladder Program, we sent surveys to principals, administrators of the Applied Technology Centers, the Schools for the Deaf and Blind, and over a thousand teachers selected at random by the State Office of Education.

The results of the survey help us understand the perceptions of teachers and principals in Utah elementary, middle/Jr. high schools, and high schools regarding the Utah Career Ladder Program. First, we examined teachers' and principals' perceptions of what components should be included in the Career Ladder Program and commented on each of the components.

Next, we looked at the perceptions of respondents for the level of enhancement each component had on the teaching profession. Once again, we commented on each of the components regarding the enhancement to the teaching profession for that component.

We also examined several questions related to school improvement, teacher improvement, curriculum and instruction and professional growth. Next we examined items that were concerned with the administration of the Career Ladder Program. There were several questions directly related to the Extended Days component that were reviewed to investigate the activities and benefits for the Extended Days.

We then looked at questions connected with the evaluation process and how it relates to student progress and the Performance Bonus component. The perceptions of teachers and principals were analyzed for additional questions. These included: teacher morale; public awareness; and the effectiveness of the Career Ladder Program as a way of providing a reward for teachers.

Finally, we compared the results of questions on this survey with those from two previous surveys conducted by the Utah State Office of Education in 1985 and in 1990. The results of those comparisons are reported in Chapter 4.

This chapter reports teacher and principal perceptions of the Career Ladder Program. Survey questions asked teachers and principals to select from either a five or seven point scale or a yes or no response that best fit their perceptions. We added comments for many

of the questions based on information we gleaned during interviews, focus group discussions, and a teleconference held during the fall.

## Survey Sample

There were 1770 surveys distributed and 836 returned. Principal surveys were sent to 710 people with a return rate of 59%. Of those surveys returned by principals, 68% were from elementary schools, 18% from middle or Jr. high schools, and 14% from high schools. Teacher surveys went to 1060 people with a return rate of 39%. Of those surveys returned by teachers, 53% were from grades K-6, 23% were from grades 7-9, and 24% were from grades 10-12. Sixty seven percent of the schools in Utah are elementary, 17% middle or Jr. high schools and 16% high schools, so the percentage of responses from each level provide a fair representation state-wide.

We asked teachers to identify the number of years they had participated in the various components of the Career Ladder Program. The following table shows the percentage of teachers by years of participation.

**Table 3.1: Percentage of Teachers Reported Participating in Each of the Utah Career Ladder Components by Years.**

Component	No Participation	1 to 3 Years	4 to 8 Years	9 Years or More
Extended Days	5%	13%	54%	28%
Job Enlargement	13%	25%	44%	18%
Performance Bonus	17%	19%	47%	16%
Ladder Levels	15%	14%	48%	21%
Staff Development	11%	22%	47%	20%
New Teacher Incentive	65%	21%	7%	8%

The questions on the surveys were patterned after previous surveys used in 1985 and 1990 to collect data on the Utah Career Ladder Program. This enabled us to compare current results with those from previous surveys. A copy of the principal and the teacher survey is included in Appendix A.

The following information is organized according to major topics from the surveys. Most of the survey questions are reported in tables. On some items, information from the focus groups, interviews and teleconference is included to help clarify the meaning of the results. We tested for differences between rural, urban, and suburban teachers and principals and

for differences between grade levels on all questions. Statistically significant differences at the .05 level or below are noted in this chapter.<sup>1</sup>

## Section I: Career Ladder Components

Table 3.2 represents responses to a question concerning whether or not each of the Career Ladder Components should be part of the Career Ladder Program.

**Table 3.2: Responses to the question, "Do you believe the following components should be part of the Utah Career Ladder Program?"**

Component	Status	No. Returned	Yes	No	Not Sure
Extended Days	Teachers	412	87%	8%	5%
	Principals	417	92%	6%	2%
Job Enlargement	Teachers	414	80%	15%	5%
	Principals	413	84%	12%	4%
Performance Bonus	Teachers	412	58%	31%	11%
	Principals	413	57%	28%	15%
Ladder Levels	Teachers	412	56%	25%	19%
	Principals	410	56%	28%	16%
Staff Development	Teachers	412	78%	15%	7%
	Principals	416	91%	5%	4%
New Teacher Incentive	Teachers	409	39%	35%	26%
	Principals	407	51%	25%	24%

Extended Days received the highest percent of agreement that a specific Career Ladder component should be included in the program for both teachers and principals. The Job Enlargement component received over 80% positive response from teachers and principals and Staff Development was also a popular component for inclusion in the Utah Career Ladder Program, particularly among principals. The Performance Bonus and the Ladder Levels components received a lower percentage of agreement for inclusion from both teachers and principals. The component least identified to be part of the Career Ladder Program was the one for New Teacher Incentive.

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The following comments for each separate component are based on analysis of the survey, and information collected during the focus group meetings, interviews and the teleconference.

### **Extended Days**

The Extended Days component was reported as the most popular and important component. Eighty seven percent of the teachers and 92% of the principals thought it should be included in the Utah Career Ladder Program. Based on input from focus groups, teachers and principals felt the time given for preparation, planning and meeting with peers and parents resulted in a direct benefit for students. The teachers were ready to involve students in meaningful instruction from the first day school opened since they had time to organize and prepare the classrooms and the curricula. This early start eliminated the problem of having to pull together necessary materials and to complete clerical requirements that previously took time away from the teachers at the beginning of the school year.

### **Job Enlargement**

Eighty percent of the teachers and 84% of the principals thought Job Enlargement should be part of the Career Ladder Program. Job Enlargement was described differently from district to district in the focus groups. Job Enlargement ranged from curriculum development to special classes for students. Therefore, some Job Enlargement projects occurred during the summer but most projects were completed during the school year. In some districts the Job Enlargement projects changed from year to year based on approval by Career Ladder Committees and evaluation of project outcomes; in other districts Job Enlargement assignments remained relatively constant year to year and tended to concentrate on curriculum coordination and support.

### **Performance Bonus**

Fifty eight percent of the teachers and 57% of the principals thought this component should be included in the Career Ladder Program. The Performance Bonus component was reported during focus groups as having created the greatest amount of dissatisfaction of any of the Career Ladder Program components. Teachers did not always feel it was fair and principals felt it was difficult to administer because only a certain percentage of teachers could be identified as outstanding. During the interviews we heard the Performance Bonus component referred to as being "divisive." However, there were supporters of this component. Principals told us it was a matter of who we talked to: if a person had received extra funds as a result of the Performance Bonus component they would like it; if they hadn't received Performance Bonuses they would not like it. In spite of this, many teachers and principals alike reported that the Performance Bonus was a difficult component to implement. Principals were put in an awkward position having to select a certain percentage of teachers as outstanding. Instructional practices between

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elementary school and high school differ, and teachers felt the evaluation system did not necessarily reflect the teachers' abilities, which may add to the problem of selecting the top teachers.

## **Ladder Levels**

Fifty six percent of the teachers and 56% of the principals felt that Ladder Levels should be part of the Career Ladder Program. The Ladder Levels differ greatly district by district. In general, the direct benefit of Ladder Levels is the salary increment given teachers as they move up the ladder. Ladder Levels were tied to Performance Bonuses in some cases and with Job Enlargement in other cases.

## **Staff Development**

The Staff Development component was added to the Career Ladder Program in 1992. Seventy eight percent of the teachers and 91% of the principals agree this should be part of the Career Ladder Program. While many districts have listed Staff Development as a separate component in their plans, others have not reported this component separately since the guidelines on this were new in 1992-93. Based on the survey responses of principals (91%), it is seen as a high priority for them. According to information gathered at focus group meetings, principals and other administrators have an interest in what should be offered through Staff Development. The teachers also have their priorities as to what inservice or Staff Development should be offered in order to meet their needs based on the classes or grade levels in which they teach.

During the interviews, teleconference, and focus group meetings the results of and the need for staff development was discussed by teachers, principals, and others. Some districts reported professional growth activities were conducted through Job Enlargement. Other districts reported time during Extended Days was used for Staff Development activities. In districts where Staff Development was conducted during Extended Days the activity was generally agreed upon by the district Career Ladder Program Committee or, depending on the structure of the Career Ladder Program, individual decisions could have been made at the school site.

## **New Teacher Incentive**

The New Teacher Incentive component probably affects fewer people than the other components. Thirty nine percent of teachers and 51% of the principals thought it should be part of the Utah Career Ladder Program. In the interviews we did hear about mentor teachers being supported by the Career Ladder Program to work with new teachers.

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## Comparisons Across School Environment and Grade Level

Responses of urban, suburban, and rural teachers and principals were compared for all six Career Ladder components, and responses of elementary, Jr/middle school, and high school principals and teachers were also compared. We found that high school principals were most likely to endorse the Performance Bonus component (70%), followed by junior high principals (66%), and elementary principals (52%). Both suburban teachers (60%) and rural teachers (59%) were more likely than urban teachers (41%) to endorse the Ladder Level component. All other comparisons proved non-significant.<sup>2</sup>

## Section II: Enhancement of the Teaching Profession

Survey respondents were asked to rate the contribution of each Career Ladder Program component to the overall enhancement of the teaching profession. We listed the six components of the program and asked people to rate their effectiveness on a six point scale: 1) extremely effective, 2) very effective, 3) somewhat effective, 4) somewhat ineffective, 5) very ineffective, and 6) not sure. To simplify data reporting we have collapsed the categories of extremely effective and very effective into a single category entitled highly effective. We maintained the mid-point of somewhat effective. We also combined the categories somewhat ineffective and very ineffective into a single category labeled ineffective. The results are shown on Table 3.3. Comments on each of the components precede the table.

### Extended Days

The Extended Days component was seen as the greatest contributor to the overall enhancement of the teaching profession by both teachers and principals. Nearly seventy percent of teachers and 73% of principals considered Extended Days highly effective in enhancing the teaching profession. This sentiment was echoed over and over again in our interviews across the state. The time to plan, prepare materials, meet with students, parents, and other teachers, and participate in professional growth activities was valued as the highest priority by most districts throughout the state.

### Career Ladder Levels

The Career Ladder Level component was rated by 33.7% of the teachers and 23.9% of the principals as being highly effective in enhancing the teaching profession. Over one in four teachers and one in five principals rated this as ineffective. One in ten of both principals and teachers indicated they were not sure about this component's effectiveness in enhancing the teaching profession.

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## **Job Enlargement**

The Job Enlargement component was rated by 56.3% of the teachers and 58.3% of the principals as being highly effective in enhancing the teaching profession. During interviews and focus groups we were told that the Job Enlargement component provided opportunities to offer both remedial and enrichment programs for students as well as opportunities for teachers to be more involved in developing curriculum and instructional practices. This component was one that encouraged sharing and communication among teachers in many cases.

Note that both teachers and principals were very consistent in their rating of Job Enlargement. Since there is a great deal of collaboration and involvement from both groups on the decisions related to Job Enlargement this is not surprising.

## **Performance Bonus**

The Performance Bonus component was rated by 35% of the teachers and 29.5% of the principals as being highly effective in enhancing the teaching profession. The survey results show a higher percentage of teachers (38%) and principals (40.6%) who rated this component as ineffective. Reports from interviews repeatedly referred to the problems surrounding this component that ranged from evaluation and selection procedures to effects on morale.

## **Staff Development**

The Staff Development component was rated by 45.5% of the teachers and 63.4% of the principals as being highly effective in enhancing the teaching profession. There were substantial differences between teacher and principal ratings on the highly effective scale and the ineffective scale which teachers rated at 22.2% and principals at 9.9%. The survey illustrates that about 18% more principals than teachers felt Staff Development was highly effective in enhancement of the teaching profession. On the other hand, 12% more teachers than principals felt Staff Development was ineffective in enhancement of the teaching profession. During focus groups and interviews comments from principals indicated they felt more need to increase and direct Staff Development activities to meet district goals. Teachers indicated their needs for Staff Development that was directed toward their classroom and school goals.

## **New Teacher Incentive**

The New Teacher Incentive component was rated by 14.5% of the teachers and 23.2% of the principals as being highly effective in enhancing the teaching profession. However, 36.6% of teachers and 29.6% of principals were unsure of the effectiveness of the New Teacher Incentive Program.

**Table 3.3: Teachers' and Principals' Ratings of the Contribution of Career Ladder Components to the Enhancement of the Teaching Profession**

Career Ladder Component	Respondent Status	Number	Rating			
			Highly Effective	Somewhat Effective	Ineffective	Not Sure
Extended Days	Teachers	411	69.8%	16.3%	11.4%	2.4%
	Principals	416	72.8%	16.1%	9.6%	1.4%
Ladder Levels	Teachers	409	33.7%	33.3%	22.5%	10.5%
	Principals	415	23.9%	40.0%	26.8%	9.4%
Job Enlargement	Teachers	412	56.3%	21.6%	20.4%	1.7%
	Principals	415	58.3%	23.6%	16.4%	1.5%
Performance Bonus	Teachers	411	35.0%	21.7%	38.0%	5.35%
	Principals	414	29.5%	23.4%	40.6%	4.6%
Staff Development	Teachers	411	45.5%	26.0%	22.2%	6.3%
	Principals	415	63.4%	22.9%	9.9%	3.9%
New Teacher Incentive	Teachers	407	14.5%	19.9%	30.0%	35.6%
	Principals	409	23.2%	20.1%	27.1%	29.6%

### Comparisons Across School Environment and Grade Level

We looked at four components (Extended Days, Ladder Levels, Job Enlargement and Performance Bonus) to see if principals from urban, suburban and rural schools agreed as to the levels of enhancement to the teaching profession these four components provided. Results revealed that suburban and rural principals tended to rate these components as more effective in enhancing the teaching profession than did urban principals. Specifically, suburban principals gave the highest average ratings to Extended Days, followed by rural and then urban principals. Suburban principals also gave the highest average ratings to the Career Ladder component, with urban and rural principals equally far behind. Finally, for Performance Bonus, rural principals gave the highest average ratings, followed closely



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by suburban, with urban a distant third. Teachers from urban and suburban schools rated Extended Day component higher than teachers from rural schools.

We also examined the effects of grade level on these four components. Middle school and high school principals rated Performance Bonus higher than elementary principals. There were no significant differences in effectiveness ratings among teachers across the grade levels.<sup>3</sup>

## **Section III: Career Ladder Program Impact on Instruction and Professional Development**

We asked respondents to rate the degree of impact the program had on a number of areas of school and teacher improvement using a six point scale: (1) Very Great Degree, (2) Substantial Degree, (3) Moderate Degree, (4) Slight Degree, (5) Not At All, and (6) Not Sure. To simplify presentation of the results we have again collapsed response categories. We have combined the categories of Very Great Degree and Satisfactory Degree into a single category entitled Significant. Moderate Degree and Slight Degree have been combined into the category of Somewhat. Not At All and Not Sure remain.

The following two tables (3.4 and 3.5) illustrate the impact on teacher's instructional skills and professional growth as well as the impact on the curriculum and school climate. (School climate refers to a shared feeling of striving for improvement in instruction in the school.)

### **Impact on School, Curriculum and Instruction**

Three questions addressed the impact of the Utah Career Ladder Program on the school climate, curriculum and instruction, and the mentor teacher program. Questions 15 and 19 are related to the instructional climate and the upgrading of educational programs throughout the entire school; question 22 is directly related to the value of the Mentor Teacher Program.

The following table gives the responses of teachers and principals. Nearly 46% of teachers and 49% of principals responded that the Career Ladder Program had a significant impact on the instructional climate (e.g., a shared feeling of striving for improvement in instruction in the school). High school principals were slightly but non-significantly less supportive than elementary and middle school principals.

**Table 3.4: Teachers' and Principals' Ratings of the Impact of the Career Ladder Program on Educational Programs**

Item	Respondents		Significant	Rating		
	Status	Number		Somewhat	Not at All	Not sure
<b>To what degree .....</b>						
(15) has the Career Ladder Program had a positive impact on <u>instructional climate</u> .	Teachers	413	45.8%	42.4%	10.7%	1.2%
	Principals	416	48.8%	44.5%	6.3%	0.5%
(19) does the Career Ladder Program contribute to the <u>overall efforts of the district in upgrading the educational program</u> .	Teachers	411	48.7%	39.4%	8.3%	3.7%
	Principals	416	53.6%	43.5%	2.2%	0.7%
(22) has the <u>mentor teacher program</u> for new teachers been valuable.	Teachers	410	36.9%	31.5%	11.0%	21.7%
	Principals	412	61.7%	32.5%	2.7%	3.2%

Approximately 48% of the teachers and 54% of the principals felt the Career Ladder Program had made a significant contribution to the overall efforts of the district in upgrading the educational program. High school principals were significantly less supportive than elementary and middle school principals.<sup>4</sup>

About 37% of teachers and 62% of principals felt that the Mentor Teacher program has been valuable for new teachers. The difference in agreement could be due in part to the fact that principals work more closely with mentor teachers than the average teacher.

### **Impact on Professional Growth and Teacher Rewards**

A series of questions covered professional growth and individual teacher needs and rewards. Questions 16 and 18 asked teachers and principals if the Career Ladder Program had a positive effect on teachers' instructional skills and professional growth. Question 21 asked teachers for their feeling of personal improvement in the quality of their instruction and asked principals the same question regarding the quality of their teacher supervision. On the Teacher Survey two more questions, 24 and 37, were asked regarding teacher rewards. Question 24 was directed at the personal teacher reward and question 37 asked if the Career Ladder Program itself was an appropriate way to reward teachers.

The following table illustrates the results from the surveys.

**Table 3.5: Teachers' and Principals' Ratings of the Impact of the Career Ladder Program on Professional Development**

Items	Respondents		Rating			
	Status	Number	Significant	Somewhat	Not at All	Not Sure
<b>To what degree . . . . .</b>						
(16) has the Career Ladder Program had a positive impact on the <u>instructional skills of teachers in your school?</u>	Teachers	413	44.6%	42.6%	11.1%	1.7%
	Principals	416	45.4%	49.3%	4.8%	0.5%
(18) does the Career Ladder Program help teachers achieve <u>professional growth?</u>	Teachers	411	44.3%	43.3%	10.0%	2.4%
	Principals	414	41.1	53.9%	3.4%	1.7%
(21) has the Career Ladder Program enabled <u>you personally</u> to improve the quality of instruction in your classroom? (teacher survey) or the quality of teacher supervision in your school? (principal survey)	Teachers	413	53.3%	35.5%	10.9%	0.2%
	Principals	414	36.2%	44.4%	16.9%	2.4%
(24) has the Career Ladder Program met your own needs for professional reward?(Teacher survey)	Teachers	407	42.8%	39.8%	16.7%	0.7%
(37) do you feel the Career Ladder Program is an appropriate way to reward teachers?(Teacher survey)	Teachers	400	48.8%	31.8%	14.5%	5.0%

Nearly 45% of the teachers and 45% of the principals felt that the Career Ladder Program had a positive impact on the instructional skills of teachers. Elementary principals were the least likely to believe this. About 44% of the teachers and 41% of the principals felt the Career Ladder Program helped teachers achieve professional growth.<sup>5</sup>

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Over 53% of teachers felt the Career Ladder Program enabled teachers to improve the quality of instruction in their classrooms while about 36% of the principals felt the Career Ladder Program enabled principals to improve the quality of their supervision.

On question 24, which asks teachers if the Career Ladder Program has met their personal needs, nearly 43% of the teachers felt personally rewarded by the Career Ladder Program. Since a substantial percentage (16.7%) did not agree, we looked for possible reasons that may have been expressed in the interviews or focus groups. There may be teachers responding to the survey who have had limited participation in some of the components for two reasons: 1) the Career Ladder Program offerings are provided as a choice for teacher participation and some may have elected not to participate for any number of reasons; and 2) some districts may have criteria such as years of experience or placement on the Ladder Levels that does not provide options for all teachers to fully participate. It is unclear if either of these two reasons could explain why one in nine teachers did not feel rewarded by the Career Ladder Program. On the other hand, this could be evidence that the Career Ladder Program is ineffective as a vehicle to reward a minority of Utah teachers.

When teachers were asked, "To what degree do you feel the Career Ladder Program is an appropriate way to reward teachers?" almost 49% responded that they felt the program was appropriate for teacher reward to a significant degree. Another 32% felt it was a somewhat appropriate way to reward teachers. With close to 15% feeling they did not feel the Career Ladder Program was an appropriate way to reward teachers, and another 5% not sure, the survey shows that about one in every five teachers does not see the Career Ladder Program as an appropriate reward.

## Section IV: Career Ladder Program Administration

We asked teachers and principals questions about the administration of the Career Ladder Program (Question 20 and 23 on both teacher and principal surveys and questions 35 and 36 on teacher surveys). The survey used a six point scale on these questions: 1) Not At All, 2) Slight Degree, 3) Moderate Degree, 4) Substantial Degree, 5) Very Great Degree, and 6) Not Sure. For purposes of this report we have collapsed the answers into the same four categories used in the previous section: 1) Significant, 2) Somewhat, 3) Not at All, and 4) Not Sure.

Table 3.6 shows the teachers' and principals' rating of the Operation of the Career Ladder Program.

**Table 3.6: Teachers' and Principals' Ratings of the Operation of the Career Ladder Program**

Item To what degree .....	Respondent		Rating			
	Status	Number	Significant	Somewhat	Not at All	Not Sure
(20) has your district followed fair, open and consistent procedures in administering the Career Ladder Program?	Teachers	412	62.1%	25.7%	6.1%	6.1%
	Principals	416	87.7%	9.6%	1.7%	1.0%
(23) have application forms and information about the Career Ladder Program been available?	Teachers	412	79.6%	14.8%	3.9%	1.7%
	Principals	416	93.0%	6.5%	0.2%	0.2%
(35) - is information about the Career Ladder Program being communicated to parents and citizens? (Teacher survey)	Teachers	400	16.3%	45.8%	15.3%	22.8%
(36) do you feel the Career Ladder Committee has been effective in implementing the Career Ladder Program? (Teacher survey)	Teachers	400	57.0%	33.3%	5.3%	4.5%

About 62% of teachers and 88% of principals felt that the district followed fair, open and consistent procedures in administering the Career Ladder Program. There is quite a spread in the percentage of difference between teachers and principals on this item.

Nearly 80% of teachers and 93% of principals felt that the application forms and information on the Career Ladder Program had been readily available.

Both teachers and principals responded on their feelings regarding how well information about the Career Ladder Program was communicated to parents and the community. Teachers' and principals' perceptions showed a difference of opinion. While 15% of teachers felt there was no communication, only 6% of principals agreed. However, 23% of the teachers compared to 4% of the principals were not sure about this question. Since only 22% of principals and 16% of teachers felt there was good communication, this is an

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area that should be considered for review. According to our interviews and focus groups, there is evidence that the program is not well understood by people outside of education.

Within the educational system there was a good understanding of how the Career Ladder Program operated. Fifty-seven percent of teachers felt the Career Ladder Committee has been very effective in structuring and/or implementing the Career Ladder Program. Another 33% agreed to a lesser degree, and only 5% responded that the committees were not at all effective. It should be noted that the committee structure differs from district to district. In general, all districts had a district-wide committee. In those districts where site based management was more prominent there tended to be school-site committees involved in the decisions about the Career Ladder Program.

Additionally, on a question not shown on the table which asked principals their perceptions of the degree to which the Utah State Office of Education had supported the district in administration of the Career Ladder Program, almost 53% of principals rated this as substantial. Since 29% of the respondents indicated they were Not Sure, we can assume much of the communication is at the district office level.

## **Section V. Extended Day Component Activities**

We were interested in how teachers used the Extended Days. There were five questions that asked teachers to rate their degree of participation in specific activities during Extended Days. Principals were asked to rate these same questions. We collapsed the survey answers from the six point scale of (1) Very Great Degree, (2) Substantial Degree, (3) Moderate Degree, (4) Slight Degree, (5) Not At All, and (6) Not Sure to the four scale of (1) Significant, (2) Somewhat, (3) Not At All, and (4) Not Sure.

