

# MAINE STATE LEGISLATURE

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SPECIAL COMMISSION TO  
STUDY THE IMPLEMENTATION  
OF EDUCATIONAL REFORM

APRIL 1985

MEMBERS:

\*Sen. Kenneth Hayes (Chair)  
Comm. Robert E. Boose, Education  
Comm. Rodney L. Scribner, Finance  
Gary W. Moore, Supt. (Windham)  
Ann Hill, Mayor (Waterville)  
Rep. Edwin Randall  
Sen. Nancy Randall Clark  
Rep. Steven Crouse  
Sen. Thomas R. Perkins  
Rep. Lorraine Chonko  
\*Rep. Stephanie Locke  
\*Rep. Nancy Masterton

\*Legislative term expired at  
end of 111th Legislature

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MAJORITY REPORT

INTERIM REPORT OF THE SPECIAL  
COMMISSION TO STUDY THE  
IMPLEMENTATION OF EDUCATIONAL  
REFORM ON RECOMMENDATIONS  
FOR EDUCATOR RECOGNITION GRANTS  
AND SALARY ENHANCEMENT OF  
MAINE TEACHERS  
MARCH 1985

SUBMITTED BY:

\*Sen. Kenneth Hayes (Chair)  
Comm. Robert E. Boose, Education  
Comm. Rodney L. Scribner, Finance  
Gary W. Moore, Supt. (Windham)  
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111th Legislature



STATE OF MAINE

SPECIAL COMMISSION ON THE IMPLEMENTATION OF EDUCATIONAL REFORM  
AUGUSTA, MAINE 04333

April 2, 1985

Honorable John Diamond  
Chairman, Legislative Council  
112th Maine Legislature  
Augusta, ME 04333

Dear Rep. Diamond:

The Special Commission to Study Implementation of Educational Reform established pursuant to PL 1983, c. 859 is pleased to submit its majority report.

The Majority report provides recommendations to compliment these goals:

1. To clarify the definition of recipients of teacher recognition grants;
2. To provide a long term plan for permanently enhancing teacher compensation;
3. To incorporate the additional state appropriations to enhance teacher salaries into the School Finance Act and thereby increase the state share to approximately 60%.

The analysis and recommendations presented in the majority report provide implementing language for achieving these goals.

Sincerely,

A handwritten signature in cursive script that reads "Kenneth P. Hayes".

Kenneth P. Hayes  
Chairman, Special Commission  
on the Implementation of  
Educational Reform

Interim Report of the Special Commission to Study  
the Implementation of Educational Reform  
ON RECOMMENDATIONS FOR  
EDUCATOR RECOGNITION GRANTS AND SALARY ENHANCEMENT  
OF MAINE TEACHERS

Recent national studies have alerted public policymakers that our society may be losing the race between "education and catastrophe." In response to this growing concern many states have initiated programs to increase the excellence of education in their schools. In September of 1984 meeting in special session, the Maine Legislature enacted and Governor Brennan signed a complex educational reform package encompassing at least 8 major reform issues including new school approval standards, increased general requirements, student assessments, an increase in the State share of school funding, the testing of entry teachers and an annual salary stipend of \$2,000 for all full time teachers.

As a result of the pressures of time and politics during this special session, several issues were left unresolved and a Special Commission for the Study of Implementation of Educational Reform was established to recommend implementing legislation to the 112th Legislature by April 1, 1985. The Commission was established under P. L. 1983, chapter 506, §13510 which provides:

§13510. Special Commission to Study the Implementation of Educational Reform

1. Commission established. There is created the Special Commission to Study the Implementation of Educational Reform. The commission shall consist of 12 members. Eight members shall be legislators of whom 5 shall be members of the Joint Standing Committee on Education and 3 of whom shall be members of the Joint Standing Committee on Appropriations and Financial Affairs. The President of the Senate shall appoint 3 of the legislator members; and the Speaker of the House shall appoint 5 of the legislator members. Legislative members shall represent a bipartisan point of view. The remaining 4 members shall be appointed by the Governor and shall be persons familiar with education and education finance, 2 of whom shall be the Commissioner of Educational and Cultural Services, or his designee, and the Commissioner of Finance and Administration, or his designee. Members shall serve until accomplishment of the tasks specified in this chapter. Legislative members shall not be disqualified for discontinuance of legislative service. Vacancies may be filled with qualified appointees by the appointing authority.