The results of the survey are shown on Table 3.7. The following comments on each of the activities rated by the survey are from the focus groups and interviews.

### **Planning for Instruction**

Planning for classroom instruction was the most popular use of the Extended Days with 77% of teachers and 83% of principals indicating use of Extended Days for planning. In the focus groups the elementary teachers reported they need time to get ready for the opening of school. Having materials available for student use and classroom set-up was seen as an important part of elementary education. Organizing and updating curriculum materials was also seen as an important prerequisite for good teaching at all levels. Principals' perceptions of the degree of planning for instruction varied by grade level: high school principals reported less planning for classroom instruction than junior high or elementary principals. Elementary principals scored highest on this measure.<sup>9</sup>

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## **Inservice and Professional Development**

Nearly 57% of the teachers and 59% of the principals reported that Extended Days were used for inservice training. For participation in professional development other than training 42% of the teachers and 36% of the principals reported they felt the Extended Days were used for that purpose. The survey questions do not provide necessary data to determine how teachers were involved in other professional development activities prior to the opening of school or on those days during the year when an Extended Day was taken for a special purpose.

Elementary principals reported more participation in inservice training than junior high or high school principals. In addition, suburban principals and teachers reported lower levels of inservice training than their urban or rural counterparts.<sup>7</sup>

## **Clerical Functions**

Fifty six percent of principals and 60% of the teachers indicated they used a significant amount of time during their Extended Days for critical clerical functions. Junior high principals indicated they felt more time was spent in critical clerical functions than was indicated by elementary or high school principals. Suburban principals felt more time was spent in critical clerical functions than was reported by urban or rural principals. Suburban teachers reported participating in clerical functions more often than urban or rural teachers.<sup>8</sup>

During the Focus Groups, we were told that at the elementary level the clerical functions involved mostly preparation for the opening of school. Both teachers and principals at the elementary schools indicated the value of this time for teachers to get the classrooms ready and to prepare materials that would be used by students throughout the year.

In our interviews, all principals at the high school level did not necessarily agree that clerical functions should have a high priority prior to school opening. At the same time, high school teachers and principals did see the preparation of student grades as of value during the Extended Days. The timely preparation of the grades was beneficial to students and to the administration. The teachers greatly appreciated having an uninterrupted time to complete the grading all at once rather than to extend the process across a couple of weeks.

## **Parent Meetings**

Approximately 27% of the principals and 27% of the teachers responded that parent meetings were an important part of the time used during Extended Days. More teachers and principals responded "not at all" for parent meetings than for the other four uses of Extended Days. It is probable that teachers had a more accurate picture of how the time was spent, making the 28% "Not At All" a more accurate figure than the principal's 16%.

There were no differences between urban, rural or suburban responses to this question nor did teachers or principals' responses differ as a function of grade level.

**Table 3.7: Teachers' and Principals' Ratings of Participation In Different Activities During Extended Days**

Type of Activity	Respondent		Rating			
	Status	Number	Significant	Somewhat	Not at All	Not Sure
(27) Planning for classroom instruction	Teachers	397	76.8%	17.9%	4.8%	0.5%
	Principals	411	82.7%	15.8%	0.7%	0.7%
(28) Participation in Inservice Training	Teachers	396	56.8%	37.1%	6.1%	1.0%
	Principals	411	59.4%	34.8%	5.1%	0.7%
(29) Participation in other professional development	Teachers	395	35.7%	44.1%	15.4%	4.8%
	Principals	410	42.4%	46.6%	6.8%	4.2%
(30) Critical clerical functions	Teachers	397	60.0%	25.2%	9.1%	5.8%
	Principals	411	56.0%	34.3%	6.3%	4.4%
(31) Parent meetings	Teachers	396	26.7%	42.7%	28.3%	2.3%
	Principals	408	26.5%	55.2%	15.9%	2.5%

## Teacher Morale

There was one more question about Extended Days that is not shown on the tables. We asked, "What impact has the Career Ladder Program had on the morale of those teachers participating in the extended contract year component (additional workdays made available to all teachers)?" Ninety percent (90%) of the principals and 83% of teachers felt the Extended Days had a "slightly positive to very positive" effect on morale. However, 5% of principals and 7% of teachers indicated a "slight to very negative" effect. Ten percent of teachers and 5% of principals were not sure of the effects.

## Section VI: Teacher Evaluation

Since teacher evaluation is necessary to determine placement for Performance Bonus or Career Ladders, a series of questions related to this topic were asked. The questions were rated on a six point scale asking participants to respond as to whether they agreed to a 1)



very great degree, 2) substantial degree, 3) moderate degree, 4) slight degree, 5) Not At All, or 6) Not Sure. The results were collapsed to a four point scale of 1) significant, 2) somewhat, 3) Not at All, and 4) Not Sure for reporting purposes as shown on Table 3.8.

**Table 3.8: Teachers' and Principals' Perceptions of the Career Ladder Program Evaluation Process**

Item	Respondent		Rating			
	Status	Number	Significant	Somewhat	Not at All	Not Sure
<b>To what degree . . . .</b>						
(32) Teacher Survey (30) Principal Survey						
has the teacher evaluation process changed in your district as a result of the Career Ladder Program.	Teachers	401	35.4%	28.7%	11.7%	24.2%
	Principals	413	46.3%	38.7%	9.2%	5.8%
(34) Teacher Survey (32) Principal Survey						
do you believe the Career Ladder Program evaluation processes accurately measure teacher performance.	Teachers	400	24.8%	46.3%	24.5%	4.5%
	Principals	408	18.9%	63.6%	14.6%	2.9%
(33) Teacher Survey (31) Principal Survey						
do you think the Teacher Performance Bonus Component fairly rewards meritorious teaching performance.	Teachers	400	21.3%	39.3%	30.0%	9.5%
	Principals	408	15.9%	53.2%	26.2%	4.7%

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## Change in the Evaluation Process

A greater number of principals (46.3%) perceived significant changes in the evaluation process than did teachers (35.4%). One in every four teachers was unsure whether the evaluation process had changed which leads us to suggest more information is needed to accurately assess these results. Elementary principals rated the change in the evaluation process as less dramatic than did Junior high or high school principals.<sup>9</sup> Further data would have to be collected to determine if there are major differences between elementary and high schools in how the evaluation process is conducted.

## Evaluation Process as a Measurement of Teacher Performance

Nearly 25% of the teachers and 19% of the principals felt that the Career Ladder Program evaluation process accurately measured teacher performance. While the significant rating was higher for teachers than for principals, this rating shifted in the "somewhat" category with principals showing a higher rating (63.6%) and teachers showing a lower rating (46.3%). Based on the results of this question there may be a need for more data to clearly understand the impact of the evaluation process.

## Performance Bonus as a Reward for Meritorious Teaching Performance

Only 21.3% of teachers and 15.9% of principals rated the Performance Bonus component as significant for rewarding meritorious teaching performance. One out of every four teachers and 14.6% of the principals answered not at all for this question.

There were two more questions that are covered below that are not shown on the above table. The information covers some general questions about evaluation as it relates to student progress and teacher reward.

## Student Progress Related to Performance Bonus and Teacher Evaluation

There were two questions on the survey tying student progress to evaluation outcomes. When asked if student progress should be part of teacher evaluation, 60% of teachers and 38% of principals believed that student progress should not be a factor influencing teacher evaluation.

On a separate question asking if student progress should be a factor influencing the award of Performance Bonuses, the principals were evenly divided with 42% indicating they thought student progress should not be a factor influencing award of Performance Bonuses and another 42% saying it should be. For teachers, 62% believed student progress should not be a factor influencing the award of Performance Bonuses, while only 24% believed it should be.

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There appears to be considerable difference of opinion between teachers and principals on these two questions. This is another area that would require more information in order to make any judgements about whether to include or not to include student progress in the Performance Bonus decisions.

### **Career Ladder Program as Teacher Reward**

Only teachers were asked if they felt the Career Ladder Program is an appropriate way to reward teachers (Question #37). While nearly one-half (48.75%) agreed, 14.5% marked "not at all". Those who responded that they do not believe the program is an appropriate way to reward teachers may have a variety of reasons for their point of view. We cannot determine from this survey question if only part or all of the Career Ladder Program is viewed as inappropriate for teacher rewards.

### **Team Approach to Evaluation**

One additional question related to the evaluation process was asked which is not reflected on Table 3.8. The teachers were asked if they thought a team approach to the Performance Bonus was a good idea. Only thirty percent of teachers and about 43% of principals felt a team approach to the Performance Bonus was a good idea. Rural teachers responded to this concept with higher ratings than suburban or urban teachers.

## **Summary of Findings**

The surveys were completed by a representative sample of teachers and principals in Utah. The information collected supports a positive reaction to the Utah Career Ladder Program as a way to enhance the teaching profession, and to improve schools and student performance. There is divided opinion on whether the Career Ladder Program is seen as the best way to reward teachers.

### **Inclusion of Components in the Career Ladder Program**

- The survey results showed that teachers and principals strongly supported three components of the Utah Career Ladder Program: Extended Days; Job Enlargement; and Staff Development.
- The Ladder Level and Performance Bonus components received support for inclusion in the Career Ladder Program to a lesser degree than the top three components.
- The New Teacher Incentive component received the least amount of support for inclusion.

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## **Career Ladder Components Contribution to Enhancement of the Teaching Profession**

- The Extended Days component was seen as making the biggest contribution to the enhancement of the teaching profession by both teachers and principals. The teachers felt the second most important component for enhancing the teaching profession was Job Enlargement. The principals, however, rated Job Enlargement as third and felt Staff Development contributed more to enhancing the profession. The teachers rated Staff Development as the third most important component contributing to the enhancement of the teaching profession.
- The Ladder Levels and Performance Bonus components were seen as making a lesser contribution to the overall enhancement of the teaching profession than Extended Days, Job Enlargement or Staff Development.

## **Impact of the Career Ladder Program on School Improvement**

- About one-half of teachers and principals responding to the survey felt the Career Ladder Program has had a significant impact on improving the instructional climate and educational programs. If the ratings for "somewhat" through "significant" were totaled the figures would show that over 88% of teachers and principals felt there was improvement in educational programs and the instructional climate of the schools.

## **Impact of the Career Ladder Program on Professional Growth**

- Looking at the combined survey results from slight to a very great degree for improvement of teacher skills and professional growth, over 80% of the responses supported the belief that the Career Ladder Program has had a positive impact on change.

## **Effect of the Career Ladder Program as a Reward for Outstanding Teaching**

- On the scale from "slight to a very great degree" about 80% of the teachers felt the Utah Career Ladder Program as a whole is an appropriate way to reward teachers. However, only 49% of the teachers rated this as "to a significant or very great degree".

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- Only 60% of teachers and 69% of principals agree on the scale from "slight degree to significant degree" that the Performance Bonus component fairly rewarded outstanding teaching performance. If you look only at the "significant to very great degree" only 21% of teachers and 16% of principals support this concept.

### **Contribution of Evaluation Processes to the Career Ladder Program**

- There was a belief on the part of both teachers and principals that the evaluation processes had changed as a result of the Career Ladder Program.
- One-fourth of the teachers indicated they did not believe the evaluation processes accurately measured teacher performance. The same holds true for about 15% of the principals.

### **Impact of the Career Ladder Program on Teacher Morale**

- Ninety percent of the teachers and over 80% of the principals responded that the Extended Day component had a positive effect on teacher morale. During Focus Groups we heard from teachers and principals that benefits from the Career Ladder Program provided teachers with additional income so they would not have to take outside jobs. Recognition of teachers by paying for time they put into planning and preparing for classes, was seen as a contribution to high morale.

### **Impact of Student Outcomes**

- Sixty-three percent of principals indicated on the survey that they felt the Utah Career Ladder Program had a positive effect on students.

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## Endnotes

1. Chi square analyses and Analyses of Variance (ANOVAs) were used where appropriate to test for statistical significance of differences across groups. All statistically significant results are reported in the text; statistics are reported in endnotes. Comparisons not mentioned can be assumed to have proven nonsignificant.
2. Chi square analyses were run to examine the statistical significance of differences in responses of urban, suburban and rural principals and teachers. Similar analyses were run comparing the responses of elementary, middle school and high school principals. In all cases, the frequencies of "yes" responses were compared with the frequency of "no" or "not sure" responses. Two of these analyses yielded significant results. Urban teachers were less likely than suburban or rural teachers to endorse Ladder Levels, chi square (2) = 10.40,  $p = .006$ , and elementary principals were less likely than middle school or high school teachers to endorse Performance Bonus, chi square (2) = 9.22,  $p = .01$ .
3. 3 x 3 Analyses of Variance (ANOVAs) were used for comparisons involving principals' responses. For principals, three of four ANOVAs yielded significant or near-significant findings for school location. Specifically, results were significant for extended contract workdays,  $F(2,378) = 3.72$ ,  $p = .03$ , and Performance Bonus,  $F(2,376) = 3.111$ ,  $p = .05$ , and they approached significance for Career Ladder advancement,  $F(2,377) = 2.65$ ,  $p = .07$ .  
  
1 x 3 Analyses of Variance (ANOVAs) were used for comparisons involving teachers' responses. For teachers, there was one significant finding: rural teachers rated extended contract workdays lower than did urban or suburban teachers,  $F(2, 195) = 3.435$ ,  $p = .03$ .
4. A 3 x 3 Analysis of Variance (ANOVA) revealed a significant main effect for grade level: High school principals' responses were lower than were those of elementary or junior high principals,  $F(2, 378) = 2.94$ ,  $p = .05$ .
5. A 3 x 3 Analysis of Variance (ANOVA) revealed a significant main effect for grade level: Elementary principals' responses were lower than those of junior high or high school principals,  $F(2, 378) = 3.12$ ,  $p = .05$ .
6. A 3 x 3 Analysis of Variance (ANOVA) revealed a highly significant main effect for grade level: High school principals' responses were lower than those of middle school principals, whose responses were, in turn, lower than those of elementary principals,  $F(2, 356) = 8.66$ ,  $p = .0002$ .

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7. For principals, a 3 x 3 Analysis of Variance (ANOVA) revealed significant main effects for both school location,  $F(2, 356) = 7.27$ , and grade level,  $F(2, 356) = 3.77$ ,  $p = .02$ . The responses of suburban principals were unusually low, while the responses of elementary principals were unusually high.

For teachers, a 1 x 3 Analysis of Variance (ANOVA) revealed a main effect for school location,  $F(2, 358) = 5.29$ ,  $p = .005$ . As was the case with principals, the responses of suburban teachers were unusually low.

8. For principals, a 3 x 3 Analysis of Variance (ANOVA) revealed a marginally significant main effect for school location,  $F(2, 356) = 2.88$ ,  $p = .06$  and a significant main effect for grade level,  $F(2, 356) = 3.31$ ,  $p = .04$ . Suburban and junior high principals scored high on this measure.

For teachers, a 1 x 3 Analysis on Variance (ANOVA) revealed a main effect for school location,  $F(2, 358) = 5.53$ ,  $p = .004$ . As was the case with principals, the responses of suburban teachers was high on this measure.

9. A 3 x 3 Analysis of Variance (ANOVA) revealed a significant main effect for grade level: elementary principals scored lowest and high school principals scored highest on this measure,  $F(2, 355) = 5.74$ ,  $p = .004$ .

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# Chapter 4

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**Participants' Perceptions of the  
Utah Career Ladder Program in  
1985, 1990 and 1993**

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# Chapter 4

## Participants' Perceptions of the Utah Career Ladder Program in 1985, 1990 and 1993

In 1985, the Utah State Office of Education established a planning committee involving the Utah State Office of Education and other agency representatives to gather teacher's opinions on the Utah Career Ladder Program. Surveys were then conducted in 1985 and 1990. Results of these surveys were reported in January of 1986 and again in September of 1991 by the Utah State Office of Education.<sup>1</sup>

The 1993 study, conducted by the Beryl Buck Institute for Education, was patterned after the previous surveys to enable the comparison of the current survey with those conducted previously. The surveys all contain some identical questions, but they were directed to different audiences. The 1985 and 1990 surveys were only distributed to teachers. Although the 1993 survey was mailed to teachers and principals, we are only including the teacher responses in this chapter to present data comparable to that obtained in the 1985 and 1990 surveys.

The following table provides information about the teacher respondents on these three surveys.

**Table 4.1: Number and Profile of Teachers' Responding to the 1985, 1990, and 1993 Career Ladder Program Surveys**

	Survey		
	1985	1990	1993
No. of Respondents	642	602	416
Elementary Teachers	54.2%	57.6%	53%
Middle/Jr. High	23.3%	20.3%	23%
High School	22.5%	22.1%	24%
Female	N/A	63.5%	71%
Male	N/A	36.%	29%
Urban/Suburban	N/A	67.5%	72%
Rural	N/A	32.5%	27%

The comparisons on the following tables are organized to give the reader additional information about teacher perceptions of the Career Ladder Program. To simplify data reporting we have collapsed the original six point scales; (i.e., 1) To a Very Great Degree, 2) To a Substantial Degree, 3) To a Moderate Degree, 4) To a Slight Degree, 5) Not At All, and 6) Not Sure) to a four point scale (i.e. 1) Significant, 2) Somewhat, 3) Not At All, and 4) Not Sure).

The following tables describe teachers' perceptions of changes in schools, instruction, professional activities, student achievement, and administration as a result of the Career Ladder Program. We also compare percent of time spent during Extended Days on different activities and teachers' perceptions of the impact of the Career Ladder Program on morale. Finally, we examine teachers' perceptions of how well the Career Ladder Program is being communicated to the public.

### Career Ladder Program Impact on School, Curriculum and Instruction

Table 4.2 shows comparisons of three questions related to impact on school, curriculum and instruction.

**Table 4.2: Questions Related to Impact on School, Curriculum and Instruction**

Items	Survey Year	Rating			
		Significant	Somewhat	Not at All	Not Sure
<b>To what degree . . . . .</b>					
has the Career Ladder Program had a positive impact on <u>instructional climate</u> .	1985	23.6%	45.7%	27.2%	3.6%
	1990	30.7%	48.0%	18.5%	2.9%
	1993	48.8%	44.5%	6.3%	0.5%
does the Career Ladder Program contribute to the <u>overall efforts in upgrading the educational program</u> .	1985	34.6%	52.0%	6.5%	7.0%
	1990	39.1%	52.1%	5.0%	3.8%
	1993	53.6%	43.5%	2.2%	0.7%
has the <u>mentor teacher program</u> for new teachers been valuable.	1990	58.5%	29.7%	3.5%	7.9%
	1993	36.9%	31.5%	11.0%	21.7%

For improvement of instructional climate, the "significant" responses increased from about 24% in 1985 to about 49% in 1993. This is an increase of 25%. "Significant" responses for the overall efforts in upgrading the educational program changed from about 35% in 1985 to nearly 54% in 1993, an increase of 19%. The belief that the mentor teacher program for new teachers was significant has decreased by 22% from nearly 59% in 1985 to 37% in 1993. This pattern of responses suggests that a greater number of teachers now feel that the Career Ladder Program is making a substantial difference in the instructional climate of the educational program offered by their schools. In contrast, fewer teachers feel the Mentor Teacher Program is worthwhile.

### Career Ladder Program on Professional Growth and Teacher Skills

Table 4.3 displays teachers' assessments of the impact of the Career Ladder Program on teachers' professional growth.

Table 4.3: Questions Related to Impact on Professional Growth

Items	Survey Year	Rating			
		Significant	Somewhat	Not at All	Not Sure
<b>To what degree . . . . .</b>					
has the Career Ladder Program had a positive impact on the <u>instructional skill of teachers.</u>	1985	21.0%	54.2%	20.8%	3.9%
	1990	33.8%	49.4%	12.6%	4.2%
	1993	44.6%	42.6%	11.1%	1.7%
does the Career Ladder Program help teachers achieve <u>professional growth.</u>	1985	26.3%	57.1%	11.8%	4.7%
	1990	32.8%	55.2%	8.3%	3.7%
	1993	44.3%	43.3%	10.0%	2.4%
has the Career Ladder Program enabled <u>you personally</u> to improve the quality of instruction.	1985	27.4%	41.6%	29.9%	1.1%
	1990	38.0%	43.9%	16.9%	1.2%
	1993	53.3%	35.5%	10.9%	0.2%

The percent of teachers believing that their instructional skills improved significantly as a result of the Career Ladder Program increased from 21% in 1985 to nearly 45% in 1993. The increase alone is slightly more (24%) than the total support for this question in 1985. The percent of teachers who felt the Career Ladder Program had helped them achieve professional growth increased by 17% from 26% in 1985 to 44% in 1993. The percent of teachers who had a feeling of personal improvement in the quality of their instruction nearly doubled, moving from 27% in 1985 to 53% in 1993.

Once again, this pattern of responses suggests that a substantially greater number of teachers believe the Career Ladder Program is having a positive impact on their own growth and development as professionals.

## Extended Day Participation

Table 4.4 presents teachers' responses to questions about the degree to which they participated in five activities during Extended Days.

Table 4.4: Questions Related to the Extended Day Component of the Utah Career Ladder Program

Items	Survey Year	Rating			
		Significant	Somewhat	Not at All	Not Sure
<b>To what degree did you participate during Extended Days . . . . .</b>					
planning for classroom instruction.	1985	75.3%	22.4%	2.4%	
	1990	83.3%	16.8%	0	
	1993	76.8%	17.9%	4.8%	0.5%
participating in inservice training.	1985	36.8%	48.3%	14.9%	
	1990	50.6%	49.5%	0	
	1993	56.8%	37.1%	6.1%	1.0%
in professional development other than training.	1985	33.5%	49.2%	33.5%	
	1990	47.3%	52.7%	37.3%	
	1993	35.7%	44.1%	35.7%	4.8%
to accomplish critical clerical functions.	1985	63.6%	27.1%	9.4%	
	1990	70.1%	29.9%	0	
	1993	60.0%	25.2%	9.1%	5.8%
in additional opportunities to meet with parents.	1985	23.9%	42.6%	33.5%	
	1990	24.0%	76.0%	0	
	1993	26.7%	42.7%	28.3%	2.3%
<b>To what degree . . . . .</b>					
did the Extended Day component have an impact on increased teacher morale.	1985	63.2%	26.7%	5.0%	5.0%
	1990	66.7%	21.5%	3.7%	8.2%
	1993	70.7%	16.2%	2.7%	10.3%

Although the percent of teachers reporting significant participation in most activities stayed relatively constant, there was a substantial increase in the number of teachers reporting significant participation in inservice training. The percent of teachers reporting significant participation in inservice training jumped from approximately 37% in 1985 to 51% in 1990 to 57% in 1993. There was also an increase in the percent of teachers reporting significant participation in professional development other than training between 1985 and 1990, and an increase in the percent of teachers reporting significant use of time for critical clerical functions between 1985 and 1990. The percent of teachers indicating significant use of Extended Days for critical clerical functions declined from 1990 to 1993.

The Extended Day component has remained popular among teachers. In 1985 about 63% of the teachers responded that the Extended Days had a significant impact on morale. In 1993 nearly 71% of the teachers responded that the Extended Days had a significant impact on morale. This is an increase from 1985 of 8%.

### Career Ladder Program Impact on Student Achievement

A question about the impact on student achievement was included in the 1985, 1990 and 1993 surveys. However, the 1993 survey only addressed this question to principals.

Table 4.5 displays teachers' and principals' perceptions of the impact of the Career Ladder Program on student achievement.

Table 4.5: Question about Student Academic Achievement

Item	Respondent	Survey Years	Rating			
			Significant	Somewhat	Not at All	Not Sure
<b>To what degree . . .</b>						
does the Career Ladder Program have a positive influence on students.	Teachers	1985	35.4%	43.2%	4.5%	16.9%
	Teachers	1990	31.0%	50.0%	14.0%	5.0%
	Principals	1993	62.6%	30.6%	6.3%	0.5%

In 1985, 35.4% of the teachers responded that they believed the Career Ladder Program had a positive influence on student academic achievement. There was a drop in this belief in 1990 with 31% of the teachers responding the same way. In the 1993 survey nearly 63% of the principals responded that the Career Ladder Program was having a significant impact on student achievement. While the comparison here is between teachers and principals, it is worth nothing. Analyses reported in Chapter Three demonstrate that principals' perceptions of Career Ladder outcomes do not differ greatly from teachers' perceptions.

## Career Ladder Program Impact on Evaluation and Performance Bonuses

Table 4.6 presents teachers' perceptions of the impact of the Career Ladder Program on teacher evaluation and performance bonuses.

**Table 4.6: Questions Related to the Teacher Evaluation Process and to the Performance Bonus Component**

Items	Survey Year	Rating			
		Significant	Somewhat	Not at All	Not Sure
<b>To what degree . . . . .</b>					
has the Career Ladder Program improved (changed) the teacher evaluation process?	1985	30.8%	43.6%	14.3%	11.3%
	1990	35.7%	43.4%	12.5%	9.4%
	1993	35.4%	28.7%	11.7%	24.2%
has the teacher evaluation accurately measured teacher performance?	1985	31.8%	44.0%	15.6%	8.6%
	1990	35.9%	51.1%	9.4%	3.7%
	1993	24.8%	46.3%	14.5%	4.5%
has Performance Bonus awarded meritorious teaching performance?	1985	21.1%	39.2%	23.5%	16.3%
	1990	29.4%	49.5%	15.4%	5.7%
	1993	21.3%	39.3%	30.0%	9.5%

The percent of teachers perceiving that the evaluation process has significantly changed has remained relatively constant with about 31% of the teachers supporting this statement in 1985, 36% of the teachers supporting the statement in 1990 and 35% of the teachers supporting the statement in 1993. The percent of teachers reporting that evaluation accurately measures teacher performance has decreased between 1985 and 1993, with less than 25% of the 1993 respondents supporting the statement that the evaluation accurately measures teacher performance.

The issue of awarding a Performance Bonus as a reward for exceptional teaching appears problematic. In 1985, approximately 21% of teachers chose the "significant" response. In 1990, the percent of teachers responding "significant" increased to 29%. Three years later it returned to its original value. Currently only one in five teachers perceive the Performance Bonus is appropriately awarded to recognize meritorious teaching. Although this rate has been higher in the past, it still remains low when compared to other survey items. From the

point of view of the teachers responding to this survey, the Performance Bonus is problematic.

## Administration and Communication of the Career Ladder Program

Table 4.7 displays teachers' perceptions of Career Ladder Program administration.

**Table 4.7: Questions Related to Career Ladder Program and Communication**

Items	Survey Year	Rating			
		Significant	Somewhat	Not at All	Not sure
<b>To what degree . . . . .</b>					
has your district followed <u>fair, open and consistent</u> procedures in administering the Career Ladder Program.	1985	56.8%	27.3%	6.0%	9.9%
	1990	61.1%	29.7%	4.2%	5.0%
	1993	62.1%	25.7%	6.1%	6.1%
have <u>application forms and</u> <u>information</u> about the Career Ladder Program been available.	1985	74.6%	23.0%	1.6%	0.8%
	1990	76.4%	20.5%	2.2%	0.8%
	1993	79.6%	14.8%	3.9%	1.7%
is information about the Career Ladder Program being <u>communicated to</u> <u>parents and citizens.</u>	1985	14.1%	56.1%	N/A	N/A
	1990	16.3%	45.8%	9.3%	20.6%
	1993	0	0	15.3%	22.8%

In 1985, nearly 57% of the teachers felt the administration of the Utah Career Ladder Program was fair. In 1990, this figure increased to 61% and remained constant in 1993. Each year there have been a majority of teachers satisfied with the availability of Career Ladder information and application forms.

The overall percent of teachers responding "significant" related to the communication of information about the program to parents and citizens was consistently low, suggesting that communicating information about the Career Ladder Program remains problematic, at least from teachers' perspectives.

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## Career Ladder Program Impact on the Attractiveness of the Teaching Profession

The initial Career Ladder legislation stated the program's purpose was to attract and retain good teachers. The 1993 survey asked, "To what degree does the Career Ladder Program make the profession more attractive to current teachers and prospective teachers?"

Forty two percent of teachers responding to the 1993 survey felt the Career Ladder Program has made the profession more attractive to current teachers. In the previous surveys, when asked the question, "Do you believe the Career Ladder system in Utah makes the profession more attractive for current teachers," 13.2% of the teachers in 1985 responded positively and 12.7% in 1990 responded positively. Teachers' perceptions that the Career Ladder Program makes the profession more attractive for current teachers has increased 29% between 1985 and 1993.

On the question asking whether the profession was more attractive to prospective teachers, about 20% of teachers responding to the 1993 survey felt the Career Ladder Program made a significant difference, as compared to 10% of the teachers responding to this question in 1985.

### Summary Comments

The results of the comparisons among the surveys indicate overall increased support for the Utah Career Ladder Program. More specifically:

- Comparing the percent of teachers responding "significant" to identical items on the (1985, 1990 and 1993) surveys, we find increased support for 15 of the 20 items.
- The most dramatic increases in the percent of teachers responding "significant" between 1985 and 1993 were for improved school climate, teachers' beliefs that they personally improved their instructional skills and the belief that the quality of instruction had improved. These three items each received about a 25% increase since 1985.
- The next highest increases were the belief that there was a significant impact from the Career Ladder Program on overall improvement of the educational program and on professional growth. Indeed, the percent of teachers participating in inservice activities during Extended Days increased 20%.
- Finally, there was an overall increase between 1985 and 1993 of 8% in the percent of teachers responding that the Extended Days improved teacher morale.



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## Endnotes

1. Ross, John D. and Nelson, David E., September, 1991, *A follow-up Statewide Survey of Teacher Opinions Concerning Utah's Career Ladder Program*: Utah State Office of Education.

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# Chapter 5

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## Performance Bonus Component

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# Chapter 5

## Performance Bonus Component

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This chapter provides an analysis of the Performance Bonus component of the Utah Career Ladder Program as it has been implemented in 1992-93 in 40 school districts, 5 Applied Technology Centers, and the Utah Schools for the Deaf and Blind. Section I provides a definition of the component. Section II describes implementation across the state. Section III shows expenditures for this component. Section IV organizes findings according to legislative objectives: (1) attraction and retention of good teachers and (2) improved quality of Utah schools. Section V summarizes the costs and benefits.

### Section I: Definition

According to the 1992-93 Utah State Office of Education, Career Ladder Rules for Plan Approval, Application, Eligibility, and Modification, the Performance Bonus Component is defined as meaning: "a component of a Career Ladder which provides compensation to educators who, through a formal evaluation process, are judged to be outstanding in regular classroom performance." Further there is a definition referred to as "Educator Performance." This term is defined as "meaning the functional ability of an educator as determined by instructional competency, teaching effectiveness, or student progress."

According to Legislative Law, Chapter 9, 53A-9-101, under "Purpose," it states the Legislature recognizes the importance of: "rewarding educators who strive to improve the quality of education, or providing incentives for educators employed by the public schools to continue to pursue excellence in education, of rewarding educators who demonstrate the achievement of excellence . . . ." In section 53A-9-103, reference is made to the evaluation of the Career Ladder Program. It states, "Advancement on the Career Ladder Program is contingent upon effective teaching performance, evidence of which may include formal evaluation and assessment of student progress. Student progress shall play a significant role in teacher evaluation. Other criteria may include formal preparation and successful teaching experience."

In essence, agencies use the Performance Bonus component and the related evaluation to help improve the educational program and meet school/district/agency goals. Ongoing review of teachers' growth and movement toward school improvement is a way for the agencies to obtain a high standard of excellence.

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## Section II: Description of Implementation Across the State

Agency plans vary across the state, with respect to two significant factors:

- The criteria for participation in the Performance Bonus component
- The evaluation process

### Description of Performance Bonus Plans

Performance Bonus is intended to reward teachers of above average performance. Agencies use the Performance Bonus to reward teachers, first for their teaching skills, and secondly for their participation in the growth and development of the agency goals. Individual teaching skills are determined through the agency's evaluation process. Participation in the growth and development of the teacher is determined by the teacher's involvement in an individual plan approved by the administrator. Participation in the growth and development of the agency is determined by teachers' involvement in activities that are designed to attain one or more of the goals for the year.

Different agencies use different criteria for assessing performance bonus. One agency recognizes, as one of the criteria for Performance Bonus, the work of teachers who contribute to the completion of school improvement goals through the Job Enlargement component. Another uses a self-evaluation system which includes a teacher's professional growth plan as the basis for Performance Bonus qualification. There are evaluation procedures which operate in all the agencies and are part of the determination of awards for Performance Bonus.

Teachers apply to participate in the Performance Bonus program of the agency. The application may include the results of the teacher evaluation and other supporting materials. Actual remuneration is based on the agency formula that is part of the Career Ladder Plan. There may be a scale that gives different amounts depending on scores (points) and the number of awards are cut off when the funds are expended, or there may be an allocation that reflects the percentage of the total amount available for Performance Bonuses that year divided by the total number of teachers qualifying for Performance Bonuses.

In order for teachers to become eligible for the Performance Bonus, they have to meet some minimum level established as part of the evaluation system. The cut-off point for teachers to qualify on the evaluation scale (or point system) varies from agency to agency. One agency reported that 90% of the teachers qualified as a rule. While most agencies have fewer than 90%, a large percentage of teachers in an agency may receive the Performance Bonus awards, depending on the system and the cut-off point for qualification of that agency.

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## Evaluation Procedures

In 1987 the Utah State Legislature approved Senate Bill 100, which called for development of evaluation programs throughout the state educational system. The purpose of the state-wide evaluation was to identify educators according to their abilities and to improve the educational system. Additionally, the intent of the legislation was to identify educators who were successful in facilitating student progress and to promote professional growth for teachers. This plan has been the requirement since the 1987-88 school year, according to S.B. 100:53-55-3.

There are usually several criteria required by the evaluation process to determine the teacher's placement on the Career Ladder or the Performance Bonus program. Teacher evaluation instruments and procedures used to evaluate teachers vary from agency to agency. The typical instrument uses some kind of system of points to identify teachers' performance. The evaluation systems attempt to determine and document how well teachers function at several levels, which may include:

- alignment of curriculum with agency goals and state guidelines
- accomplishment of personal growth goals and objectives
- deliverance of effective instruction strategies
- preparation and organization to carry out required duties
- response to student needs
- creation of a good climate for learning
- management of students and classrooms
- selection of appropriate and challenging curricula
- good communication and teaching skills
- monitoring and documentation of student growth
- effective student achievement/outcomes

In one agency peer reviewers work with teachers at a preliminary level to develop goals and standards of evaluation. During the year and/or at the end of the year the administrator evaluates through observation and interviews to determine if and how well the goals have been met.

In some cases additional data are collected through surveys or some other data retrieval system to get the views of students and/or parents on the effectiveness of the teacher. In other cases the entire evaluation is conducted by the principal or an administrator assigned for that purpose. Teachers are often required to submit lesson plans, samples of instructional materials or classroom activities, anecdotal records, and student outcome samples as part of their evaluation package.

## Section III: Expenditures

Table 5.1 illustrates expenditures for the Performance Bonus component, as reported on the 1992-93 Career Ladder Program Final Reports filed with the Utah State Office of Education. Thirty-three of the forty-six agencies allocated part of the funds to Performance Bonus.

**Table 5.1: 1992-93 Total Expenditure for Performance Bonus**  
As reported on the Career Ladder Program Final Report  
for 1992-1993 filed with the Utah Office of Education

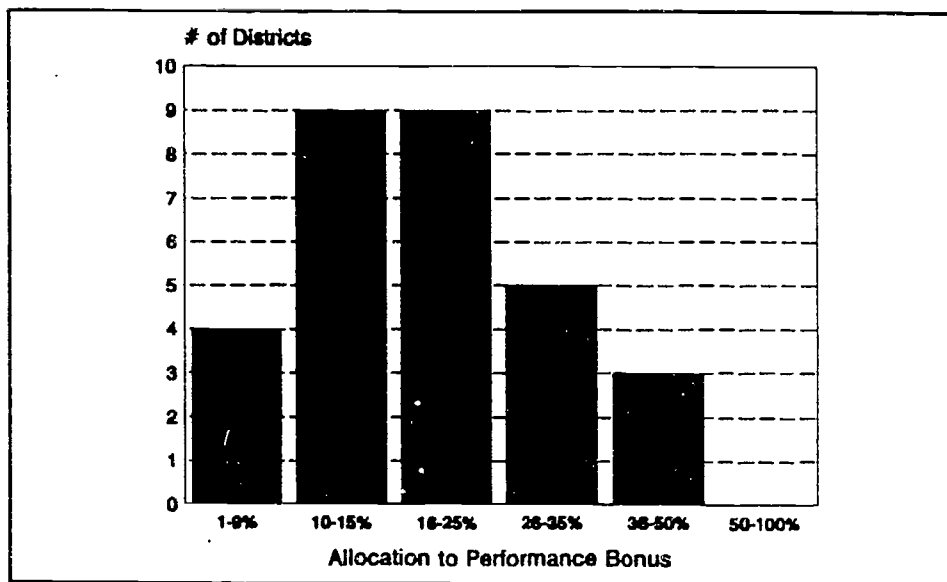
The information is ranked from the highest percentage of Career Ladder Funds spent on Performance Bonus to the lowest percentage by agency.

Rank	Agency	Percent of Funds	Total No. of Educators	No. of Applicants	No. of Recipients	Lowest Award	Highest Award
1	Logan	44%	277	239	231	\$500	\$1,000
2	No. Sanpete	42%	98	97	97	\$380	\$ 760
3	Duchesne	41%	212	203	201	\$42	\$ 588
4	Iron	34%	236	236	225	\$600	\$1,525
5	Murray	32%	315	264	262	\$567	\$ 567
6	Uintah ATC	30%	22	19	19	\$389	\$1,679
7	So. Summit	29.5%	60	60	60	\$253	\$ 845
8	Davis ATC	28%	40	37	36	\$226	\$ 950
9	Bridgerland ATC	25%	30	27	26	\$377	\$ 413
10	Jordan	25%	2,933	2,922	2,905	\$448	\$ 448
11	Piute	24%	22	22	16	\$159	\$ 478
12	Davis	22%	2,555	2,540	2,340	\$ 70	\$ 400
13	Ogden ATC	21%	34	34	18	\$542	\$1,084
14	Weber	21.5	1,207	1,207	1,202	\$100	\$ 525
15	Millard	20%	192	186	186	\$252	\$ 304
16	Kane	18%	72	72	66	-0-	\$ 300
17	Alpine	17%	1,848	1,580	1,562	\$200	\$ 404
18	Morgan	15%	84	84	83	\$ 32	\$ 407
19	So. Sanpete	13%	130	50	44	\$149	\$ 744

Rank	Agency	Percent of Funds	Total No. of Educators	No. of Applicants	No. of Recipients	Lowest Award	Highest Award
20	Nebo	10.5%	750	711	672	\$184	\$ 184
21	Sevier ATC	10%	24	22	22	\$145	\$ 378
22	Salt Lake City	10%	1,280	769	769	\$132	\$ 264
23	Tintic	10%	20	20	15	\$222	\$ 222
24	No. Summit	10%	47	25	23	\$335	\$ 335
25	Juab	10%	65	65	64	\$192	\$ 192
26	Emery	10%	173	133	117	\$244	\$ 244
27	Daggett	10%	18	15	4	\$631	\$ 710
28	Box Elder	10%	489	84	84	\$1,000	\$1,000
29	Wasatch	5%	144	144	127	\$ 75	\$ 100
30	Provo	4%	681	676	664	-0-	\$ 100
31	Uintah	3%	305	72	72	\$206	\$ 905
32	Granite	N/A	3,536	3,036	3,036	\$ 29	\$ 300
33	Grand	10	70	N/A	48	Average	\$ 865
34	Rich	Data was not reported					
35	Beaver	No allocations for Performance Bonus reported for these agencies					
36	Cache						
37	Carbon						
38	Garfield						
39	Park City						
40	San Juan						
41	Sevier						
42	Tooele						
43	Washington						
44	Wayne						
45	Ogden						
46	Schools for Deaf & Blind						

Footnote: Granite report did not indicate percentage amount of total funds for Performance Bonus but did show amounts.

Figure 5.1 illustrates the amount of Career Ladder funds allocated to Performance Bonus by the 33 agencies. The actual allocations ranged from 3% to 44% with an average of 19.5% and a median of 18%.



**Figure 5.1: Percent of Career Ladder Funding Allocated by District to Performance Bonus for 1992 - 1993**

The largest amount of money any one teacher realized from the Performance Bonus across the 46 agencies was \$1,679 and the lowest was \$29. The average for the highest award was \$582 and the average lowest award was \$263.

## Section IV: Meeting Legislative Objectives

Information in this section is organized according to original legislative objectives and strategies for the Career Ladder Program. Specifically, the findings address the contribution of the Performance Bonus component of the Utah Career Ladder Program to:

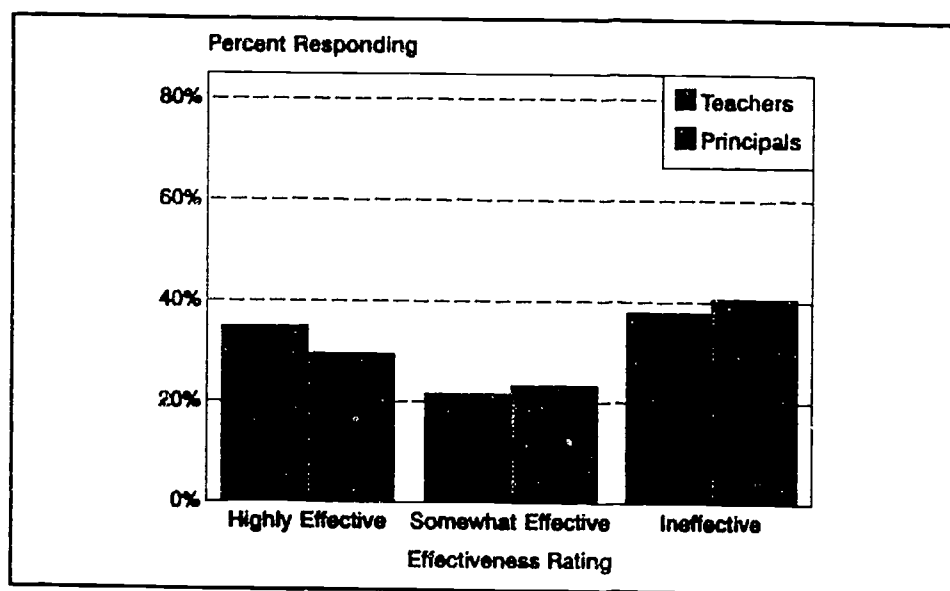
- Attract and retain good teachers as a result of offering financial and career incentives.
- Improve the quality of Utah schools as a result of more and better teacher evaluations and better use of teacher talents outside the classroom.



## Legislative Objective: Attraction and Retention of Good Teachers

### Strategy: Financial and Career Incentives

Taken from information reported on surveys, Figure 5.2 illustrates the percentage of teachers and principals rating the Performance Bonus component as highly effective, somewhat effective, or ineffective in enhancing the teaching profession.



**Figure 5.2: Teacher/Principal Ratings of Effectiveness of the Performance Bonus Component to the Overall Enhancement of the Teaching Profession**

As can be seen on the above figure 38% of teachers and 41% of principals rate this component as ineffective. This is higher than the rating for "highly effective" by either group.

The following table, 5.2, illustrates the percentage of teachers and principals who responded on the surveys in favor of continuing this component as part of the Career Ladder Program.

**Table 5.2: Responses to the Question: "Do you believe the Performance Bonus component should be part of the Career Ladder Program?"**

	# Returned	Yes	No	Not Sure
Teachers	412	58%	31%	11%
Principals	413	57%	28%	15%

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There is a mixed message in the information displayed in Figure 5.2 and Table 5.2. While the teachers and principals rated the Performance Bonus as low for enhancing the teaching profession, over half of both teachers and principals felt it should remain part of the Career Ladder Program. We could interpret this as an indication that respondents support the idea of Performance Bonus for the financial incentive but they do not see this component as providing career incentives or enhancing the teaching profession.

## **Legislative Objective: Improved Quality of Utah Schools**

### **Strategy: More and Better Teacher Evaluations**

The evaluation of teachers has been addressed earlier in this chapter. The evaluation process is an involved and complex one. Each of the agencies in the Utah Educational System has an evaluation plan as required by the legislature. The information collected in this evaluation study did not include extensive data about the teacher evaluation processes.

There is evidence of a belief (mainly by principals) that the evaluation processes have changed as a result of the Career Ladder Program. Further data would be required to determine whether the change improves the educational system. There is some indication from the focus groups that evaluation of programs has increased and the participants reported satisfaction with the evaluation plans. There is disagreement as to the accuracy of the evaluation for determining if a teacher is "good" or not. Teachers were not as positive about the value of the evaluation process as were the principals. For example, the Performance Bonus was not seen as a process that fairly rewarded meritorious teaching performance.

The focus groups and interviews gave some insight into the feelings about the Performance Bonus contribution to evaluations. Participants reported that the process of having to select the top percent was difficult and often unfair. There was a detrimental effect on teacher morale. It put principals in an awkward position of having to select some teachers for recognition and leave others out of the reward system. Teachers agreed that they would not want to be in the position of having to make choices.

Regardless of these issues, there was much discussion about the evaluation process during focus group meetings. Most people were pleased with the evaluation process. Many of the people interviewed for this study made a point of identifying the evaluation program or system that was used in their agency and commented on the quality of the system.

According to the survey quotations the feedback was not so positive. The following are some examples.

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### **Principals' Comments:**

- All teachers feel that they do a great job. Some really do and it shows. Others get very upset when it is even suggested that they are not #1 or qualify for Performance Bonus. I'd like to see a better way to privately reward the truly great teachers who go that extra mile and do impact a school program for the good of the children. It's hard to base it on one 30 minute observation.
- The Career Ladder Program has evolved into an extra work/extra time program rather than for rewarding excellent teaching.
- The one day evaluation for the Performance Bonus is called the "Dog and Pony Show" by most of my staff.
- The Performance Bonus pay money and Ladder Level money would be better used improving Staff Development if it were a block grant for site-based inservice training to meet the needs of teachers and pupils.

### **Teachers' Comments:**

- Performance Bonus has been demoralizing, divisive and unevenly applied in many situations. Subjective application of performance criteria is an unsolvable problem. Performance Bonus should be put into across-the-board salary increases, no matter how slight.
- I don't feel that the evaluations by the principal are always a true indication of how we teach. In some cases, the principal may be biased or you might not perform as well under pressure or you might only perform for the evaluation and never be good at other times. There are too many variables.
- The Performance Bonus doesn't reward good teachers. Being evaluated by peers doesn't work. You give another teacher good marks and it takes your own pay down. You also can't do performance by class scores. You could have an excellent teacher, but if she has a low class, it wouldn't show how good she/he is. Performance Bonus is a bad program.

### **Strategy: Better Use of Teacher Talents Outside the Classroom**

The Performance Bonus could contribute to this strategy if the best teachers were used as Master Teachers or Mentor Teachers. There is little evidence that the Performance Bonus is being used for this purpose.