2. Commission duties. The commission shall study issues related to the implementation of education reform in Maine. The commission shall address the following concerns and take the following action.

A. Study the impact on local communities of the education finance act and of implementing increased curriculum and graduation requirements and recommend ways to meet increased local needs. The commission shall estimate projected local costs, including catastrophic costs, and propose alternative methods for meeting those costs, including recommendations for additional state funding of education costs;

B. Study and make recommendations on ways to permanently enhance teacher compensation, including examination of a statewide salary schedule, a minimum base salary, stipends, and other options which may be submitted to the commission for consideration;

C. Study and make recommendations on the need for and methods of ensuring the maintenance of local educational efforts and that state funded recognition grants shall not be considered in the collective bargaining process;

D. Study the definition of teacher, including part-time personnel, for the purpose of determining which educational personnel qualify for teacher recognition grants. In conducting this part of its study the commissioner shall bear in mind that the purpose for those grants was to enhance the status of and to reward classroom teachers. The commission shall make recommendations on the short-term and long-term implementation of a teacher compensation plan; and shall include in its report an assessment of the need for a panel to settle disputes regarding teacher compensation;

E. Study the advantages and disadvantages of and make recommendations on the inclusion of teacher recognition grants in earnable compensation for retirement purposes;

F. Study the operation of collective bargaining at the local level and make recommendations for changes which would improve the quality of education; and

G. Examine and make recommendations on other issues which the commission determines affect the quality of education in Maine.

3. Commission report. The commission shall report to the Joint Standing Committee on Education. The report shall include estimated state and local costs of recommendations and implementing legislation, if necessary. The first report shall be due on April 1, 1985. In the succeeding years, the commission shall report annually on January 1st, until such time as the committee determines it has completed its task.

A. On April 1, 1985, the commission shall recommend an interim mechanism for expending allocated moneys to enhance teacher remuneration.

B. The commission's permanent recommendations for the use of allocated funds shall be in accordance with the following intent of the Legislature.

It is the intent of the Legislature that the qualifying \$27,000,000 per year initially utilized for teacher recognition grants and such additional moneys as the Legislature may appropriate to implement this chapter shall continue to be available to enhance education in maine, including use for teacher compensation, increasing state aid to local units through the finance act or other programs which the Legislature determines will enhance the quality of education in Maine.

Pursuant to this legislative mandate the following commission members were appointed:

Robert E. Boose, Commissioner, Department of Educational and Cultural Services; Rodney L. Scribner, Commissioner, Department of Finance and Administration; Stephanie Locke, Dover-Foxcroft; Gary W. Moore, Superintendent, Windham School System; Nancy Masterton, Cape Elizabeth; Mayor Ann Hill, Waterville; Kenneth Hayes, Veazie; Rep. Edwin Randall, East Machias; Rep. Lorraine Chonko, Pejepscot; Sen. Nancy Randall Clark, Freeport; Rep. Steven Crouse, Crouseville; and Sen. Thomas R. Perkins, Blue Hill.

At the first Commission meeting Dr. Hayes was elected chair of this Commission

Since convening the Commission has met 15 times to gather information and to prepare an interim report. The commission agreed early that the interim report should consist of recommendations regarding:

- (1) definition of stipend recipients, including recommendations for part-time personnel, shared positions, and teachers on sabbatical leave.
- (2) a permanent plan for enhancing teacher compensation.

#### I. Educator Recognition Grants

The present report is also based upon the following additional agreements by the commission. These include:

- (1) that the intent of the Legislature is to apply stipend monies for compensation;
- (2) that there are 14,297 full-time equivalent educators;
- (3) that the appropriated revenue will be not less than \$14.25 mil FY 85-86 and not less than \$28.5 mil in FY 86-87;

- (4) that the passage of LD 2482 implies a commitment by the Legislature to honor "teacher stipends";
- (5) that "teacher stipends" should not extend beyond 2 payments;
- (6) that the commission prefers a simple plan for enhancing teacher compensation; and
- (7) that increased teacher compensation should be added to the state share of the school funding formula in FY 88-89.