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## **Section V: Costs and Benefits Summary**

### **Costs**

- During 1992-93, \$34,836,200 was funded to 40 school agencies for the Career Ladder Program. An additional \$575,910 was allocated as part of the line item funding to the 5 Applied Technology Centers and Utah Schools for the Deaf and Blind. The total expenditure for the Career Ladder Program was \$35,412,110. Of this amount, agencies allocated and spent \$4,639,255 for the Performance Bonus component.
- The 46 agencies spent 13% of the total Career Ladder monies funded in 1992-93 for Performance Bonus.

### **Benefits**

- Performance Bonus provides financial incentive for teachers
- Performance Bonus contributes to the teacher evaluation process
- There is evidence that nearly 60% of teachers and principals would like to see Performance Bonus continued as part of the Career Ladder Program

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# Chapter 6

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## Job Enlargement Component

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# Chapter 6

## Job Enlargement Component

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This chapter provides an analysis of the Job Enlargement component of the Utah Career Ladder Program as it has been implemented in 1992-93 in 40 school agencies, 5 Applied Technology Centers, and the Utah Schools for the Deaf and Blind. Section 1 provides a definition of the component. Section II describes implementation across the state. Section III shows expenditures for this component. Section IV organizes findings according to legislative objectives: (1) attraction and retention of good teachers and (2) improved quality of Utah schools. Section V summarizes the costs and benefits.

### Section I: Definition

According to the 1992-93 USOE Career Ladder Rules for Plan Approval, Application, Eligibility, and Modification, the Job Enlargement Component is referred to as "Job Enlargement/Extra Pay for Extra Work." This component is further defined as "meaning an element of a Career Ladder which provides additional compensation to individual educators or teams of educators for instructional and curriculum-related responsibilities which are in addition to regular duties and address agency or building goals."

According to Legislative Law, Chapter 9, 53A-9-103, under "Authorized Career Ladder Components," a career ladder may have: "an extended contract year for teachers, providing for additional paid 1) nonteaching days beyond the regular school year for curriculum development, inservice training, preparation, and related activities; and 2) workdays beyond the regular school year for teaching assignments in summer school, remedial, handicapped, specialized, vocational, gifted and talented, and adult programs." The section 53A-9-103 continues to include: "It may have a program of differentiated staffing that provides additional compensation and, as appropriate, additional extensions of the contract year, for those who assume additional instruction-related responsibilities such as:

- (a) assisting students and beginning teachers;
- (b) curriculum and lesson plan development;
- (c) helping established teachers improve their teaching skills
- (d) volunteer training;
- (e) planning, facilities and productivity improvements; and
- (f) educational assignments directed at establishing positive relationships with the community, businesses, and parents.

In essence, Job Enlargement was described in the Career Ladder Plans as support for instructional services, curriculum improvement, staff development, school improvement practices, and general work on projects aligned with agency goals. This component provides opportunities for expanding and improving the curriculum and special programs for students. It is extra pay for extra work.

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## **Section II: Description of Implementation Across the State**

Agency plans vary across the state, with respect to two significant factors:

- The project scope, e.g., school projects, district-wide projects, inservice, and individual projects
- The criteria for application and acceptance of a Job Enlargement project

### **Job Enlargement Project Descriptions**

Job Enlargement projects are used to enhance student learning through remedial and enrichment programs, provide learning experiences for teachers, and enhance curricular offerings and applications. In some cases Job Enlargement is used to pay teachers to participate in school and agency committees.

Example of Job Enlargement projects that are directed toward either enrichment or remedial classes for students are classes that are specially designed to meet student needs and that are offered after the regular school day. The remedial class may take students from throughout the school who need help with instruction. The enrichment class may take students from throughout the school who are preparing for their Scholastic Achievement Test exams. One agency, for example, accepts Job Enlargement projects that are written to cover 60, 90, or 120 student contact hours. In this case the teachers are paid a flat amount depending on the total number of hours for their particular project.

Curriculum development projects completed through Job Enlargement cover a wide variety of tasks. For example, there may be projects to develop new methods for student assessment, (e.g., portfolio assessment); or for developing community based programs; or setting up special library programs for students and teachers; or other such projects that involve development of materials.

A Job Enlargement project directed towards curriculum leadership opportunities might only be open to teachers on the upper levels of the Career Ladder. Teachers may apply for these administrator-identified positions based on a formal job description which may be performed at district-wide levels or site levels. Teachers are usually paid a flat sum for the year to serve in these leadership roles.

The Mentor Teacher Program is part of the Job Enlargement component for many agencies. This is usually open to teachers who are near or on the top of the Ladder Levels. A Mentor Teacher is assigned to a new teacher for a period of time that may extend from months to

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years. In one agency, a new teacher is assigned to a mentor for three years. The first year the mentor is paid \$150, the second year \$80 and the third year \$40 to provide support and guidance for the new teacher.

Another example of Job Enlargement is an assignment for teachers to function as consultants to schools other than their own. A teacher with a special expertise (a Master Teacher) can help with training or advise in a specialty area.

Most Job Enlargement projects or positions are in place for a specified amount of time. In cases of leadership positions such as a Math Coordinator or District Curriculum Coordinator, the term is renewable on an annual basis depending upon funding and depending on the agency guidelines.

In some agencies there are multiple levels of Job Enlargement opportunities. For example, one agency offers site-based positions for Teacher Leaders. Teachers may apply for this position, which lasts for two years. As a Teacher Leader, the person receives a stipend and extra days which are paid on a per diem rate. A second level is for Teacher Specialists who serve on agency or school curriculum committees. This position receives no extra days but the teacher does get a stipend at the end of the year. The third level is for School Specialists to work on student related projects such as "Student Council" or "Year Book." The Specialist receives no additional days but does receive a stipend at the end of the year.

## **Job Enlargement and Inservice**

The use of Job Enlargement money for inservice was reported in Career Ladder Plans and during focus group interviews. In one agency, for example, a portion of the Job Enlargement funds was allocated for staff development and/or special training. The District Career Ladder Program Committee surveyed the agency and selected the top priorities listed from the survey results. The inservice was then coordinated through the agency office. Data collected through interviews and the Career Ladder Plans show that inservice was woven throughout the Extended Days component and the Job Enlargement component.

## **Application and Approval Procedures**

For the majority of agencies, Job Enlargement is open to all applicants and is optional. In some instances restrictions exist which vary by agency. In one example, Job Enlargement projects were only open to teachers who qualified for the Performance Bonuses. In other instances, it was available only to teachers who had reached a designated Ladder Level. Job Enlargement is not always open to new teachers who are on the beginning of the Ladder Levels or who do not have enough teaching experience in the agency to qualify.

Applications completed by teachers are submitted for approval within a specified time period. The cut off date is usually early in the fall. The approval process varies from



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agency to agency. In many cases the principal of the school is asked to "sign off" on an application in order to ensure the project being requested fits the goals of the school. It would then be forwarded to a Career Ladder Committee. The manner in which Career Ladder Committees operate, or the way the application is processed, also differ across agencies. There is a two-step committee process in some agencies. These could both be district-wide committees or one could be a school committee and the other a district committee. The local school site would be the primary approval source if there was a Career Ladder Committee operating at the school site. The application would then go to the District Career Ladder Committee for final approval and/or processing. In another example, applications would be submitted to a Curriculum Committee for the agency prior to final approval by the District Career Ladder Committee. In some agencies the requests go directly to the District Career Ladder Committee in a one-step process. In most cases the local school board is part of the approval process.

### **Evaluation Procedures**

There is a variety of evaluation procedures used to determine the benefits and outcomes of Job Enlargement projects. The evaluation recommendations are often part of the application process. In other words, when the teacher applies for a Job Enlargement project, he or she must include in the application the expected outcomes, and these become the goal for the evaluation. In cases where curriculum is being developed, the final product becomes the instrument that verifies the project was completed. In addition, the product itself may be evaluated by the administrator or the Career Ladder Committee. In other cases, when a special enrichment class is offered students, the evaluation is conducted by reviewing the success or outcomes of the class. There are examples of Job Enlargement projects that are evaluated by peers, by the a principal, or by a Career Ladder committee at the school site. A written report is usually filed to document the value of the Job Enlargement project to the district/school as the final step in the evaluation process.

### **Section III: Expenditures**

Table 6.1 illustrates expenditures for the Job Enlargement component, as reported on the 1992 - 1993 Career Ladder Program Final Reports filed with the Utah State Office of Education.

Forty of the forty six agencies allocated part of the funds to Job Enlargement. The other six referred to the Ladder Level component when reporting on Job Enlargement allocations. In other words, all 46 of the agencies had some form of Job Enlargement program. This component of the Career Ladder Program is very popular among teachers and principals.

**Table 6.1: 1992-93 Total Expenditures for Job Enlargement**  
 As reported on the Career Ladder Program Final Report  
 for 1992-93 filed with the Utah Office of Education

The information is ranked from the highest percentage of Career Ladder Funds spent on Job Enlargement to the lowest percentage by agency.

Rank	Agency	Percent of Funds	Total No. of Educators	No. of Applicants	No. of Recipients	Lowest Award	Highest Award
1	San Juan	64%	225	220	220	\$ 100	\$2,500
2	Sevier ATC	41%	24	22	22	\$ 465	\$1,025
3	Park City	40%	127	126	126	\$ 125	\$1,250
4	Granite	40%	3,536	N/A	1,248	\$ 43	\$4,206
5	Bridgerland ATC	38%	30	22	21	\$ 145	\$ 818
6	Garfield	35%	63	60	55	\$ 326	\$ 456
7	Beaver	29%	68	31	30	\$ 500	\$2,000
8	No. Sanpete	28%	98	94	94	\$ 150	\$4,012
9	Jordan	25%	2,933	2,922	2,895	-0-	\$1,120
10	Ogden	25%	631	631	603	\$ 25	\$1,472
11	Provo	24%	681	405	314	\$1,125	\$7,539
12	Tooele	24%	373	274	274	\$ 25	\$1,845
	Sevier	22.5%	217	190	175	\$ 85	\$1,200
13	Morgan	23%	84	74	72	\$ 68	\$2,085
14	Uintah	22%	305	281	281	\$ 85	\$1,800
15	Tintic	21%	20	8	8	\$ 500	\$1,300
16	Box Elder	20%	489	292	292	\$ 60	\$2,600
17	Uintah ATC	20%	22	10	8	\$ 450	\$ 600
18	Rich	20	32	32	N/A	N/A	N/A
19	Duchesne	19%	212	174	158	\$ 150	\$1,250
20	Millard	18%	192	190	168	\$ 50	\$ 700
21	Logan	16%	277	148	129	\$ 350	\$1,000
22	Daggett	14%	18	5	3	\$1,106	\$1,660
23	Weber	14%	1,207	502	409	\$ 25	\$ 600
24	Grand	14	70	N/A	30	N/A	N/A
25	Iron	12%	236	211	211	\$ 190	\$ 340

Rank	Agency	Percent of Funds	Total No. of Educators	No. of Applicants	No. of Recipients	Lowest Award	Highest Award
26	Davis	12%	2,555	1,909	1,440	\$ 19	\$2,347
27	Murray	12%	315	126	124	\$ 75	\$1,000
28	Schools for Deaf & Blind	11%	115	115	115	\$ 76	\$ 870
29	Nebo	11.5%	750	330	316	\$ 26	\$1,500
30	Juab	10%	65	66	66	\$ 169	\$ 169
31	No. Summit	10%	47	18	13	\$ 200	\$ 800
32	So. Summit	9.5%	60	60	4	\$1,058	\$2,172
33	Davis ATC	7%	40	24	24	\$ 20	\$ 480
34	Wasatch	6%	144	112	112	\$ 23	\$ 229
35	So. Sanpete	5%	130	12	12	\$ 200	\$1,400
36	Alpine	4%	1,848	385	290	\$ 90	\$5,240
37	Ogden ATC	3%	34	4	3	\$ 500	\$ 500
38	Piute	1%	22	1	1	\$ 600	\$ 600
39	Wayne	N/A	30	7	6	\$ 819	\$1,040
40	Emery						
41	Kane						
	Salt Lake City						
42	Cache						
43	Carbon						
44	Washington						

See Ladder Levels for these districts

Footnote: Discrepancies in staff numbers may be due to staff changes during the year.

Figure 6.1 illustrates the amount of Career Ladder funds allocated to Job Enlargement by the 40 agencies. The actual allocations ranged from 1% to 64% with an average of 20% and a median of 19%.

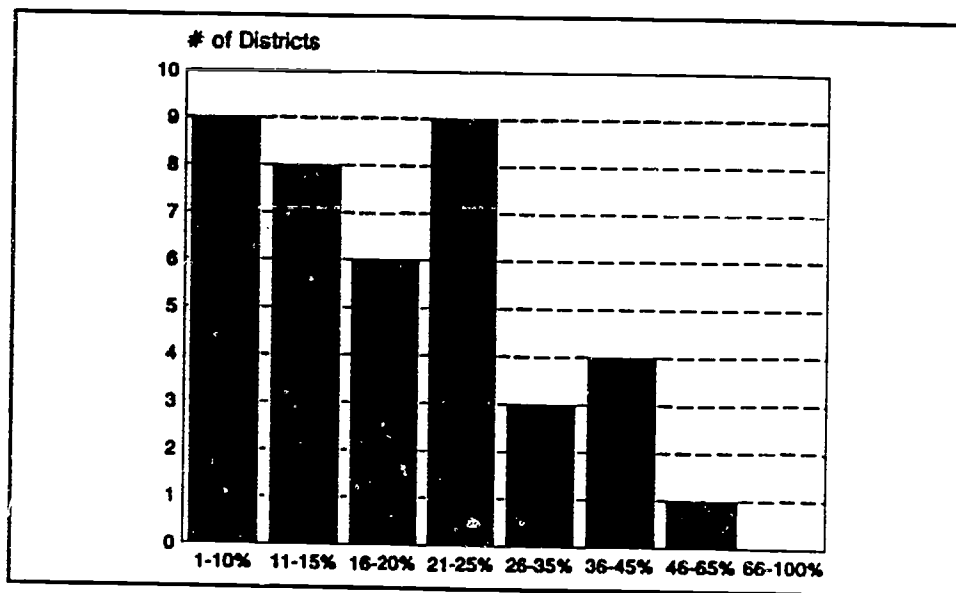


Figure 6.1: Percent of Career Ladder Funding Allocated by Districts to Job Enlargement for 1992 - 1993

## Participation in Job Enlargement

The Job Enlargement component involved most of the teachers in the state. The range of participation is as follows: (1) nearly all teachers in 26 agencies; (2) about two-thirds of the teachers in 10 agencies; (3) less than one-third of the teachers in three agencies; and (4) an unknown number in one agency. The figures of participation of teachers from the ATC's and USDB are not included.

## Variation in Awards

Job Enlargement project awards may be paid in three ways: (1) teachers receive a rate of pay that reflects their place on the salary schedule or (2) they receive a set amount decided by the District Career Ladder Committees for the hours or days they participated in a Job Enlargement project, or (3) they are paid a fixed amount as a stipend for their participation. Agencies have different guidelines for Job Enlargement projects or assignments. In cases where the job involves assuming a leadership position in the agency, there is usually a job description that is connected to a fixed stipend. The Job Enlargement payments are usually made at the end of the project or the end of the year or semester.

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In some cases, projects are not funded at the level of the original request. The Career Ladder Committee determines the amount to be approved for each application. This is often the case when there is a specific grant or amount allocated for each school site in the agency for Job Enlargement at the school site. The Career Ladder Committee is always working to balance the funding with the number of project requests. The money available has diminished over time due to increased numbers of teachers participating in the Job Enlargement component, and due to the fact that the allocation from the legislature has not kept up with the cost of living increases. This is one of the complaints heard often during the focus group meetings and interviews. Teachers who originally provided an extra class or a special curriculum development project were paid more than teachers currently are receiving because the funding level for the Career Ladder Program has remained the same for five years.

As can be seen on Table 6.1, there were several awards under \$100 during 1992 - 1993. These could be related to hourly reimbursement on a project. The highest award is for \$7,539. Eleven percent of the awards are above \$3,000, 14% between \$2,000 and \$3,000, 40% between \$1,000 and \$2,000, and 35% below \$1,000.

### **Cost Benefits**

During the focus groups, participants reported their views of the cost benefits on Job Enlargement. According to one focus group, they felt the taxpayers benefitted because in their agency the Job Enlargement shifted some of the curricular and administrative duties from the principal to the Teacher Leaders. This provides the taxpayer with teachers who perform "middle management" functions at a cheaper price than they pay for principals. The benefit for the teachers involved in these "middle management" positions is the opportunity to expand their experience and participate more fully in the operation of the school. This was seen as a way for teachers to improve their skills as well as to earn extra money.

There are, however, those teachers who feel they are being taken advantage of in this process. According to several comments on the surveys, teachers feel they should not have to do "extra duty" or to assume some of the functions normally handled by principals. On the principal surveys a different concern was expressed. Some principals feel teachers refuse or are reluctant to do additional tasks if they are not covered by extra pay from Job Enlargement, and this is compromising the professionalism of the teaching profession.

## **Section IV: Meeting Legislative Objectives**

Information in this section is organized according to original legislative objectives and strategies for the Career Ladder Program.

## Legislative Objective: Attraction and Retention of Good Teachers

Figure 6.2 shows by percent of respondents how teachers and principals perceive the Job Enlargement component of the Career Ladder Program as enhancing the teaching profession.

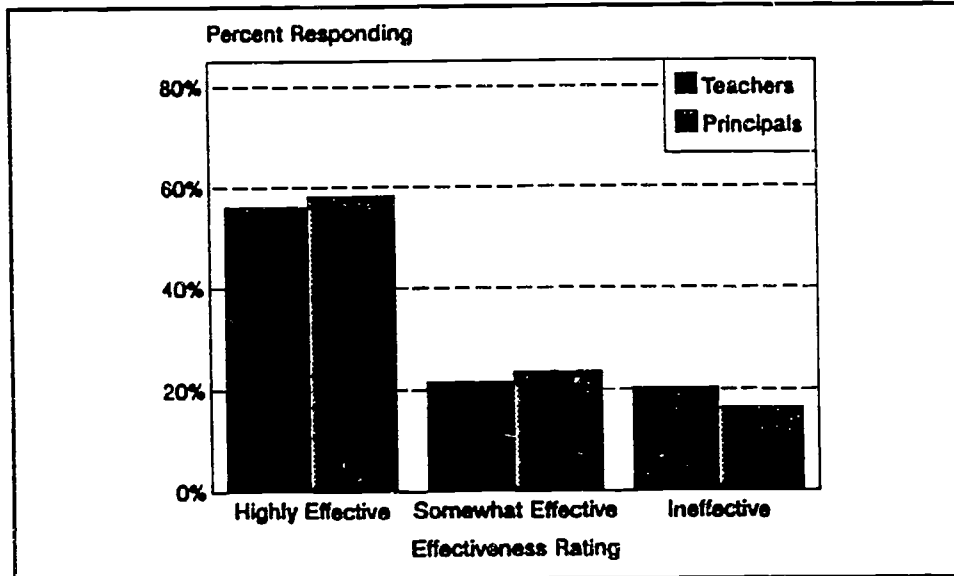


Figure 6.2: Teacher and Principal Ratings of the Effectiveness of the Job Enlargement Component to the Overall Enhancement of the Teaching Profession

Teachers selected Job Enlargement as the second most effective component to enhance the overall teaching profession. Although principals rated this component as the third most effective in enhancing the teaching profession (Extended Days being first and Staff Development being second) they still rated it higher than teachers.

Table 6.2 illustrates the number of teachers and principals that feel the Job Enlargement component should continue to be part of the Career Ladder Program. These responses would appear to indicate a high degree of satisfaction with this component.

Table 6.2: Responses to the Question: "Do you believe the following Component should be part of the Utah Career Ladder Program?"

	# Returned	Yes	No	Not Sure
Teachers	414	80%	15%	5%
Principals	413	84%	12%	4%

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Responses from participants in focus group meetings, telephone interviews, and the teleconference also rate Job Enlargement as very popular and beneficial. This component scores very high in keeping good teachers as a result of offering financial and career incentives. There are teachers who reported they were able to discontinue week-end or summer jobs as a result of the Job Enlargement opportunities. Not only did it provide additional needed income, but the ability to put their energy toward a special project or curriculum related to their regular classroom assignment gave them a feeling of increased professionalism.

One teacher wrote on her survey, "I feel the program gives incentives to all instructors to better their programs through curriculum development." Another stated, "This program has provided an opportunity for teachers to make a planned improvement with some deadlines to meet. I think it's a great program!"

## **Legislative Objective: Improved Quality of Utah Schools**

### **Strategy: More and Better Teacher Evaluations**

Evaluation of Job Enlargement projects is in addition to the regular teacher evaluation process that qualifies teachers for Ladder Level advancement or Performance Bonus. In general, the evaluation for Job Enlargement is of the program or project and the outcomes of that program or project as opposed to of an individual's teaching skills. If the project goal is to develop curriculum, the product that is produced is what is evaluated by administrators and peers. In cases of a teacher assuming an after school remedial program for students, the evaluation criteria is usually included in the application process. The teacher has to provide a report of outcomes at the end of the program and that is reviewed by the Career Ladder Committee. This adds a new dimension to the regular teacher evaluation process. In our focus group meetings there were reports of people who were turned down on a second request for a Job Enlargement program or project if the evaluation from the first attempt was not acceptable to the committee. There were other cases reported of project applications not approved because the committee felt the Job Enlargement proposal was not meeting the school/district goals, or was incomplete in its preparation.

The evaluation conducted for the Job Enlargement component is important to the overall district/school evaluation process in that it provides a separate review of curriculum and special projects with an outcome based approach. It also, depending on the process, allows teachers to become involved in evaluating teacher projects and assignments, as well as the curriculum developed through the Job Enlargement component. An example of one agency's evaluation process for Job Enlargement is the existence of an ongoing committee consisting of the principal and Career Ladder Committee jointly conducting a survey to determine responses to certain projects and then meeting to discuss the value of the Job Enlargement outcomes.

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### **Strategy: Better Use of Teacher Talents Outside the Classroom**

Both teachers and principals reported that the Job Enlargement component provided many opportunities for inservicing and professional growth with the effect of improving educational programs, enhancing teacher skills, and providing overall student benefits.

One school district, on their 1992-93 Career Ladder plan stated in the section for Job Enlargement the goals and priorities approved by the Board of Education:

The mission is to increase student learning by improving the instructional process. A Five-year Planning Committee has been in operation for the past two years developing a plan of action to meet the mission statement of the agency. The key to improvement rests with an ambitious staff development program designed to help every educator to internalize the concepts of Quality Schools, Cooperative Learning, Outcome-Based Technology and Cultural Awareness. The agency remains committed to improving school climate, teaching self-esteem and respect for others, increasing student learning as evidenced by norm and competency-based tests, improving the citizenship and social skills of students, increasing teacher expectations of student performance and, enhancing teacher self-esteem and status.

One teacher reported on her survey, "The benefit is the extra money earned by the 'extra assignment'. I appreciate the professional involvement." Another teacher wrote, "I really appreciated getting paid for some of the extra work that previously I was doing for nothing. It has encouraged me to do more extra things."

One principal reported on his survey, "Teaching is too much of an art to measure scientifically. Results are often not seen for years. Therefore, Performance Bonus is really not a realistic way to pay. Extra days and extra job opportunities are the most effective."

During focus groups, teachers and principals reported that most Job Enlargement projects took much more time than the teachers were paid for. For example, if a teacher agreed to develop a new curriculum during the summer, he or she was given a fixed fee to complete the job. Although they estimated their hours (and later reported the hours, which usually amounted to more than they estimated), the amount of pay, if calculated by the hour, would be very low. The reports during the focus groups indicated that in most cases, teachers put in many hours on the projects in return for a small stipend. This was expressed as a major concern during interviews and focus groups. The amount of money is getting smaller and teachers indicated there will be a point where the time spent will not be worth the amount received.



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## Section V: Costs and Benefits Summary

### Costs

- During 1992-93, \$34,836,200 was funded to 40 school districts for the Career Ladder Program. An additional \$575,910 was allocated as part of a line item funding to the 5 ATCs and USDB. The total expenditure for the Career Ladder Program was \$35,412,110. Of this amount, agencies allocated and spent \$6,631,557 for Job Enlargements.
- The 46 agencies spent 18.5% of the total Career Ladder monies funded in 1992-93 for Job Enlargement.

### Benefits

- Job Enlargement is widely perceived as contributing to the overall enhancement of the teaching profession.
- Job Enlargement is widely perceived as contributing to the professionalism of teaching.
- There is some evidence that Job Enlargement contributes to the retention of teachers because of the financial incentives/rewards to most teachers in the state.
- There is evidence that the projects and programs resulting from Job Enlargement is valued and used to benefit students and improve classroom instruction.
- There is evidence that inservice accomplished through Job Enlargement contributes to improved teacher skills and school improvement.
- There is evidence that over 80% of teachers and principals would like to see Job Enlargement continued as part of the Career Ladder Program.

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# Chapter 7

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## Ladder Levels Component

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# Chapter 7

## Ladder Levels Component

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This chapter provides an in-depth analysis of the Ladder Level component of the Utah Career Ladder Program as it has been implemented in 1992-93 in 40 schools, 5 Applied Technology Centers, and the Utah Schools for the Deaf and Blind. Section I provides a definition of the component. Section II describes implementation across the state. Section III shows expenditures for this component. Section IV addresses the two legislative objectives: (1) attraction and retention of good teachers and (2) improved quality of Utah schools. Section V summarizes the costs and benefits of the Ladder Level component.

### Section I: Definition

According to the 1992-93 USOE Career Ladder Rules for Plan Approval, Application, Eligibility, and Modification, the Ladder Levels Component is referred to as "Career Ladder Levels." This component is further defined as "meaning a component of a Career Ladder consisting of multiple levels to which an educator is assigned. Assignment, compensation, and progress within the system are dependent upon individual qualifications."

According to Legislative Law, Chapter 9, 53A-9-103, under "Authorized Career Ladder Components," a Career Ladder may have: "a fair and consistent procedure for selecting teachers who will be given additional responsibilities. The selection procedure shall incorporate clearly stated job descriptions and qualifications for each level on the Career Ladder. Advancement on the Career Ladder Program is contingent upon effective teaching performance, evidence of which may include formal evaluation and assessment of student progress. Student progress shall play a significant role in teacher evaluation. Other criteria may include formal preparation and successful teaching experience."

In essence, this component "layers" the job of teaching, with each "layer," or ladder level carrying a compensation amount which varies from level to level and is above and beyond that earned as salary for the teaching job. Movement from level to level is dependent on predetermined and predefined criteria.

### Section II: Description of Implementation Across the State

District plans for Ladder Levels vary across the state, with respect to three significant factors:

- The number of levels available
- The number of years service it takes to reach the top level
- The compensation attached to each level

## Number of Years to Reach the Top Level and Corresponding Stipends

Table 7.1 illustrates the number of years required for teachers to reach the top of their designated ladder levels. This table also illustrates the corresponding stipend awarded to teachers when they reach the top level.

Table 7.1: 1992-93 Career Ladder Levels

District Number	District	Number of Levels	Number Years to Top	Stipend At Top Level
1	Alpine	4	6	\$1,500
2	Beaver	5	20	\$1,000
3	Box Elder	3	5	\$ 500
4	Cache	4	varies	\$ 878
5	Carbon	5	5	\$ 600
6	Daggett	4	6	\$1,200
7	Davis	4	7	\$ 390
8	Duchesne	5	5	\$ 327
9	Emery	5	5	\$1,402
10	Garfield	5	9	\$1,020
11	Grand	4	4	\$ 730
12	Granite	6	6	\$4,206
13	Iron	4	6	\$ 300
14	Jordan	5	9	\$1,120
15	Juab	4	4	\$0 - \$1,600
16	Kane	4	5	\$1,200
17	Millard	4	3	\$ 700
18	Morgan	5	8	\$ 111
19	Nebo	4	4	\$ 900
20	No. Sanpete	3	3	Pd out of Job Enlargement: \$3,763
21	No. Summit	4	7	\$ 700
22	Park City	2	4	Pd out of Performance Bonus: \$1,000
23	Piute	4	4	\$ 930

District Number	District	Number of Levels	Number Years to Top	Stipend At Top Level
24	Rich	4	10	2 Shares/Approx \$400
25	San Juan	3	5	\$ 700
26	Sevier	5	9	\$. 700
27	So. Sanpete	3	5	\$2,850
28	So. Summit	4	5	\$ 828
29	Tintic	4	9	\$ 575
30	Tooele	5	19	\$ 850
31	Uintah	5	5	\$ 700
32	Wasatch	3	4	\$ 379 (91-92)
33	Washington	3	8	\$1,630
34	Wayne	4	5	\$1,550
35	Weber	4	4	\$ 500
36	Salt Lake	7	5	\$4,360
37	Ogden	4	8	No remuneration
38	Provo	4	4	\$4,068
39	Logan	4	4	Pd out of Performance Bonus
40	Murray	5	7	Pd out of Performance Bonus \$1,000
41	Davis ATC	4	5	\$ 700
42	Schools for Deaf and Blind	5	5	\$2,000
43	Bridgerland ATC	5	5	\$1,200
44	Ogden-Weber ATC	6	varies	\$1,337
45	Sevier ATC	6	varies	\$1,254
46	Uintah ATC	3	4	\$1,400

As can be seen on Table 7.1 Ladder Levels vary from two to seven. Figure 7.1 shows the number of agencies with more than one Career Ladder level.

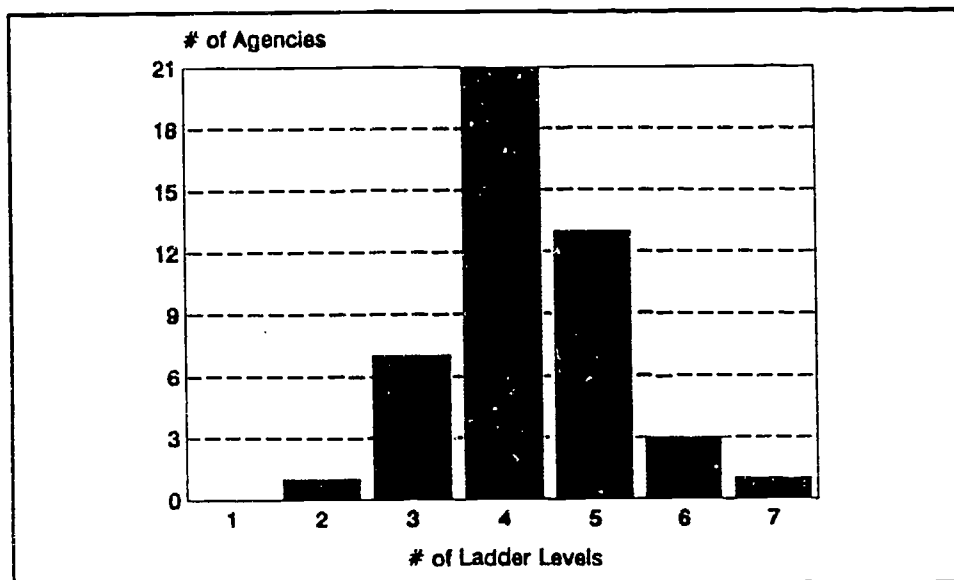


Figure 7.1: Number of Agencies with More Than One Career Ladder Level

Four levels is the most common with 46% of the agencies having designated this number.

The highest amount paid (\$4,360) is for the district with seven Ladder Levels. In this district one can get to the top of the Career Ladder in five years. Other districts vary widely, both in terms of number of years to the top of the ladder, and in terms of maximum compensation. Of the agencies that have four Ladder Levels, the one which has the lowest top stipend of \$300 takes a teacher years to reach that level. At the other end of the spectrum is a top stipend figure of \$4,068 which takes four years to reach. Throughout the 46 agencies the number of years to reach the top level vary from three to twenty years. The average number of years to reach the top level for all 46 agencies is six years and the median is five years.

### Examples of Ladder Level Programs

The Ladder Levels provide opportunities for teachers to be recognized as having achieved a certain status in the school. As the levels are not necessarily based on seniority, many teachers can move on the Ladder Levels through their own initiative. There are additional incentives to move up the Ladder Levels. For example, you have to be on a certain level in order to qualify for Performance Bonus in most agencies. A certain level is also required in some agencies to qualify for Job Enlargement projects.

Districts vary widely in the ways in which the Ladder Level component are implemented, and how levels are defined. In one district with a four level program, levels were defined both by number of years of teaching and attainment of particular skills. Level 1 teachers

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were defined as provisional teachers, including all new and inexperienced teachers. Level 2 teachers were those who had demonstrated an acceptable skill level through annual formal evaluation, and who possessed a certain set of skills. These skills included the following: the ability to develop and use learning objectives; skill in the use of instructional materials; good management of students; and promotion of harmony among staff members. To attain level 3 in this district, teachers were required to submit a dossier presenting several lines of evidence in support of their application. Peer review is one criterion for advancement to level 3, along with consistently high scores on the WITC evaluation, and refinement of the skills associated with level 2. Every third year, an addendum to the teacher's dossier was required to remain on level 3. The criteria for level 4 in this district included three consecutive years of quality teaching, an addendum to their previous dossier, and even higher scores on the WITC evaluation.

Another district, also with a four level program, used even more objective and clearly delineated criteria in determining ladder level, including points on several teaching evaluation scales. Skills required of level 1 teachers included: adequate record keeping; establishment of a discipline or management plan; maintenance of a clean, organized room; and a 90% participation rate at faculty, OBE and Inservice meetings. Level 2 criteria included second year of teaching, higher evaluation scores, management of school programs ( e.g., spelling bees, science fairs), and sharing of student data with next grade level teachers. Level 3 criteria included third year of teaching, still higher evaluation scores, participation in Peer Coaching Program, reading and sharing of professional articles, and implementation of innovative and creative projects. Level 4 criteria included continued improvement on objective measures, fifth year of teaching, and professional experience in school/district reform, including grant-writing, committee leadership, and teacher evaluation.

In some districts, the standards for advancement appeared to be less rigorous or less clearly outlined than in the two summarized above. For example, in one district, the criteria for advancement to level 2 and level 3 were quite similar, the primary difference being that advancement to level 3 required two extra years of service.

It is interesting to compare those districts in which advancement to the highest level occurs relatively quickly with those in which advancement takes many years. In one district, there were only five levels, yet advancement to the highest level required 20 years of teaching. Criteria for advancement in this district were relatively similar to those in other districts, but the time frame was not: level 1 required two to three years of teaching experience; level two required four to six years of teaching experience; level 3 required seven to ten years of experience; level 4 required eleven to twenty years of experience; and level 5 required 20 or more years of experience.

In summary, criteria for advancement to higher Career Ladder levels varied widely by district, both in the specificity of the evaluation process and in the extent to which they weighed non-teaching service, including overseeing school projects and service on committees. There was also considerable variability in the number of levels available and

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in the number of years required for advancement across levels. As will be seen below, there was also considerable variability in the amounts of pay associated with each level.

### **Comments from Teachers and Principals**

The surveys provided a space for comments. The following are representative of favorable and unfavorable comments written about Career Ladders and the evaluation process which is connected to advancement on ladders.

The following quotations are from the teacher's surveys:

- The program needs a desperate change. Too many teachers who show poor performance can still receive the same amount of Career Ladder pay as those who show excellent performance. The program seems to reward busy work rather than extra work which enriches both teacher and student and curriculum.
- Even though I am a fairly new teacher under the Career Ladder Program I know nothing about advancement on Career Ladder Levels.
- The evaluation for excellent teacher criteria is hard to understand. Why extra money was received was unclear and no-one knew why they got what they got.
- You cannot judge a teacher on one or two planned lessons. Bad teachers can fake it.
- In our district some poor teachers are still getting incentives. I see this as a problem. How do you evaluate different teaching styles?
- Put the Career Ladder dollars into salaries, not hoops to jump through.
- Teachers deserve money that is not tied to the WPU. Don't take this money away or add to WPU!!!
- It is critical to save and embellish the Career Ladder Program in Utah. If the program were eliminated, nothing as fair or effective would be enacted to replace it. It is not a perfect program; but it is better than nothing and it certainly has the potential of continued improvement.

The following quotations are from the principals' surveys:

- The precepts behind Career Ladder are excellent; the actual implementation is not working due to the fact that most teachers see Career Ladders as a right with all sharing the money equally, regardless of effort.



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- Hard to be objective when it's tied to money. Teachers put on a show the day they are evaluated then go back to regular teaching style. Why should teachers only get Career Ladder, when administrators have to do the work evaluating and administering it.
  - Career Ladder should be used as a reward to outstanding teachers who go above & beyond their call -- not watered down to give a little to everyone.
  - It's not really a Career Ladder Program. Ladder indicates moving up a scale. This does not happen. One year you get paid for Teacher Leader, next year you get nothing because you are not the Teacher Leader. And every teacher gets a bonus whether they deserve it or not.
  - I think the only people who don't like the Career Ladder Program are the people who don't understand it. I think it works. I think the interpretation from district to district causes problems. All districts should adopt ours!

### Section III: Expenditures

Table 7.2 illustrates expenditures for the Ladder Level component as reported on the 1992-93 Career Ladder Program Final Reports filed with the Utah State Office of Education.

Two agencies (Granite and No. Sanpete) reported incorporating Ladder Levels with Job Enlargement. Four agencies (Logan, Park City, Murray, and Uintah ATC) reported incorporating Ladder Levels with Performance Bonus. Ogden has reported no stipend attached to Ladder Levels.

In most districts, different stipends were associated with different Career Ladder Levels. For example, in one district with three ladder levels, level 1 teachers received an annual stipend of \$100, level 2 teachers received a stipend of \$150, and level 3 teachers received a stipend of \$710. Late hires were to be paid in proportion of the amount of the contract that they worked. In another, a district with four levels, level 1 teachers received no stipend, level 2 teachers received \$130, level 3 teachers received \$260, and level 4 teachers received \$390. Again, late hires were paid in proportion to the amount of contract that they worked. In still another, with five levels, level 1 teachers received no stipend, level 2 teachers received \$250, level 3 teachers received \$500, level 4 received \$750, and level 5 received \$1000. It is worth noting this handsomely paying district was the same one referred to on page 7.5 in which 20 years were required to advance to the highest level. Further details concerning payment, for example whether a percentage of the total payment was added to each paycheck, or whether Career Ladder level payments occurred as a year-end lump sum, were not available for most districts.

**Table 7.2: 1992-93 Total Expenditure for Ladder Levels**  
 As reported on the Career Ladder Program Final Report  
 for 1992-93 filed with the Utah State office of Education

The information is ranked from the highest percentage of Career Ladder Funds spent on Ladder Levels to the lowest percentage by district (including the Schools for the Deaf and Blind and the Applied Technology Centers).

Rank	Agency	Percent of Funds	Total No. of Educators	No. of Applicants	No. of Recipients	Lowest Award	Highest Award
1	Kane	66%	72	64	58	\$600	\$1,200
2	Schools for Deaf & Blind	62%	115	94	94	\$724	\$1,447
3	Washington	60%	603	445	445	\$1,000	\$1,630
4	Ogden ATC	57%	34	34	34	-0-	\$2,400
5	Alpine	45%	1,848	867	867	\$1,500	\$1,500
6	Emery	45%	173	173	161	\$269	\$1,500
7	Piute	41%	22	22	22	\$565	\$ 565
8	Sevier ATC	40%	24	22	22	\$164	\$ 702
9	Juab	40%	65	58	58	\$601	\$ 965
10	Bridgerland ATC	37%	30	22	21	\$524	\$ 874
11	Daggett	36%	18	18	18	\$300	\$1,200
12	So. Sanpete	35%	130	55	47	\$1,170	\$2,850
13	Garfield	35%	63	55	50	110	\$ 910
14	Tintic	30	20	19	17	\$319	\$ 333
15	No. Summit	30%	47	42	42	-0-	\$ 710
16	Beaver	29%	68	52	52	\$250	\$1,000
17	Uintah	28%	305	206	206	\$150	\$ 700
18	Cache	28%	541	442	442	\$287	\$ 746
19	Salt Lake City	27%	1,280	N/A	485	\$ 15	\$2,500
20	Jordan	25%	2,933	2,922	2,895	-0-	\$1,120
21	Nebo	25%	750	560	520	\$670	\$ 670
22	Provo	24%	681	405	314	\$1,125	\$7,539
23	Sevier	22.5%	217	198	164	\$285	\$ 635
24	So. Summit	21%	60	47	47	\$300	\$ 432

Rank	Agency	Percent of Funds	Total No. of Educators	No. of Applicants	No. of Recipients	Lowest Award	Highest Award
25	Iron	21%	236	236	215	\$187	\$ 390
26	Millard	20%	192	131	116	\$600	\$ 800
27	Box Elder	18%	489	297	297	\$250	\$ 500
28	Wasatch	17%	144	112	112	\$100	\$ 400
29	Duchesne	16%	212	208	201	\$336	\$ 336
30	Davis ATC	16%	40	29	29	\$215	\$ 700
31	Davis	16%	2,555	2,540	2,382	\$ 65	\$ 390
32	Tooele	15.5%	373	140	140	\$450	\$ 750
33	Weber	12.5%	1,207	1,207	1,094	-0-	\$ 150
34	Morgan	6%	84	79	70	\$ 27	\$ 111
35	Murray	6%	315	126	124	\$ 75	\$1,000
36	Wayne	51%	30	30	29	\$531	\$1,530
37	Granite	0		See Job Enlargement			
38	Grand	29%	70	N/A	N/A	N/A	\$ 730
39	Rich	47%	32	Data was Not Reported			
40	No. Sanpete	See Job Enlargement					
41	Park City	See Performance Bonus					
42	San Juan	20% reported for 1991-92 No data for 92-93					
43	Ogden	0					
44	Logan	See Performance Bonus					
45	Uintah ATC	See Performance Bonus					
46	Carbon	Data not reported					

## Section IV: Meeting Legislative Objectives

Information in this section is organized according to original legislative objectives and strategies for the Career Ladder Program. Specifically, the findings will address the contribution of the Ladder Levels component of the Utah Career Ladder Program to:

- Attract and retain good teachers as a result of offering financial and career incentive

- Improve the quality of Utah schools as a result of more and better teacher evaluations and better use of teacher talents outside the classroom

## Legislative Objective: Attraction and Retention of Good Teachers

### Strategy: Financial and Career Incentives

Taken from the information on the surveys, Figure 7.2 illustrates percentage of teachers and principals rating the Ladder Level component as highly effective, somewhat effective, or ineffective in enhancing the teaching profession.

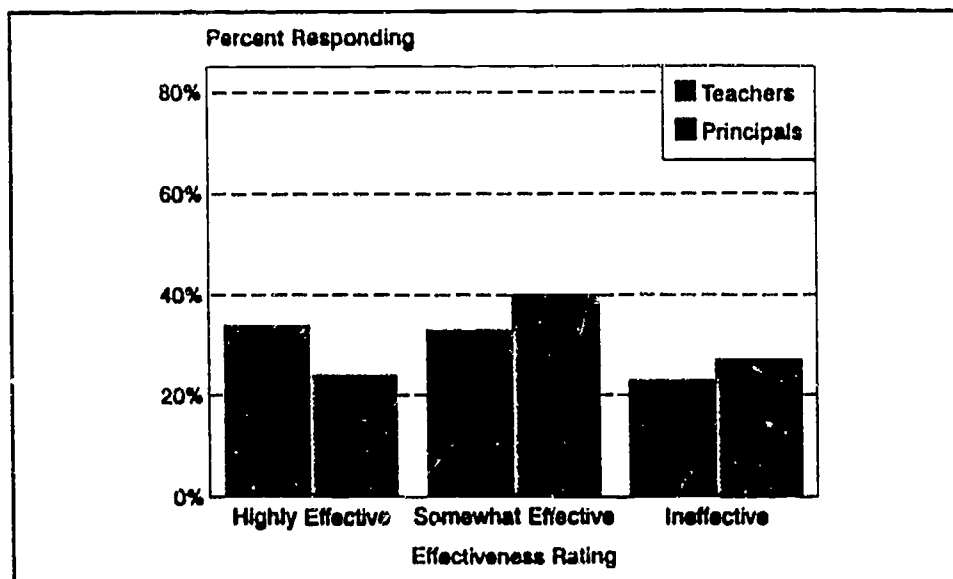


Figure 7.2: Teacher and Principal Ratings of the Effectiveness of the Career Ladder Advancement Component to the Overall Enhancement of the Teaching Profession

There are notable differences between the results shown on Figure 7.2 and those shown below on Table 7.3. On Table 7.3 over half of the teachers and principals indicated that they felt Ladder Levels should continue to be part of the Career Ladder Program. However, only about one-third of the teachers and one-fourth of the principals felt the Ladder Level component contributed as highly effective to the overall enhancement of the teaching profession as shown on Figure 7.2. Similar to the responses for the Performance Bonus component, the higher response on Table 7.3 could be related to the desire for continued funding of Ladder Levels.

**Table 7.3: Responses to the Question: "Do you believe the following component should be part of the Utah Career Ladder Program?"**

	# Returned	Yes	No	Not Sure
Teachers	412	56%	25%	19%
Principals	417	56%	28%	16%

## **Legislative Objective: Improved Quality of Utah Schools**

### **Strategy: More and Better Teacher Evaluations:**

A detailed discussion of the evaluation process can be found in Chapter 5. The comments made concerning the evaluation of the Performance Bonus Career Ladder component apply as well to the Ladder Level component.

One comment appearing on a principal survey which seems especially important in relation to the evaluation of Career Ladder levels is as follows:

Evaluation of teachers and Career Ladder are two separate components of the professional responsibility of a teacher.

### **Strategy: Better Use of Teacher Talents Outside the Classroom:**

Responses from participants in focus group meetings, telephone interviews, and the teleconference did not concentrate on the Ladder Levels as much as they did the Extended Days and the Job Enlargement components. However, the participants of each of the 13 focus groups were asked to explain the Career Ladder Program. The description of the Ladder Levels was interwoven with other parts of the Career Ladder Program. There were different descriptions of opportunities for teachers to participate in various leadership positions that were connected to placement on different levels of the Career Ladder. Examples are opportunities to become a Teacher Leader, Teacher Specialist, Curriculum Coordinator, Department Head, or District Specialist. The Ladder Levels are a way to identify teachers who would be eligible and good candidates for Mentor Teacher and other Teacher Leader positions. Job descriptions are circulated throughout the agency and annually teachers can apply for these positions. The funding may come from Job Enlargement but one of the criteria for application could be achievement of a certain level on the Career Ladder.

The assignments of Teacher Leader (or others) can be very effective in meeting needs of the school. Those schools that practice site-based management reported the leadership positions were very helpful in responding to school and student needs. Each year the process allows for new assignments so there is some flexibility in the kinds of assignments

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a school can make through their local Career Ladder Committee. During the focus groups and interview we found there was more flexibility for those agencies that emphasized site-based decisions than for those agencies that concentrated on centralized decision making.

## **Section V: Costs and Benefits Summary**

### **Costs**

- During 1992-93, \$34,836,200 was funded to 40 school districts for the Career Ladder Program. An additional \$575,910 was allocated as part of a line item funding to the 5 ATCs and USDB. The total expenditure for Career Ladders was \$35,412,110. Of this amount, districts allocated and spent \$7,103,619 for Ladder Levels.
- The 46 agencies spent 19.8% of the total Career Ladder monies funded in 1992-93 for Ladder Levels.