After lengthy discussions and following a public hearing on definition of teacher on January 17, 1985, the commission voted to

- (1) reaffirm the categories of stipend recipients in the original bill;
- (2) change the name of the grant to Educator Recognition Grant;
- (3) include part-time personnel, persons on sabbatical and shared positions as recipients;
- (4) provide for a review process of stipend allocation; and
- (5) provide a formula for allocation of the at least \$14.25 million based on certified number of eligible recipients.

Following these general agreements the Commission voted on February 27, 1985, to recommend the following to the 112th Legislature:

Recommendation I

CHAPTER 506

TEACHER RECOGNITION GRANTS [NEW]

§13501. Purpose

This chapter establishes the Teacher Educator Recognition Grants Program, a state-funded program to recognize the importance of teachers in our state's schools.

It is the purpose of this program to retain and attract intelligent people within the teaching profession by providing state funded recognition grants in addition to, and not in lieu of, locally established salary schedules. The program will be administered by the commissioner.



§13502. Definitions

As used in this chapter, unless the context otherwise indicates, the following terms have the following meanings.

1. Qualifying schools. "Qualifying schools" means the following:

A. Public schools that are governed by a school board of a school administrative unit;

B. Private secondary schools approved for tuition whose school enrollments are at least 60% publicly-funded students as determined by the previous school year's October to April average enrollment; and

C. Schools operated by an agency of State Government, including the following:

(1) Baxter School for the Deaf;

(2) Arthur R. Gould School'

(3) Pineland State (Berman School; and

(4) Education of children in unorganized territories.

2. ~~Teacher~~, Educator. "~~Teacher~~" "Educator" means a person certified by the Department of Educational and Cultural Services who is an employee of a public school, an eligible private school or a state operated school including elementary and secondary teacher, specialized subject teacher, vocational-industrial teacher as defined in the certification rules of the State Board of Education. "~~Teacher~~" "Educator" includes, by position title, only the following:

A. Classroom teacher;

B. Itinerant teacher;

C. Guidance counselor;

D. Librarian-media specialist;

E. Special education teacher;

F. Special teacher of reading; and

G. Speech clinician-teacher.

Grant recipients shall not include persons providing contract services to a school administrative unit or units. All educators on approved sabbatical leave who are expected to resume their position in a local school unit shall be included as recipients of these grants. Substitute teachers and

educators employed less than a full recognition grant period shall not be eligible for those grants.

3. Recognition grant period. "Recognition grant period" means the fall or spring half of a school year as defined by the commissioner.

§13503. Teacher Educator recognition grants

Teacher Educator recognition grants of up to \$1,000 shall be awarded ~~twice-during-the-school-year~~ once during each of two recognition grant periods to only those teachers educators who have been employed full-time in qualifying schools, ~~since-the-first-day-of-each-corresponding semester.--Teachers-employed-less-than-full-time-or-less-than-a-full-semester,--as-determined-by-the-qualifying-school,~~ shall not receive a prorated grant amount.

The grants will be pro-rated to persons whose assignments are less than full time or who job-share a single position. No individual educator may require more than 100% of a grant in any recognition grant period.

§13504. Schedule of payment

Grants will be issued by the Treasurer of State on February 15th and August 15th of 1986.

§13505. Local filings; certification

Qualifying Superintendents of schools units shall file with the commissioner a certified list of teachers educators eligible to receive grants under this chapter, including their names, mailing addresses, social security numbers, income tax withholding status and current salary. Filing information shall be submitted on or before January 15th for the February 15th schedule of payment; the filing for the August 15th schedule of payment shall be submitted on or before July 15th.

§13506. Responsibility of the commissioner

The responsibilities of the commissioner to implement this program are as follows.

1. Notification of filing deadlines. The commissioner shall notify all qualifying schools at least 45 days in advance of the filing deadline.

2. The Commissioner of Education shall review this list of eligible recipients and determine the amount of each grant by dividing the total number of full time equivalent educator positions into the budget allotments as recommended in PL 1984, Chapter 859 minus the cost of the review panel in subsection 4.

2. 3. Transmittal of information. The commissioner shall transmit the necessary filing data to the Department of Finance and Administration in sufficient time to allow the issuance of payments on February 15th and August 15th of each year.

4. Educators may appeal the assigned Educator Recognition Grant in writing to a Grant Review Panel or Panels by March 15, 1986, for the grant assigned February 15th and by September 15th for the August 15th grant. The panel or panels shall be composed of one representative of teachers, one representative of school management and one member of the public. The panel or panels shall be established by the commissioner.