### **Benefits**

- Ladder Levels provide a financial incentive for teachers
- Ladder Levels contribute to the teacher evaluation process
- There is evidence that the Ladder Levels have identified qualified teachers who become eligible for other assignments through Performance Bonus or Job Enlargement
- There is evidence that Ladder Levels provide incentives for teachers to upgrade their skills in order to move up the ladder
- There is evidence that 56% of teachers and principals would like to see Ladder Levels continued as part of the Career Ladder Program.

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# Chapter 8

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## Extended Days Component

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## Chapter 8

# Extended Days Component

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This chapter provides an in-depth analysis of the Extended Day component of the Utah Career Ladder Program as it has been implemented in 1992-93 in 40 school districts, 5 Applied Technology Centers, and the Utah Schools for the Deaf and Blind. Section I provides a definition of the component. Section II describes implementation across the state. Section III shows expenditures for this component. Section IV addresses the two legislative objectives: (1) attraction and retention of good teachers and (2) improved quality of Utah schools. Section V summarizes the costs and benefits of the Extended Days component.

### Section I: Definition

According to the *1992-93 USOE Career Ladder Rules for Plan Approval, Application, Eligibility, and Modification*, the Extended Days Component is referred to as "Extended Contract Days." This component is further defined as "meaning an element of a Career Ladder which provides for additional paid, non-teaching days beyond the regular school year."

According to Legislative Law, Chapter 9, 53A-9-103, under "Authorized Career Ladder Components," a career ladder may have: "an extended contract year for teachers, providing for additional paid non-teaching days beyond the regular school year for curriculum development, inservice training, preparation, and related activities."

In essence, this component provides an opportunity for expanding the number of days teachers work beyond the 180 days specified in their negotiated contract.

### Section II: Description of Implementation Across the State

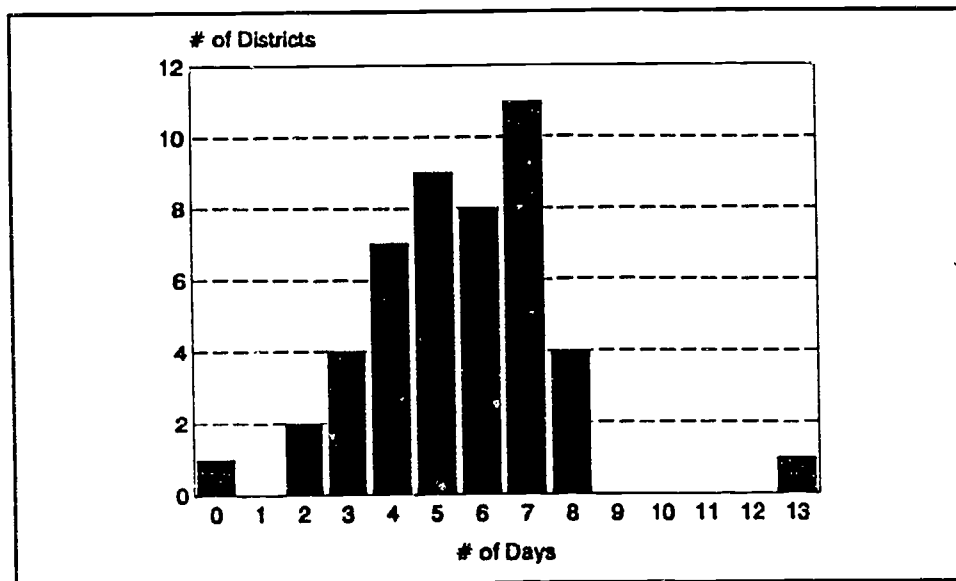
Agency plans vary across the state, with respect to three significant factors:

- The number of days added to the negotiated contract
- The use of the additional days
- The scheduling of the days

#### Number of Days

Figure 8.1 illustrates the number of additional days added to the 180 day contract year by the 46 agencies. Approximately 50% of the agencies have chosen to add 5 to 7 additional days beyond those specified in their contracts, with another 25% of the agencies adding 3 to 4 days. Only in one instance did an agency add no days; the greatest number of added days was 13.





**Figure 8.1: Number of Extended Days, 1992 - 1993**

Note: In six instances where Career Ladder Committees had allocated portions of days, the numbers were rounded up to the nearest full day.

## Use of Days

Use of additional days was determined by the governance structure established by each agency. Dependent on the structure established, this was either the district Career Ladder Committee or the Site Career Ladder Committee; in a few instances, both committees were active in determining use of the additional days. Involvement of committee members in the decision-making process varied from agency to agency. There were three predominant ways in which the additional days were used: (1) for teacher planning and instructional preparation which includes critical clerical functions and parent meetings, (2) for planning, inservice or professional development activities addressing site level goals and objectives, and (3) for planning, inservice or professional development activities addressing agency level goals and objectives.

Fifteen of the forty-six agencies, by committee decision, use all their additional days in one of the ways described above: teacher planning and instructional preparation. For example, in one school district with 5 additional days, all five of the days are designated for teachers' use for planning, meeting together, completing critical clerical functions or parent meetings.

Twenty-eight agencies, by committee decision, use their additional days in a combination of ways. For example, in a school agency with 7 additional days, 2 of those days are used for agency inservice, 1 day is used at the individual sites for grade-level or department level curriculum planning, and 4 of the days are used for teacher planning. In another agency with 5 additional days, 1 day is used for agency inservice, and 4 days are used

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for teacher planning. Nine agencies shared their additional days between teachers, sites and agencies; nine shared their additional days between teachers and sites; nine shared their additional days between teachers and districts; one shared its additional days between sites and agency. The configuration of days varied from agency to agency.

In addition, one agency's Career Ladder Committee allocated all their additional days to the agency for inservicing; one agency's committee allocated all their additional days for site use; one agency's committee chose not to participate in the Extended Day component of the Career Ladder Program.

According to the survey results, principals reported the most frequent use of additional days is for teacher planning, followed by inservice training and performance of critical clerical tasks. Elementary principals indicated that their teachers spent more time in inservice training than did middle or high school principals. According to the survey results, teachers reported that planning is the most frequent use of the additional days, followed by critical clerical tasks and inservice training (see Table 3.7).

Surveys provided space for teachers and principals to comment about the Career Ladder Program. One principal commented that he preferred use of the days at the site level: "We are continually changing as a school and our staff needs continuous updating." Another principal went so far as to comment that all Career Ladder funding should be used for inservice training and development of programs. For those supporting planning, one principal indicated that extended days provided time to work together as a staff towards a school-wide goal. He stated, "It was a successful experience; I would like to see more of this."

Teacher comments supported use of the additional days for planning. For example, one teacher commented that the time was extremely valuable for classroom preparation and planning, tasks that previously had to be sandwiched in at night. As she stated, "The extra days help me survive!"

Comments from respondents during focus group meetings, telephone interviews, and the teleconference were positive about Extended Days, regardless of their use. As one agency administrator described: "The teachers like the days - the extra days - better than any part of the Career Ladder Program." A principal commented, "In the middle school setting, our three days are three of the most important in the whole wide world for teachers. I think it's three days we couldn't do without."

During one focus group meeting, teachers and administrators described numerous uses of extended days, but then focused on the ones utilized at the site level as being most valuable, primarily for staff unification. One teacher stated, "These days are wonderful because they give us more than just sitting down and working on curriculum together. They give us a real chance to be unified. We never did this before. We never had time to get all of us together, kindergarten through sixth, and share what we were doing, what our goals were, etc."

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One of the teachers at a high school described how the extended days allowed teachers to become involved in cross-curricular planning. He explained, "It's very difficult to do this without extra time because during the school year you're so busy working with the day-to-day trying to get everything done. And too, within your own department it is very difficult to cross curricular boundaries. The extended days component has put people together before school starts, or sometimes even in a partial day during the school year. You're able to cross those boundaries a little more effectively when you're not 'in the heat of the battle,' so to speak."

An elementary principal described the use of additional days prior to the opening of school for teachers to plan, prepare, set up bulletin boards, etc. According to him, focusing as a school on "being ready to open and get right to learning" made for one of the best school openings his staff has experienced. "I tell you it was a great year. I mean, we started off with a bang as a result."

One school superintendent described how they were able to expand the benefit from extended days: "When teachers want to use their time for professional growth by attending a conference, we usually have one elementary teacher and one secondary teacher go together; then those teachers come back and make a presentation to all the other teachers about what occurred at that conference. This way we stretch the days and share the wealth."

## **Scheduling of Days**

Based on information reported by the 46 agencies in their Career Ladder Plans, most extended days were scheduled across the school year, with one or two days generally prior to the opening of school, and others at strategic times of the year. For example, many agencies scheduled a day at the conclusion of each school quarter to facilitate preparation of grade reports. Some scheduled days to coincide with a statewide conference. Generally, in those agencies where a number of days had been allotted for agency use, the days were scheduled prior to the beginning of the school year to accommodate inservice activities. In a few agencies, where the elementary schools were on a year-round schedule, the scheduling of days would vary from teacher to teacher based on their particular year-round "track." These days, in some instances, were conducted after school hours as one teacher went "off-track" and another came "on track." Some of the ATCs scheduled all of their days in the summer, and one utilized Saturdays.

The following table shows the number of days allocated during the first years of the Career Ladder Program and the current number of days for the 40 school agencies. Since the inception of the program eight agencies have increased and then decreased the number of Extended Days, twelve agencies have added one or two days from the original allotment, thirteen agencies have added between two and one-half and three and one-half more days, and six agencies have added four to seven additional days. (The standard contract days are 180 days.)

**Table 8.1: Comparison of Number of Career Ladders Extended Days Between  
1984 - 1985 and 1992 - 1993**

School Agencies	84-85	85-86	92-93	School Agencies	84-85	85-86	92-93
Alpine	3	5.5	4	Nebo	4	7.5	7.5
Beaver	4	4	5	No. Sanpete	3	3	4
Box Elder	3.5	6	7	No. Summit	3	5	6
Cache	4	7	7	Ogden	3	5	5
Carbon	4	6	8	Park City	1	1	4
Daggett	0	4	7	Plute	4	4	6
Davis	4	6	6.5	Provo	4	6.5	5
Duchesne	3	5	6	Rich	2	2	4
Emery	3.5	7	7.5	Salt Lake City	3	6	6
Garfield	4	6	5	San Juan	3	3	5
Grand	3	7	5	Sevier	4	6	7
Granite	4	6.5	6	So. Sanpete	3	7	8
Iron	2	4	4	So. Summit	4	4	4
Jordan	3	4	3	Tintic	3	5	5
Juab	2	7	6.5	Tooele	3	7	7
Kane	3.5	4	3	Uintah	3	3	5.5
Logan	4	5	5	Wasatch	3.5	4	7
Millard	4	4	6	Washington	4	5	5
Morgan	4	7	7	Wayne	0	0	4
Murray City	4	6.5	6.5	Weber	4	6	6

## Section III: Expenditures

### Total Expenditures

Table 8.2 illustrates expenditures for the extended days component as reported on the 1992-93 Career Ladder Program Final Reports filed with the Utah State Office of Education.

**Table 8.2: Agency Expenditures for Extended Days Component in 1992-93**  
As reported on the Career Ladder Program Final Report  
for 1992-93 filed with the Utah Office of Education

Agencies are ranked according to the percentage of Career Ladder Funds spent on Extended Days.

Rank	Agency	Percent of Funds	No. of Days	Total No. of Educators	No. of Applicants	No. of Recipients	Lowest Award	Highest Award
1	Carbon	100%	8	260	260	260	\$1,230	\$2,034
2	Salt Lake City	63%	6	1,280	1,280	1,280	\$ 679	\$1,325
3	Wasatch	62%	7	144	144	144	\$ 704	\$1,257
4	Tooele	61%	7	373	354	354	\$ 682	\$1,208
5	Granite	60%	6	3,536	3,536	3,536	-0-	\$1,076
6	Cache	56%	7	541	541	541	\$ 96	\$ 191
7	Morgan	56%	7	84	84	84	\$ 689	\$1,204
8	Murray	56%	6.5	315	315	315	\$ 694	\$1,279
9	Sevier	55%	7	217	217	210	\$ 154	\$1,418
10	Nebo	53%	7.5	750	750	750	\$ 316	\$1,263
11	Box Elder	52%	7	489	489	489	\$ 695	\$1,275
12	Uintah ATC	50%	13	22	22	22	\$ 885	\$1,560
13	Davis	50%	6.5	2,555	2,555	2,551	\$ 25	\$1,609
14	No. Summit	50%	6	47	51	51	\$ 140	\$1,154
15	Weber	49.5%	6	1,207	1,207	1,171	-0-	\$1,077
16	Provo	48%	5	681	676	665	\$2,442	\$4,884
17	Ogden	47%	5	631	631	631	\$ 53	\$1,656
18	So. Sanpete	47%	8	130	130	130	\$ 920	\$ 920
19	Davis ATC	46%	9 mo/7 days 12mo/5 days	40	40	40	\$ 437	\$1,089
20	Uintah	45%	5.5(can opt for more)	305	305	305	\$ 226	\$1,063
21	Emery	45%	7.5	173	173	165	\$ 100	\$ 100
22	Beaver	42%	5	68	68	68	\$ 497	\$ 906
23	Millard	42%	6	192	192	192	\$ 371	\$1,165
24	Park City	40%	4	127	127	127	\$ 63	\$ 313
25	Logan	40%	5	277	277	277	\$ 488	\$1,000
26	Daggett	40%	7	18	18	18	\$ 258	\$ 602

Rank	Agency	Percent of Funds	No. of Days	Total No. of Educators	No. of Applicants	No. of Recipients	Lowest Award	Highest Award
27	Juab	40%	6.5	65	66	66	\$ 690	\$ 690
28	Washington	40%	5	603	612	612	\$ 32	\$ 987
29	Tintic	39%	5	20	18	18	\$ 100	\$ 150
30	So. Summit	38%	4	60	60	60	\$ 579	\$ 579
31	San Juan	33.5%	5	225	225	225	\$ 285	\$ 578
32	Piute	34%	6	22	22	22	\$ 615	\$ 962
33	Iron	33%	4	236	236	236	\$ 376	\$ 720
34	Alpine	32%	4	1,848	1,820	1,790	\$ 50	\$ 925
35	Garfield	30%	5	63	63	60	\$ 120	\$ 700
36	No. Sanpete	30%	4	98	97	97	\$ 204	\$ 660
37	Schools for Deaf & Blind	27%	3	115	115	115	\$ 239	\$ 547
38	Jordan	25%	3	2,933	3,087	3,087	\$ 294	\$ 570
39	Duchesne	20%	6	212	208	206	\$ 67	\$ 564
40	Ogden ATC	19%	3	34	34	34	\$ 392	\$3,463
41	Kane	16%	3	72	70	66	\$ 100	\$ 300
42	Sevier ATC	9%	2	24	22	22	\$ 206	\$ 206
43	Wayne	29%	4	30	30	30	\$ 174	\$ 526
44	Bridgerland ATC	0%	-0-	-0-	-0-	-0-	-0-	-0-
45	Grand	47%	5	70			No information available	
46	Rich	29%	4	32			No information available	

Footnote: Discrepancies in staff numbers may be due to staff changes during the year.

## Participation in Extended Days

Nearly all teachers participate in the Extended Days component in 43 of the agencies. In 8 of those agencies, there is a slight discrepancy in the numbers reported for total educators and those awarded this benefit. This discrepancy may be due to a change in staff numbers during the year and is not an indication that some are being excluded from the award. The teachers all participate in the Extended Days component by choice. In two instances, data was not reported with this information; in one instance, the agency does not participate in extended days.

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## Allocation of Career Ladder Funds to the Extended Days Component

Forty-five of the forty-six agencies allocated funds to extended days. Fourteen agencies (30%) allocated 50% or more of their total Career Ladder funds to this component. Fifteen agencies (32%) allocated between 40 and 50 percent of their funds to this component. Sixteen agencies (35%) allocated less than 40 percent of their funds to this component. Figure 8.2 illustrates the amount of Career Ladder funds allocated to Extended Days by different agencies.

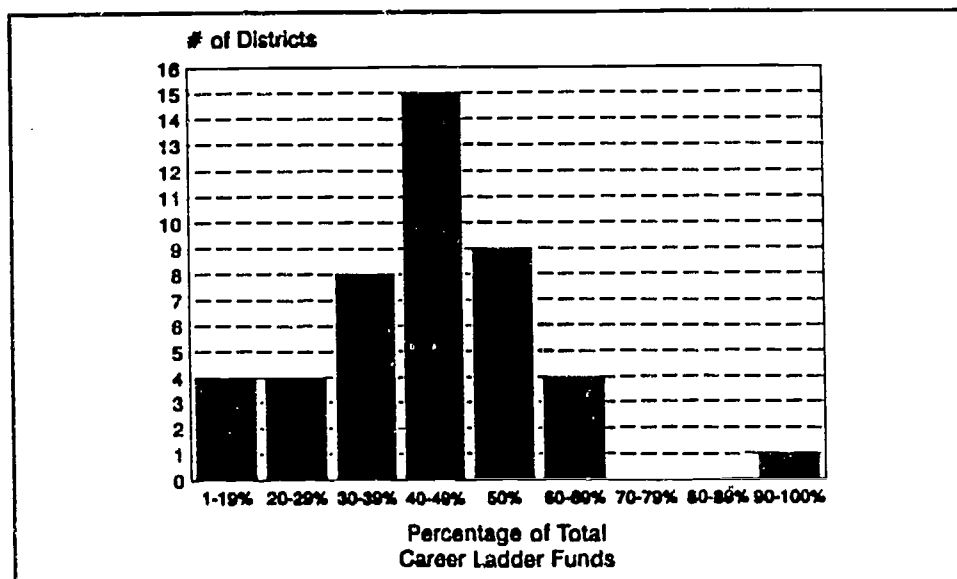


Figure 8.2: Allocations of Career Ladder Funds to Extended Day Component

## Variations in Daily Pay

Daily pay rates for teachers in the Extended Days component varied. Most agencies reported payment for additional Career Ladder days as their *per diem*, or daily rate of pay, calculated from their contracted salary amount. Because teacher salaries vary by placement on salary schedules, the daily amount paid for an extended day varied considerably.

In five agencies, a flat amount was reported as the daily rate of pay, regardless of teacher placement on a salary schedule: one agency pays \$125/day, one pays \$115/day, one pays \$114/day, and one pays \$15 per hour. Under this payment schedule, for example, a teacher with 30 years experience in the agencies and a master's degree would be paid the same amount as a new teacher with a bachelor's degree.

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## Section IV: Meeting Legislative Objectives

Information in this section is organized according to original legislative objectives and strategies for the Career Ladder Program. Specifically, the findings will address the contribution of the Extended Days component of the Utah Career Ladder Program to:

- Attract and retain good teachers as a result of offering financial and career incentives.
- Improve the quality of Utah schools as a result of more and better teacher evaluations and better use of teacher talents outside the classroom.

### Legislative Objective: Attraction and Retention of Good Teachers

#### Strategy: Financial and Career Incentives

Taken from information reported on surveys, Figure 8.3 illustrates the percentage of teachers and principals rating the Extended Days component as highly effective, somewhat effective, or ineffective in enhancing the teaching profession.

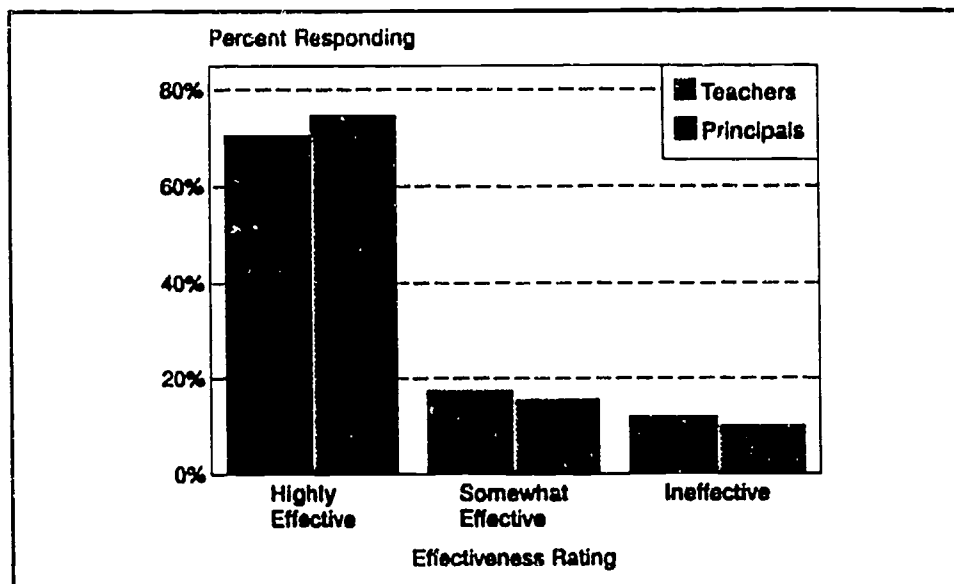


Figure 8.3: Teacher/Principal Ratings of Effectiveness of the Extended Day Component to the Overall Enhancement of the Teaching Profession



As can be seen, a majority of teachers and principals selected Extended Days as a Career Ladder Program component that was highly effective in enhancing the teaching profession. As we noted earlier, a greater percentage of teachers and principals ranked this component as highly effective than all the other Career Ladder Program components.

Table 8.3 illustrates the number of teachers and principals that feel the Extended Days component should continue to be a part of the Utah Career Ladder Program. These responses again indicate a high degree of satisfaction with this component.

**Table 8.3: Responses to the Question: "Do you believe the following component should be part of the Utah Career Ladder Program?"**

	# Returned	Yes	No	Not Sure
Teachers	412	87%	8%	5%
Principals	417	92%	6%	2%

Responses from participants in focus group meetings, telephone interviews, and the teleconference also indicated that participants believed the Extended Days component contributed to the attractiveness of the teaching profession primarily because of the benefits additional time provides for teachers. Many also indicated that having Extended Days contributed to the "professionalism" of teachers and rewarded them for valuable time spent in preparation. One teacher commented, "It's an acknowledgement of our work. It makes me feel like my time is valued, and that makes me feel like a professional." Another commented, "Professionalism has really increased as a result of the extended days."

One school agency, on their annual evaluation summary, included the following paragraph:

As has been the case since the inception of Career Ladders, the additional days added to the educator's working year and compensated at their daily rate of pay continues to be the major selling point of the program. Ninety-seven percent [of agency respondents to a teacher survey] continue to see a positive benefit accruing to themselves in terms of time allotted to accomplish tasks allied to the teaching process, yet not possible with students in class. Ninety-two percent (an increase of 5% from last year) see a positive carryover to their students.

Responses on the surveys indicated that teachers felt the Extended Days component impacted teacher morale positively. In 1985, 63.2% of the teachers indicated that Extended Days had a positive or very positive effect on teacher morale. In 1990, the percentage increased; in 1993, the percentage rose again. Figure 8.4 illustrates the increased teacher perception of the positive impact of Extended Days.

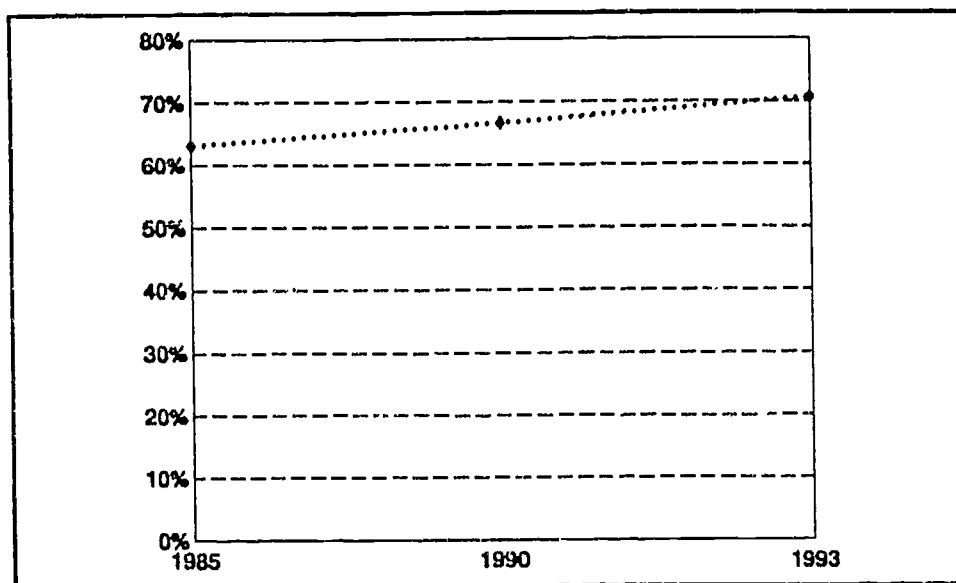


Figure 8.4: Increased Positive Impact of Extended Days on Teacher Morale as Reported on Three Separate Surveys

Positive teacher morale is a benefit of the Extended Days component that contributes to the attraction of teachers to the profession. As a teacher commented during one of the focus group meetings, "When you really stop to think about benefits, what the teacher gets is compensation for time spent doing things that they would do a lot of anyway. But it's more acceptable now. Extended Days affects morale in a positive way and makes me feel better about teaching."

Although the majority of those we spoke with were quite positive about the Extended Days component, one issue was raised as being problematic. During one focus group meeting it was mentioned that some parents were initially unhappy with the extended days. As one parent commented, "Extended Days were originally not popular with parents. There was an attitude of 'Sure, teachers need time to do grades, but what do they do all day?'" Another parent, now a teacher, indicated that parents don't really understand why teachers have so many days off. "I didn't," he stated. "And I know that industry, for the most part, doesn't understand either."

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In numerous focus group meetings and phone interviews, improvement in communicating information about Extended Days, and the Career Ladder Program in general, was frequently suggested. One principal, after describing an irate phone call from a parent who had just seen two teachers eating lunch in a restaurant, expressed the need for positive public relations about the use of Extended Days. "No one will ever understand about the days unless we educate them," she said.

## **Legislative Objective: Improved Quality of Utah Schools**

### **Strategy: More and Better Teacher Evaluations**

The purpose of Extended Days is to provide an opportunity for expanding the number of days teachers work beyond the 180 days specified in their negotiated contract. Teachers are paid for the Extended Days based on their attendance and not on an evaluation of their participation or on the activities in which they engaged. The Extended Days component does not lend itself to evaluation strategies as readily as other components of the Career Ladder Program.

### **Strategy: Better Use of Teacher Talents Outside the Classroom**

Both teachers and principals reported that the Extended Days component provided many opportunities for inservicing and professional growth with the effect of improving educational programs, enhancing teacher skills, and providing overall student benefits.

The use of Extended Days for inservicing is widespread, and has been for several years in many agencies, even though it was only this year that legislation added inservice as a separate Career Ladder Program component. All but 11% of the teachers responding to the survey indicated they had been involved in staff development as part of the Career Ladder Program. Participants in focus group meetings shared numerous reports of inservice and staff development activities as part of their Extended Days component. Based on tabulations from the agencies' Career Ladder Plans filed with the Utah State Office of Education, 87 total days were used in 1992-93 for agency and site level inservicing. This averages to approximately 2 days per agency.

One principal expressed it well during a focus group meeting when he commented, "I think the key to inservice is the school focus. To be able to do something that you figure will improve the school and student performance. This year our school is focusing on integrated instruction. The inservice time in our Extended Days gives us the opportunity for people to get together for a day or two to work on increasing our skills in the classroom. And we feel good about it." A teacher commented at another focus group meeting, "I'm so glad I am able to participate in inservices because it helps me with my teaching."

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## Section V: Costs and Benefits Summary

### Costs

- During 1992-93, \$34,836,200 was funded to 40 school agencies for the Career Ladder Program. An additional \$575,910 was allocated as part of a line item funding to the 5 ATCs and USDB. The total expenditure for the Career Ladder Program was \$35,412,110. Of this amount, agencies allocated and spent \$16,415,775 for 477.5 extended days.
- The 46 agencies spent 45.7% of the total Career Ladder monies funded in 1992-93 for Extended Days.

### Benefits

- Extended Days are widely perceived as contributing to the overall enhancement of the teaching profession.
- Extended Days are widely perceived as contributing to the professionalism of teaching.
- There is some evidence that Extended Days contribute to the retention of teachers because of the financial incentives/rewards to almost every teacher in the state.
- There is extensive evidence that the additional time provided by Extended Days is valued and used to improve teacher skills and/or classroom instruction.
- There is evidence that Extended Days impact teacher morale positively.
- Use of Extended Days for inservicing contributes to improved teacher skills.
- Use of Extended Days for inservicing impacts school programs by providing opportunities for staff to work together to achieve common goals.
- There is evidence that nearly 90% of teachers and principals would like to see Extended Days continued as part of the Career Ladder Program.

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# Chapter 9

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## **Possible Undesirable Results of the Career Ladder Program**

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## Chapter 9

# Possible Undesirable Results of the Career Ladder Program

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The previous chapters have shown teacher and principal perceptions of numerous questions about the Utah Career Ladder Program. We have shown the responses to each question and added comments collected during interviews, focus groups and a teleconference.

This chapter outlines possible undesirable results by looking at three aspects of the evaluation data which include:

- 1) Questions from the survey that show one-third or more respondents rating the item as "no", "ineffective", "not at all", or "not sure" depending on the scale used for each question;
- 2) Quotations from the surveys; and
- 3) A summary of comments gathered during the focus groups, interviews and the teleconference.

The first section of this chapter reviews those items that showed at least one-third of the survey respondents rating them as **negative or not sure**. They are listed below by item number as follows: Item 1) Performance Bonus, Item 2) Ladder Levels, Item 3) New Teacher Incentives, Item 4) Evaluation, and Item 5) Communication to the Public.

The second section of this chapter reviews those items that received high ratings on the survey (or at least in the top two-thirds) but received comments during the focus groups and interviews that can be perceived as indicative of possible undesirable results of the Utah Career Ladder Program. These items are listed by item number as: Item 6) Job Enlargement, Item 7) Extended Days, and Item 8) Teacher Inservice.

## Section I. Questions for Which at Least One-Third of Survey Responses were Negative or Not Sure

### Item 1: Performance Bonus

Forty-two percent of the teachers and 43% of the principals, when asked if Performance Bonus should be part of the Career Ladder Program, responded no or not sure.

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When asked if the Performance Bonus component was effective in contributing to the overall enhancement of the teaching profession, 43% of the principals and 45% of the teachers considered it ineffective or indicated that they were not sure.

When asked if the Performance Bonus rewards meritorious teaching performance, 39% of the teachers said "not at all" or "not sure".

In focus group meetings we also heard comments that were non-supportive of the Performance Bonus component. Principals sometimes felt pressure in having to select a few teachers from many they felt were good teachers. Teachers felt the evaluation process did not always reflect the full range of their skills, based on the limited time available for the evaluations. Teachers felt the Performance Bonus created an atmosphere of mistrust and separation. If someone had an outstanding lesson or instructional strategy, rather than share it, they might save it for their evaluation observation. This detrimentally affected the sharing of good practices among teachers.

Another problem which may undermine the attempt to reward the top percent of outstanding teachers was the practice of dividing the funds among all teachers who have achieved a specified level on the Ladder Levels. While this practice may have resolved the problems of selecting only the "best" teachers for Performance Bonus awards, it does not seem to meet the original intent of the legislation.

The following are quotations from teachers' survey:

- The Career Ladder Program has brought friction between some teachers because they do not want to share because it might damage their egos. Some teachers are afraid that someone might use their idea and use it successfully.
- I think the Career Ladder Program is very demoralizing to me as a teacher. Poor teachers are rewarded right along with good ones. The money should be included in teacher salaries and no extra work required for it. We are doing a good job and deserve more pay without jumping through hoops to get it.
- It's a curse.
- The Performance Bonus is the most negative, poorly run, even unfair, activity I have ever been involved in. Teachers end up cutting each others throats because they know there is only so much money available overall . . . .

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The following quotations are from principals' survey:

- Career Ladder Program intent was to reward good teachers. When good teachers don't apply the reward goes to whoever is next in line. Sometimes a less than quality teacher is rewarded because Performance Bonus takes the top 10% of who applies.
- Performance Bonus does not always reward the best teachers; it often depends on popularity contests. There are many excellent teachers working with very difficult children who would never be considered because the students make such small gains.
- I feel most aspects (of the Career Ladder Program) are positive, and the intent is well meaning; however, I do not feel the "Performance Bonus" is at all effective when 99.9% of the teachers qualify. I wish we could truly reward our outstanding teachers.
- Competition for Performance Bonuses is very divisive; attempts to reward more teachers makes it meaningless. I prefer extra time or duties for the extra funds.

**It is important to note that in spite of these criticisms, about 60% of teachers and principals surveyed believe the Performance Bonus component should be part of the Career Ladder Program, and a similar number feel that it does contribute to the overall enhancement of the teaching profession.**

## **Item 2: Ladder Levels**

Forty-four percent of teachers and 44% of principals, when asked if they thought Ladder Levels should be part of the Career Ladder Program, said "no" or "not sure". Thirty-three percent of teachers and 36% of principals, when asked if the Ladder Level component was effective in the overall enhancement of the teaching profession, said it was ineffective or that they were not sure.

In focus group meetings, people did not often refer to the Ladder Levels. The Ladder Levels differed from district to district, and the criteria for placement on the Ladder Levels were established in the beginning of the Career Ladder Program. Since the Ladder Levels have remained unchanged there is little controversy about them. We did repeatedly hear comments from people who thought the money should be put into the WPU so it would be in the regular salary schedule and not part of the Career Ladder Program. An equal



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number of comments made were against putting the money on the WPU because teachers believe it would then become part of the general fund and less money would go to teachers.

The following quotations are from teachers' survey:

- I don't believe Career Ladder monies are being used correctly in our district. I really resent the fact that teachers are rewarded equally for unequal performance and work.
- The money should go to teacher salaries: this would eliminate the feelings this program causes between colleagues and would be better spent.
- I would like to see Career Ladder money put toward teacher salaries. We all already do too much work for too little pay.

The following quotations are from principals' survey:

- Our best teachers are not rewarded through Career Ladders -- everyone or anyone can jump through "hoops". Please give more local/site based control to schools who wish to reward our best teachers by giving them opportunity to plan, attend conferences, and act as mentors to other teachers. Setting teachers apart with "money stipends" is not really recognizing them.
- I think the state funds Career Ladder because it is not willing to provide competitive salaries for our teachers (relative to the national average). Though some good programs result; though some teachers grow professionally, it is basically viewed as "jumping through hoops for the dangling carrot."

**It is important to note that, in spite of these criticisms, 56% of the teachers and principals surveyed believe Ladder Levels should be part of the Career Ladder Program.**

### **Item 3: New Teacher Incentive**

Sixty-one percent of teachers and 49% of principals, when asked if they thought the New Teacher Incentive component should be part of the Career Ladder Program, said no or that they were not sure. Sixty-five percent of teachers and 57% of principals felt the New Teacher Incentive component was ineffective or that they were not sure of its contribution to the overall enhancement of the teaching profession.

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On a related question, 33% of the teachers said "no" or "not sure" about the merit of the mentor teacher program being valuable for new teachers.

There was little discussion about this component during the focus groups and 65% of teachers indicated on the survey that they had not participated in the New Teacher Incentive component.

The following comment is from a principals' survey:

- New teachers are paid the least and share in the Career Ladder funds the least. The Career Ladder does not reward new teachers, who work harder, try more methods, and who are more adaptive to change.

**It is important to note that the mentor teacher assignments are part of Job Enlargement and supported by principals as a valuable program for new teachers.**

#### **Item 4: Questions Related to the Evaluation Process**

The two evaluation questions which follow relate most directly to Performance Bonus and Ladder Level components.

Thirty eight percent of teachers, when asked if the evaluation process had changed in their district, said not at all or that they were not sure.

When asked if student progress should be tied to teacher evaluation 60% of teachers and 42% of principals said no.

The following are quotations from teachers' survey:

- Judging a teacher's value by a one day pre-set time for evaluation is useless. Even the poorest teacher can prepare adequately and look good for an hour.
- Somehow there must be a better way to evaluate teachers -- the once a year evaluation is a day to "jump through hoops" to get your points.
- The evaluation process is extremely poor. I personally feel the money should be used as a decent pay raise for teachers. Evaluation should not involve money. It should be an integral part of the teaching process.
- Student outcomes are difficult to measure (they perform at their own rates) and should not be tied to teacher evaluation.

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The following are quotations from the principals' survey:

- Any process involving evaluation is not going to be a true reflection of ability. Inflated evaluations are inherent to the process. As a result, some teachers benefit who don't deserve it.
- It is extremely difficult to be viewed as a trusted advisor and offer suggestions for improvement when money is tied to evaluations.
- It would be well if the evaluation tool were updated and included such things as methods of student assessment, cooperative learning, use of hands on learning.
- Salary should never be tied to student performance. (When all children are equal in all classrooms - then, yes.) Let good teaching be the goal -- not every student can change his scores in just one year, even with the best of teaching. It is a lifelong measure.

**It is important to note that nearly two-thirds of the principals responded on the survey that they felt the evaluation process had changed somewhat as a result of the Career Ladder Program.**

### **Item 5: Communication to the Public About the Career Ladder Program**

Thirty eight percent of teachers, when asked if they felt information was being communicated to parents and citizens in the community, said no or that they were not sure.

This topic was often referred to in focus groups and during interviews. There is the feeling that the public does not understand the Career Ladder Program. When local citizens see teachers during planning days go out to lunch or not working with students they feel the teachers are "goofing off". There is also the feeling that teachers won't do any extra work unless they are paid for it. This concept was echoed on comments of some of the principal surveys.

**Communication to the public is essential to develop understanding of the Career Ladder Program**

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## **Section II. Comments on Three Career Ladder Components that Received Positive Responses on the Survey but Negative Comments in the Focus Groups and Interviews**

### **Item 6: Job Enlargement**

Job Enlargement was one of the three most highly rated components of the Career Ladder Program. However, it was viewed differently from district to district, depending on the Career Ladder Plan of the district. There were those who felt the Job Enlargement only went to "privileged" teachers, or in some cases, the opportunities for Job Enlargement only went to teachers on the top of the Ladder Levels. A new teacher expressed little knowledge about how to apply for Job Enlargement or what was available.

There was a great deal of discussion about the paper work attached to Job Enlargement. Some people felt it was forcing them to jump through hoops.

The following quotations are from teachers' survey:

- When it first started the money was well worth the extra work. Now the work and requirements have extended and the money is much less. Hardly worth the effort. But a teacher feels he/she must participate or be looked down on.
- It is nice to be paid for extra jobs (duties). It is not great to have administrators dream up extra duties to distribute money.
- Depending on who chooses -- some people get extra money year after year.
- Job Enlargement is extremely unfair -- what the district recognizes and what it doesn't is a joke.

The following quotations are from principals' survey:

- Job Enlargement creates extra pay for often extremely poor teachers because they come up with trivial proposals that sound good but do nothing to further educational goals.
- I am concerned about programs that create competition among teachers.

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- Teachers are unwilling to do extra-curricular activities for students unless they are reimbursed through Career Ladders. This is negative in my view, because enrichment programs are not being offered as they used to be.
  - Extra pay for extra work has made teachers unwilling to do the "extras" unless paid. This had been very negative.
  - The negative side of "extra pay" for extra duty is that many duties are necessary to run an effective school and teachers with seniority are pressuring the newer teachers not to sign up for these duties so they might use up their needed points for menu – this discourages new teachers from getting involved.

### **Item 7: Extended Days**

This component was the single most highly rated component in the Career Ladder Program and had the fewest negative responses of all the components. There were not many undesirable results reported for the Extended Days. There were those people in the focus groups who felt the money for the Career Ladder Program should all be in the WPU and just incorporated into teacher salaries.

Parents and community members have little understanding of the Extended Days component and it was reported at focus groups that the community sometimes perceives use of Extended Days by teachers as a waste of taxpayers money.

Additionally there was no evidence that the Extended Days component contributed to the attraction of new teachers.

We were unable to find any substantive negative comments on the surveys about Extended Days other than those of teachers wanting the money put to the salary schedule and principals who felt they were saddled with extra work and should also be considered for extra pay.

### **Item 8: Teacher Inservice**

This component was listed in the survey as Staff Development and was one of the top three most highly rated components. The principals were slightly more positive about the Staff Development component than the teachers.

There was discussion in the focus groups that indicated teacher inservice differed from district to district. The chart showing how Extended Days were used shows a large percentage of the days being used for inservice, some initiated by the district and some by the schools. There was concern about how the inservice topics were selected; i.e., in some cases teachers and principals would like to see more decisions at the site level while in

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other cases administrators and some teachers would like to see more decisions district-wide.

**It is important to note that Extended Days, Job Enlargement and Teacher Inservice are identified as the three most highly rated components in the Career Ladder Program, and that the possible undesirable results shown here represent a minority view.**

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# Chapter 10

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## Summary

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## Chapter 10

### Summary

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This chapter summarizes the costs and benefits of the Utah Career Ladder Program. First we review the costs of the program by five components for all the districts, the Applied Technology Centers, and the Schools for the Deaf and Blind followed by a review of the overall costs related to teachers and students. Next, we review the overall benefits of the Utah Career Ladder Program. Finally, we list some general quotations from teachers and principals and make concluding remarks.

### Expenditures by Component

The initial cost of the Utah Career Ladder Program when it was first organized in 1984-85 was \$15,258,938. This figure about doubled in 1985-86 to \$31,169,030 and increased to \$34,836,200 in 1992-93. The total cost for 1992-93 with the inclusion of the 5 Applied Technology Centers and the Schools for the Deaf and the Blind which received \$575,910, was \$35,412,110.

The amounts reported as spent in 1992-93 were:

Performance Bonus	\$ 4,639,255	for 13% of the total
Job Enlargement	\$ 6,631,557	for 18.5% of the total
Ladder Levels	\$ 7,103,619	for 19.8% of the total
Extended Days	\$16,415,775	for 45.7% of the total
Teacher Inservice	\$ 1,077,218	for 3% of the total
	<hr/>	
	\$35,867,424	

There is a difference of \$455,314 between this column of figures and the \$35,412,110 allocation of Career Ladder funds for 1992-93. This additional amount could be explained as carry over necessary in accounting procedures or standard accounting practices, and/or agency contributions.<sup>1</sup>

Table 10.1 illustrates the distribution of Career Ladder funds by percentage of the total allocation for each district on the 1992-93 final reports submitted to the Utah Office of Education. In three cases where data were not available the estimates of previous years were used.



**Table 10.1: 1992-93 Distribution of Career Ladder Funds  
By Percentage of Total Allocations**  
As reported on the Career Ladder Program Final Report  
for 1992-93 filed with the Utah State Office of Education

<u>Agency No.</u>	<u>Name</u>	<u>Percentage Performance Bonus</u>	<u>Percentage Ladder Levels</u>	<u>Percentage Job Enlargement</u>	<u>Percentage Extended Days</u>	<u>Percentage Teacher Inservice</u>	<u>Special Notes</u>
1	Alpine	17	45	4	32	2	
2	Beaver	0	29	29	42	0	
3	Box Elder	10	18	20	52	0	
4	Cache	0	28	0	56	16	
5	Carbon	0	0	0	100	0	
6	Daggett	10	36	14	40	0	
7	Davis	22	16	12	50	0	
8	Duchesne	41	16	19	20	0	4% reserve
9	Emery	10	45	0	45	0	
10	Garfield	0	35	35	30	0	
11	Grand	10	29	14	47	0	1991-92 estimated
12	Granite	0	0	40	60	0	
13	Iron	34	21	12	33	0	
14	Jordan	25	25	25	25	0	
15	Juab	10	40	10	40	0	
16	Kane	18	66	0	16	0	
17	Millard	20	20	18	42	0	
18	Morgan	15	6	23	56	0	
19	Nebo	10.5	25	11.5	53	0	
20	No. Sanpete	42	0	28	30	0	
21	No. Summit	10	30	10	50	0	
22	Park City	0	0	40	40	20	
23	Piute	24	41	1	34	0	
24	Rich	0	47	20	29	4	1992-93 estimated
25	San Juan	0	0	64	34	2	
26	Sevier	0	22	23	55	0	
27	So. Sanpete	13	35	5	47	0	

Agency No.	Name	Percentage Performance Bonus	Percentage Ladder Levels	Percentage Job Enlargement	Percentage Extended Days	Percentage Teacher Inservice	Special Notes
28	So. Summit	29.5	22	9.5	38	0	No data on 1%
29	Tintic	10	30	21	39	0	
30	Tooele	0	15	24	61	0	
31	Uintah	3	28	22	45	2	
32	Wasatch	5	18	7	62	0	No data on 8%
33	Washington	0	60	0	40	0	
34	Wayne	10	51	10	29	0	1990-91 estimate
35	Weber	21.5	13	14	49.5	2	
36	Salt Lake City	10	27	0	63	0	
37	Ogden	0	0	25	47	28	
38	Provo	4	24	24	48	0	
39	Logan	44	0	16	40	0	
40	Murray	32	0	12	56	0	
41	Schools for Deaf & Blind	0	62	11	27	0	
42	Bridgerland ATC	25	37	38	0	0	
43	Davis ATC	28	16	7	46	3	
44	Ogden ATC	21	57	3	19	0	
45	Sevier ATC	10	40	41	9	0	
46	Uintah ATC	30	0	20	50	0	

Table 10.2 illustrates the total expenditures for Teacher Inservice. Although Teacher Inservice was not an official component during 1992-93 several agencies showed allocations for this component. Most of the agencies incorporated their expenditures for Teacher Inservice in the Extended Days component or the Job Enlargement component. Since these figures were reported as part of the final report to the Utah Office of Education, we are including the data in this chapter.

**Table 10.2: 1992-93 Total Expenditure for Teacher Inservice**  
 As reported on the Career Ladder Program Final  
 Report for 1992-93 filed with the Utah Office of Education

Agencies are ranked according to the percentage of Career Ladder Funds spent on Teacher Inservice.

Name of District	Percent of Career Ladder Funds	Total No. of Educators	No. of Applicants	No. of Recipients	Lowest Award in Dollars	Highest Award in Dollars
Ogden	28%	631	631	279	\$ 50	\$2,000
Park City	20%	127	65	65	\$ 125	\$1,250
Cache	16%	541	541	541	\$ 96	\$ 191
Davis ATC	3%	40	31	31	\$ 43	\$ 107
Weber	2%	1,207	775	775	-0-	\$ 50
San Juan	2%	225	25	25	\$ 27	\$ 300
Alpine	2%	1,846	150	150	\$ 30	\$ 900
Uintah*	2%	305				

\* Although Uintah District reported 2% of their funds were allocated to Inservice they showed no actual expenditures.

## Expenditures Related to Teachers and Students

The estimated number of teachers participating in the Career Ladder Program in 1992 was about 21,250. The cost of the Career Ladder Program per teacher would be approximately \$1,666. Not counting the ATCs and USDB the estimated number of students in 1992 was about 461,250. The cost of the Career Ladder Program per pupil would be about \$75.50.<sup>2</sup>

Table 10.3 ranks the highest total dollars paid any one educator during 1992-93 for 44 of the 46 agencies. This represents a range from \$1,800 per teacher to \$9,135 per teacher. The average amount paid per teacher is listed for each district. There are twenty (20) districts showing an average below the state average for per teacher costs and twenty three (23) districts showing an average above the state per teacher average. One district, Nebo, had an average teacher award equal to the state-wide average of \$1,666 per teacher.