3. 5. Financial records. The commissioner shall design and maintain financial and filing records.

4. 6. Rulemaking. The commissioner may adopt rules pursuant to the Maine Administrative Procedure Act, Title 5, chapter 375, to implement this chapter.

§13507. Local collective bargaining

The state-funded recognition grants shall not be considered during local collective bargaining for the purposes of setting teachers' salaries.

## II. Educator Enhancement Program

A majority of the Commission was agreed that the teaching profession is uniformly undercompensated and that monies reserved for teacher stipends should be built into a long term plan following the 2nd payment. The proposed Educator Enhancement Program is based upon the following assumptions:

(1) that local school units should receive block grants for 2 successive years to raise their salary schedules to an entry level bachelor's degree salary of not less than \$14,500 in 1986-87 and an entry level bachelor's degree salary of not less than \$16,000 in 1987-88.

(2) that all school administrative units should be eligible for these monies in block grants in fiscal years 1986-87 and 1987-88;

(3) that the salary schedule above the minimum shall be collectively bargained where a bargaining agent is present; and

(4) that in 1988-89 not less than \$28.5 million should be included in State share of the school funding formula thus easing again the burden on the local property tax and increasing the State share to approximately 60%.

Recommendation II:

§13403. Minimum salaries for 1986-87

1. Minimum salaries. Each school administrative unit shall establish a minimum starting salary of \$14,500 for a certified teacher with a bachelor degree for the school year starting July 1, 1986 .

2. State funds; non-lapsing fund. Each school unit is eligible to receive a block grant equal to the aggregate amount of educator recognition grants paid to the unit's educators in August 1986. If a school unit does not expend the total block grant to increase educator salaries above 105% of 1985-86 salary levels, the unallocated portion of the block grant shall be returned to the State and placed in a non-lapsing account.

§13404. Minimum salaries for 1987-88

1. Minimum salaries. Each school administrative unit shall establish a minimum starting salary of \$16,000 for a certified teacher with a bachelor's degree for the school year starting July 1, 1987.

2. State funds. Each school unit is eligible to receive a block grant equal to twice the aggregate amount of the educator recognition grants paid to the unit's educator in August 1986 plus a prorated share of the non-lapsing fund created in §13403, sub-§2. If a school unit does not expend the total block grant to increase educator salaries above 105% of 1986-87 salary levels, the unallocated portion may be used to implement educator recognition plans approved by the commissioner for any of the following:

- A. master teacher plans;
- B. career ladders;
- C. instructional staff development;
- D. paraprofessionals for non-instructional duties;
- E. longer school year for teachers; and
- F. other areas for educator recognition as determined by the local unit.

3. Maintenance of effort. The superintendent must certify in the education recognition plan that the school unit has maintained its level of funding at 1986-87 levels plus 5%.

4. Public participation in educator recognition plan. Education Recognition plans in sub-§3, shall be based upon public participation including teachers, administrators, School Board Members and public.

§15502, sub-§1 is amended by adding the following paragraph at the end:

In computing the percentage state share under this section for FY 1988-89 and FY 1989-90, the State's share shall be adjusted by adding the block grant costs under §13403 and §13404 to the State share. The resulting increase in the State's percentage share shall be used to establish the new minimum state share in FY 1990-91 and subsequent years.

### III. Additional Oversight Activities

The charge of the Commission included studying a number of other issues which have not been covered in this interim report. Three of them relate to the Recognition Grant and remuneration enhancement issues addressed above:

1. Methods of insuring maintenance of effort by school administrative units and for assuring that the recognition grants do not effect local collective bargaining;
2. The operation of collective bargaining and its effects, if any, on the quality of education; and
3. The effects of including the Recognition Grants as earnable compensation for retirement purposes.

A fourth area related to the general impact of the reforms enacted by the Special Session on local school units. Several of the reforms will place added requirements and financial burdens on these units and the short and long term effect on state and local funding need to be assessed and planned for.

An additional problem area which needs to be addressed is the impact on non-receiving units of the transition from block grants to incorporation of the funds into the School Finance Act. These units will be encouraged under the block grants to increase salaries and to start new programs. When the block grants terminate, these units will have to fund the programs from local effort.

While the Commission did not have time to address these issues in this interim report, its members concur with the intent of the implementing legislation that these are important areas which need to be considered in future reviews of the educational reforms enacted by the Special Session.