**Table 10.3: 1992-93 Expenditure for Highest Total Dollars Paid to Any One Educator**  
 As reported on the Career Ladder Program Final Report  
 for 1992-93 filed with the Utah State Office of Education

Rank	Total District Allocation Reported by USOE	Total No. Teachers Reported by District	Average Amount of Allocation per Teacher	Highest Total Amount Paid Any One Teacher	District
1	\$1,125,275	681	\$1,652	\$9,135	Provo
2	2,901,689	1,848	\$1,570	\$7,740	Alpine
3	82,300	34	\$2,420	\$7,447	Ogden-Weber ATC
4	2,082,402	1,280	\$1,627	\$5,554	Salt Lake City
5	845,371	489	\$1,729	\$5,375	Box Elder
6	178,566	98	\$1,822	\$5,254	No. Sanpete
7	1,012,625	631	\$1,605	\$4,437	Ogden
8	4,165,307	2,555	\$1,630	\$4,226	Davis
9	5,931,608	3,536	\$1,677	\$4,206	Granite
10	27,163	18	\$1,509	\$4,093	Daggett
11	231,488	130	\$1,781	\$3,918	So. Sanpete
12	225,610	115	\$1,953	\$3,876	Schools for the Deaf & the Blind
13	115,856	68	\$1,704	\$3,848	Beaver
14	146,422	84	\$1,743	\$3,643	Morgan
15	91,493	60	\$1,524	\$3,539	So. Summit
16	1,249,562	750	\$1,666	\$3,513	Nebo
17	574,711	373	\$1,541	\$3,394	Tooele
18	322,007	225	\$1,431	\$3,027	San Juan
19	59,770	30	\$1,992	\$3,196	Wayne
20	458,950	277	\$1,657	\$3,000	Logan
21	77,754	47	\$1,654	\$2,999	No. Summit
22	343,444	212	\$1,620	\$2,870	Duchesne
23	92,400	40	\$2,310	\$2,839	Davis ATC
24	523,699	305	\$1,717	\$2,838	Uintah
25	310,562	192	\$1,618	\$2,910	Millard
26	377,545	217	\$1,740	\$2,785	Sevier
27	401,115	236	\$1,700	\$2,720	Iron
28	505,140	315	\$1,604	\$2,699	Murray

Rank	Total District Allocation Reported by USOE	Total No. Teachers Reported by District	Average Amount of Allocation per Teacher	Highest Total Amount Paid Any One Teacher	District
29	1,046,445	603	\$1,735	\$2,617	Washington
30	105,578	63	\$1,676	\$2,566	Garfield
31	2,009,782	1,207	\$1,665	\$2,552	Weber
32	279,149	173	\$1,614	\$2,494	Emery
33	942,477	541	\$1,742	\$2,466	Cache
34	59,500	24	\$2,479	\$2,311	Sevier Valley ATC
35	32,261	20	\$1,613	\$2,264	Tintic
36	5,054,177	2,933	\$1,723	\$2,138	Jordan
37	51,100	30	\$1,703	\$2,102	Bridgerland ATC
38	236,479	144	\$1,642	\$2,095	Wasatch
39	37,776	22	\$1,717	\$2,066	Piute
40	408,567	260	\$1,571	\$2,034	Carbon
41	125,515	65	\$1,931	\$1,847	Juab
42	128,302	72	\$1,782	\$1,800	Kane
43	188,446	127	\$1,484	No totals on report	Park City
44	65,000	22	\$2,954	No totals on report	Uintah ATC
45	127,122			Data was not reported	Grand
46	54,400			Data was not reported	Rich
Average Allocation for Highest Total Dollar Amount Paid Any One Educator				\$3,326	
*Two Districts Reported Less Than Average Allocations for Highest Total Dollar Amount Paid Any One Educator					

## Benefits of the Career Ladder Program

The benefits for Performance Bonus, Job Enlargement, Ladder Levels, and Extended Days are discussed extensively in Chapters 5 through 8. This is a summary of those benefits.

- Extended Days and Job Enlargement are widely perceived as contributing to the overall enhancement of the teaching profession

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- Extended Days and Job Enlargement are widely perceived as contributing to the professionalism of teachers
  - There is some evidence that Extended Days, Job Enlargement, Performance Bonus and Ladder Levels contribute to the retention of teachers because of financial rewards and/or incentives
  - There is extensive evidence that the Extended Days and Job Enlargement components are valued and of use to benefit students and improve teacher skills and classroom instruction
  - There is evidence that Teacher Inservice contributes to improved teacher skills and school improvement
  - There is evidence that Ladder Levels and Performance Bonus have contributed to identification of qualified teachers to serve in leadership roles
  - There is evidence that Ladder Levels provide incentives for teachers to upgrade their skills
  - The Performance Bonus and Ladder Levels components require systematic evaluation which contributes to the teacher evaluation process

During the focus groups, interviews, and teleconference, the participants indicated that Extended Days was a highly regarded component of the Career Ladder Program. Job Enlargement was also identified as a popular component. The Teacher Inservice was discussed and viewed as important to the improvement of schools. Evidence on the survey reinforces these opinions with these three components receiving high ratings. Ladder Levels were seen as an integral part of the Career Ladder Program and special emphasis was not given to them. The Performance Bonus component was the most controversial component among the participants. Evidence on the survey reinforces the impression that these two components are not as well received as Extended Days, Job Enlargement and Teacher Inservice.

Comments on the surveys ranged from those who would like to see the Career Ladder Program dissolved entirely and the money put into the basic salary structure to those who totally support the Utah Career Ladder Program. The following short quotations are from the surveys.

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## Principal Survey Comments

- It's a rewarding incentive for teachers who deserve it and more.
- Discontinue the Career Ladder Program and put the money in the WPU.
- Principals should be considered for extra pay due to the extra work and responsibilities Career Ladder demands.
- Funding should keep pace with increased staff because of increased enrollment. The money per teacher is reduced almost every year.

## Teacher Survey Comments

- The Career Ladder Program is wonderful. Just keep it up!
- Do away with it except for extra work days.
- I have seen much growth in performance of teachers as a result of this program. The added time for preparation and sharing of teacher expertise is invaluable.
- More money - not less - is needed. Basically, Career Ladder is a good thing. We hope it is kept and enhanced.

## In Conclusion . . . Comments from the Evaluator

The results of the surveys, focus groups, and teleconference suggest that the Career Ladder Program has made some positive contributions to the quality of instruction in Utah's schools. Specifically, there is evidence suggesting that Extended Days, Job Enlargement and Teacher Inservice are popular with most Utah educators.

The feelings of the educators about Extended Days is very strong. If the Career Ladder Program were to be discontinued, I feel the loss of Extended Days would negatively effect teacher morale and there would be a back-lash effect that would be detrimental overall. During the focus groups we asked participants, "If you had to cut back on the Career Ladder components, what would you drop and what would you keep?" In most cases there was no doubt in the minds of the respondents that they would keep Extended Days.

It is important to reiterate that not all components of the Career Ladder Program were equally well received. While many teachers and principals thought Performance Bonus and Ladder Levels should be retained as parts of the Career Ladder Program, a good number also saw these components as problematic. Some saw them as stimulating unwanted

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competition between teachers; others saw the evaluation process as inadequate. The Performance Bonus and Ladder Levels were discussed a great deal during focus groups. In general, both teachers and principals had concerns about the fairness of the Performance Bonus component. Since the teacher evaluation process is directly tied to both these components, we asked of participants during the focus groups, "Tell me about your evaluation procedures and how they have changed as a result of the Career Ladder Program?" In many cases there was a good understanding of the teacher evaluation process and pride in the description of the particular procedure being used by that district. Often, however, this question was not seen as relevant and we had to do some probing for information. I would like to recommend that the Office of Education or the Legislature consider looking at the teacher evaluation procedures within the state. Sharing knowledge and information about the exemplary teacher evaluation systems may benefit all the districts. This would also address the concerns of those responding to the survey that the process used to award Performance Bonuses was not reflective of good teaching practices.

I would like to comment further on my general impressions of the Career Ladder Program's effect on the classroom teachers, students, and school change. It appeared that those districts which employed procedures for decision making at the school sites (such as having a School Career Ladder Committee that could make decisions about Staff Development or Job Enlargement projects) had more positive feelings about the Career Ladder Program than those districts where all decisions were made at the district level. The size and location of the district was not the deciding factor for this phenomena. The positive responses to the Career Ladder Program during the focus groups tended to correlate more directly to the amount of local or site-based decision making than to the size of the district.

Finally, I would like to share the responses to another question we asked in each Focus Group, "How does your Career Ladder Program rate compared to programs in other districts?". We did not find one district that did not think their program was not the best. Even with the problems identified, or agreement that some things could be better, all respondents were supportive of the program and felt their's was probably the best in the state. This feeling of ownership and involvement is an important indicator that the Utah Career Ladder Program has made an impact on the school districts.

It is hoped that this evaluation will provide the Utah State Legislature, the Utah Office of Education, and all other interested parties with adequate information about the Career Ladder Program such that it can be maximally beneficial to Utah's teachers and administrators, and most importantly, Utah's students.

Thank you for the opportunity to work with the Utah schools.



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## Endnotes

1. The averages for per pupil and per teacher expenditures are estimated based on figures from different reports collected during the evaluation process.

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# Appendices

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# Appendix A

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## Interview Protocol

**BERYL BUCK INSTITUTE FOR EDUCATION**

**UTAH CAREER LADDER PROGRAM**

**FOCUS GROUP QUESTIONS**

**1. EXTENDED DAYS**

The Extended Days component is a very popular concept in the Career Ladder Program, and most districts have implemented it into their own programs. What are the three most important things you can accomplish, in your school, in your classroom, in your district, as a result of Extended Days?

What would be your response to cutting the Extended Days somewhat, or even altogether? Why?

**2. PERFORMANCE BONUS**

Do you think the Performance Bonus concept, as set up in your district, is a reward for good teaching, or does it reward other things?

**3. JOB ENLARGEMENT**

What do you perceive to be the outcomes of Job Enlargement in your district?

**4. CAREER LADDER LEVELS**

Do you feel that the Career Ladder Levels create an incentive to stay in the teaching profession?

**5. CAREER LADDER PROGRAM**

Do you feel the benefits of the Career Ladder Program justify the costs of the program?

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# Appendix B

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Teacher/Principal Suveys

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# Utah Career Ladder Teacher Survey

The Utah Legislature has requested an evaluation of the Utah Career Ladder Program. Please use this survey to give us your opinions about this program.

## I. Career Ladder Components

Do you believe the following components should be part of the Utah Career Ladder Program? (Please circle your answer.)

	(1)	(2)	(3)
1. Extended contract (extra work days) .....	Yes	No	Not Sure
2. Job enlargement (extra pay for extra work) .....	Yes	No	Not Sure
3. Performance bonus (rewarding good teachers) .....	Yes	No	Not Sure
4. Ladder Levels .....	Yes	No	Not Sure
5. Staff development activities .....	Yes	No	Not Sure
6. New teacher incentive programs .....	Yes	No	Not Sure

Do you think . . .

7. Student progress should be a factor influencing the award of performance bonuses? .....	Yes	No	Not Sure
8. Student progress should be a factor influencing teacher evaluations? .....	Yes	No	Not Sure

## II. Enhancement of the Teaching Profession

Please use the scale below to rate the contribution of each Career Ladder component to the overall enhancement of the teaching profession.

1 Very Ineffective	2 Somewhat Ineffective	3 Somewhat Effective	4 Very Effective	5 Extremely Effective	6 Not Sure
-----------------------	---------------------------	-------------------------	---------------------	--------------------------	---------------

- 9. Extended contract workdays .....
- 10. Career Ladder advancement .....
- 11. Job enlargement (extra pay for extra work) .....
- 12. Performance bonus for outstanding classroom teaching .....
- 13. Staff Development .....
- 14. New teacher incentive program .....

### III. Career Ladder Impact

Please use the scale below to answer the following questions.

1 Not At All	2 Slight Degree	3 Moderate Degree	4 Substantial Degree	5 Very Great Degree	6 Not Sure
-----------------	-----------------------	-------------------------	----------------------------	---------------------------	---------------

To what degree . . .

15. has the Career Ladder Program in your district had a positive impact on the instructional climate (e.g., a shared feeling of striving for improvement in instruction in your school)? . . . . . \_\_\_\_\_
16. has the Career Ladder Program in your district had a positive impact on the instructional skills of teachers in your school? . . . . . \_\_\_\_\_
17. has the performance bonus aspect of your district's Career Ladder Program identified and rewarded outstanding teaching performance? . . . . . \_\_\_\_\_
18. does your district's Career Ladder Program help teachers achieve professional growth? . . . . . \_\_\_\_\_
19. does the district's Career Ladder Program contribute to the overall efforts of the district in upgrading the educational program (such as improving the curriculum, providing inservice training, etc.)? . . . . . \_\_\_\_\_
20. has your district followed fair, open, and consistent procedures in administering the Career Ladder Program? . . . . . \_\_\_\_\_
21. has the Career Ladder Program in your district enabled you personally to improve the quality of instruction in your own classroom? . . . . . \_\_\_\_\_
22. has the mentor teacher program for new teachers been valuable? . . . . . \_\_\_\_\_
23. have application forms and information about the district's Career Ladder Program been available to you? . . . . . \_\_\_\_\_
24. has the Career Ladder Program met your personal needs for professional reward? . . . . . \_\_\_\_\_

To what degree does the Career Ladder Program make the profession more attractive to . . .

25. Current teachers . . . . . \_\_\_\_\_
26. Prospective teachers . . . . . \_\_\_\_\_

#### IV. Extended Contract Year Component

Please use the scale below to indicate the degree to which you have participated in each of the following activities during the additional workdays made possible by the extended contract year.

1 Not at All	2 Slight Degree	3 Moderate Degree	4 Substantial Degree	5 Very Great Degree	6 Not Sure
-----------------	-----------------------	-------------------------	----------------------------	---------------------------	---------------

- 27. Planning for classroom instruction ..... \_\_\_\_\_
- 28. Participation in inservice training ..... \_\_\_\_\_
- 29. Participation in professional development other than training ..... \_\_\_\_\_
- 30. Accomplishment of critical clerical functions ..... \_\_\_\_\_
- 31. Additional opportunities to meet with parents ..... \_\_\_\_\_

#### V. General Comments About the Utah Career Ladder Program

Please use the scale below to answer the following questions.

1 Not at All	2 Slight Degree	3 Moderate Degree	4 Substantial Degree	5 Very Great Degree	6 Not Sure
-----------------	-----------------------	-------------------------	----------------------------	---------------------------	---------------

To what degree . . .

- 32. has the teacher evaluation process changed in your district as a result of the Career Ladder Program? ..... \_\_\_\_\_
- 33. do you think the Performance Bonus Component in your district fairly rewards meritorious teaching performance? ..... \_\_\_\_\_
- 34. do you believe the Career Ladder Program evaluation processes accurately measure teacher performance? ..... \_\_\_\_\_
- 35. is information about your district's Career Ladder Program being communicated to parents and citizens in the community served by your school? ..... \_\_\_\_\_
- 36. do you feel the District (or School) Career Ladder Committee has been effective in structuring and/or implementing the Career Ladder Program ..... \_\_\_\_\_
- 37. do you feel that the Career Ladder Program is an appropriate way to reward teachers? ..... \_\_\_\_\_



Please use the scale below to answer the following questions.

1 Very Negative	2 Slightly Negative	3 Slightly Positive	4 Positive	5 Very Positive	6 Not Sure
-----------------------	---------------------------	---------------------------	---------------	-----------------------	---------------

38. What impact has the Career Ladder Program had on the morale of those teachers participating in the extended contract year component (additional workdays made available to all teachers)? .....

39. What is your reaction to a team approach to the performance bonus (for example, an entire grade level or a department might be treated as a unit for evaluation and qualification for the performance bonus)? .....

## VI. Personal Information

40. Are you ..... (Please circle) <sup>(1)</sup> Male <sup>(2)</sup> Female

41. What is your district? \_\_\_\_\_

42. Is your school ..... (Circle one) <sup>(1)</sup> Urban <sup>(2)</sup> Suburban <sup>(3)</sup> Rural

43. How many years have you participated in each of the following Career Ladder Components?
- a. Extended contract (additional workdays made available to all teachers) ..... \_\_\_\_\_ years
  - b. Job enlargement (extra pay for extra work) ..... \_\_\_\_\_ years
  - c. Performance bonus (additional pay for outstanding teaching) ..... \_\_\_\_\_ years
  - d. Ladder levels (advancement on the career ladder based on district-established criteria) ..... \_\_\_\_\_ years
  - e. Staff development activities ..... \_\_\_\_\_ years
  - f. New teacher incentive programs ..... \_\_\_\_\_ years

44. Please circle the grade(s) you currently teach.

K    1    2    3    4    5    6    7    8    9    10    11    12

45. Is there anything further you would like to share with us about the Utah Career Ladder Program?

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**Thank you!**

# Utah Career Ladder Principal Survey

The Utah Legislature has requested an evaluation of the Utah Career Ladder Program. Please use this survey to give us your opinions about this program.

## I. Career Ladder Components

Do you believe the following components should be part of the Utah Career Ladder Program? (Please circle your answer.)

	(1)	(2)	(3)
1. Extended contract (extra work days) .....	Yes	No	Not Sure
2. Job enlargement (extra pay for extra work) .....	Yes	No	Not Sure
3. Performance bonus (rewarding good teachers) .....	Yes	No	Not Sure
4. Ladder Levels .....	Yes	No	Not Sure
5. Staff development activities .....	Yes	No	Not Sure
6. New teacher incentive programs .....	Yes	No	Not Sure
<b>Do you think . . .</b>			
7. Student progress should be a factor influencing the award of performance bonuses? .....	Yes	No	Not Sure
8. Student progress should be a factor influencing teacher evaluations? .....	Yes	No	Not Sure

## II. Enhancement of the Teaching Profession

Please use the scale below to rate the contribution of each Career Ladder component to the overall enhancement of the teaching profession.

<b>1</b> Very Ineffective	<b>2</b> Somewhat Ineffective	<b>3</b> Somewhat Effective	<b>4</b> Very Effective	<b>5</b> Extremely Effective	<b>6</b> Not Sure
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- 9. Extended contract workdays ..... \_\_\_\_\_
- 10. Career Ladder advancement ..... \_\_\_\_\_
- 11. Job enlargement (extra pay for extra work) ..... \_\_\_\_\_
- 12. Performance bonus for outstanding classroom teaching ..... \_\_\_\_\_
- 13. Staff Development ..... \_\_\_\_\_
- 14. New teacher incentive program ..... \_\_\_\_\_

### III. Career Ladder Impact

Please use the scale below to answer the following questions.

1 Not at All	2 Slight Degree	3 Moderate Degree	4 Substantial Degree	5 Very Great Degree	6 Not Sure
-----------------	-----------------------	-------------------------	----------------------------	---------------------------	---------------

To what degree . . .

15. has the Career Ladder Program in your district had a positive impact on the instructional climate (e.g., a shared feeling of striving for improvement in instruction in your school)? .....
16. has the Career Ladder Program in your district had a positive impact on the instructional skills of teachers in your school? .....
17. has the performance bonus aspect of your district's Career Ladder Program identified and rewarded outstanding teaching performance? .....
18. does your district's Career Ladder Program help teachers achieve professional growth? .....
19. does the district's Career Ladder Program contribute to the overall efforts of the district in upgrading the educational program (such as improving the curriculum, providing inservice training, etc.)? .....
20. has your district followed fair, open, and consistent procedures in administering the Career Ladder Program? .....
21. has the Career Ladder Program in your district enabled you personally to improve the quality of supervision of teachers in your school? .....
22. has the mentor teacher program for new teachers been valuable? .....
23. has information about the district's Career Ladder Program been available to your school? .....
24. has the State Office of Education supported your district in the administration of the Career Ladder Program .....



#### IV. Extended Contract Year Component

Please use the scale below to indicate the degree to which teachers in your school have participated in each of the following activities during the additional workdays made possible by the extended contract year.

1 Not at All	2 Slight Degree	3 Moderate Degree	4 Substantial Degree	5 Very Great Degree	6 Not Sure
-----------------	--------------------	----------------------	-------------------------	------------------------	---------------

- 25. Planning for classroom instruction ..... \_\_\_\_\_
- 26. Participation in inservice training ..... \_\_\_\_\_
- 27. Participation in professional development other than training ..... \_\_\_\_\_
- 28. Accomplishment of critical clerical functions ..... \_\_\_\_\_
- 29. Additional opportunities to meet with parents ..... \_\_\_\_\_

#### V. General Comments About the Utah Career Ladder Program

Please use the scale below to your answer the following questions.

1 Not At All	2 Slight Degree	3 Moderate Degree	4 Substantial Degree	5 Very Great Degree	6 Not Sure
-----------------	--------------------	----------------------	-------------------------	------------------------	---------------

To what degree . . .

- 30. has the teacher evaluation process changed in your district as a result of the Career Ladder Program? ..... \_\_\_\_\_
- 31. do you think Performance Bonus Component in your district fairly rewards meritorious teaching performance? ..... \_\_\_\_\_
- 32. do you believe the Career Ladder Program evaluation processes accurately measure teacher performance? ..... \_\_\_\_\_
- 33. is information about your district's Career Ladder Program being communicated to parents and citizens in the community served by your school? ..... \_\_\_\_\_

To what degree does the Career Ladder Program make the profession more attractive to . . .

- 34. Current teachers ..... \_\_\_\_\_
- 35. Prospective teachers ..... \_\_\_\_\_

Please use the scale below to answer the following questions.

1 Very Negative	2 Slightly Negative	3 Slightly Positive	4 Positive	5 Very Positive	6 Not Sure
-----------------------	---------------------------	---------------------------	---------------	-----------------------	---------------

36. What impact has the Career Ladder Program had on the morale of those teachers participating in the extended contract year component (additional workdays made available to all teachers)? .....
37. What is your reaction to a team approach to the performance bonus (for example, an entire grade level or a department might be treated as a unit for evaluation and qualification for the performance bonus)? .....
38. What direct beneficial impact has the Career Ladder Program had on students? .....

### VI. Time Commitment

39. During the 1992-93 school year, about how many hours per month did you spend administering the Career Ladder Program .....
40. Do you feel the results of the Career Ladder Program justify the time spent? (Please circle one) ..... Yes<sup>(1)</sup> No<sup>(0)</sup> Not Sure<sup>(2)</sup>

### VII. Personal Information

41. Are you ..... (Please circle) Male<sup>(1)</sup> Female<sup>(0)</sup>
42. What is your district? \_\_\_\_\_
43. Is your school best described as (Please circle one) ...  
 (1) (Elem) (2) (MS/JHS) (3) (HS) (4) (Other \_\_\_\_\_)
44. Is your school (Please circle one). ....  
 (1) (Urban) (2) (Suburban) (3) (Rural)
45. Is there anything further you would like to share with us about the Utah Career Ladder Program?  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

**Thank you!**

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# Appendix C

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## Abbreviations and Terms

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## Abbreviations and Terms

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Agency:	Used to indicate one of the 40 school districts, 5 Applied Technology Centers, or Schools for the Deaf and Blind throughout the state of Utah
Agencies:	Used to indicate, collectively the 40 school districts, 5 Applied Technology Centers and Schools for the Deaf and Blind in the state of Utah
ATC:	Applied Technology Centers
BBIE:	Beryl Buck Institute for Education
Block Grants:	A special funding category under which funds (in this case Career Ladder funds) were distributed allowing local flexibility to decide how the money was to be spent.
Districts:	Referring to the school districts in the state (may have been used interchangeably with agencies).
H.B.:	House Bill
PTA:	Parent-Teacher Association
S.B.:	Senate Bill
SBE:	State Board of Education
UEA:	Utah Education Association
USDB:	Utah Schools for the Deaf and Blind
USOE:	Utah State Office of Education
WPU:	Weighted Pupil Unit

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