LR/lk/1546  
C:1595



MINORITY REPORT ONE  
INTERIM REPORT OF THE SPECIAL  
COMMISSION TO STUDY THE  
IMPLEMENTATION OF  
EDUCATIONAL REFORM  
LOW TEACHER EARNINGS:  
UNDER EMPLOYMENT NOT LOW  
RATE OF PAY

MARCH 1985

SUBMITTED BY:  
Sen. Thomas R. Perkins



State of Maine

SPECIAL COMMISSION ON THE IMPLEMENTATION OF EDUCATIONAL REFORM  
AUGUSTA, MAINE 04333

April 2, 1985

Honorable John Diamond  
Chairman, Legislative Council  
112th Maine Legislature  
Augusta, ME 04333

Dear Rep. Diamond:

I am pleased to submit this minority report of the Special Commission to study the Implementation of Educational Reform established pursuant to PL 1983, c. 859. While I agree that something should be done to correct the low remuneration of teachers, I do not accept the majority report's assumption that the rate of pay of teachers for the school year is lower than the average professional salary in other sectors of the Maine economy.

Teachers need to have their yearly income raised and Maine schools need to improve the quality of instruction and curriculum. The proposal in this report to create summer stipends for teachers is a method to address both of those goals at the same time.

Sincerely,

A handwritten signature in cursive script, appearing to read "Tom Perkins".

Senator Thomas R. Perkins



## ALTERNATIVE ONE

### Interim Report of the Special Commission to Study the Implementation of Educational Reform

#### LOW TEACHER EARNINGS: UNDER EMPLOYMENT NOT LOW RATE OF PAY

Teachers are paid to work 180 days or 36 weeks out of the year. If normal paid holidays, two weeks of paid vacation, and 600 hours of compensatory overtime are included, the employment year for teachers is still only 43 weeks.<sup>1</sup> The 43 week year means their employment opportunities are 17% lower than professionals in other employment categories (30% less if the work year is set at 36 weeks).

The effect of this lack of employment opportunity for teachers has a considerable impact on their earning power of relative to other professions. This impact is presented in Graphs 1 and 2. Both graphs are based on a comparison with bachelors degree teachers salaries. They present average starting salaries on the left and average high salaries on the right. The average mean salaries are in the middle. The salaries of professionals in other employment categories are compared to teachers by measuring the number of dollars these professionals earn above or below the teachers salary. Thus the teachers salaries are represented by the darker horizontal line while the other groups salaries range above or below this line.

The first graph compares other groups yearly salaries to the bachelors degree teachers school year (43 week) salary. Based on this straight comparison teachers are clearly under paid. Only one category of professionals, those in nonmanufacturing, had an average salary less than the teachers school year salary.

However, the straight comparison does not clarify whether the low earnings are due to a lower rate of pay or whether it is due to the shortened work year of teachers. For comparative purposes Graph 2 increases the teachers salaries to include 9 weeks summer employment at their 43 week school year rate of pay to bring their salary base up to 52 weeks. Based on a 52 week earning year, teachers would have a higher average salary than professionals in 4 of the 6 groups studied and only be lower than professionals with masters degrees employed by the state and professionals in manufacturing.

<sup>1</sup>The September to June school year includes 10 state holidays. One vacation day for every month worked this would add another 2 weeks. In addition if the three school vacation weeks during the school year were included as compensation for overtime (2/3 hours a day, 3 1/3 hours a week or 120 a year), the comparable teacher work year would be 43 weeks

Based on this comparison the low earnings of teachers is clearly a result of the shortened work year for teachers and not their low rate of pay for the period they are employed.<sup>2</sup>

Dealing directly with the cause of the teachers low pay, by extending their employment opportunities to a full year, has several advantages. First, it would defuse the negative perception many have of teachers as only working part-time. Teachers would have the same full-time employment opportunity and full-time status as members of other professions. Second, if the goal is to improve the quality of instruction and learning in our schools, it would provide an opportunity for both teachers and schools to spend time on these efforts. The present 5 days allotted to in-service training are insufficient if teachers are to adapt their teaching methods and course contents to meet the needs of a changing economic, communications and social structures. The current practice of a few school units for intermittent and part-time employment of teachers during the summer to revise curriculum also does not allow for a frequent or comprehensive enough review to raise the standards and quality of school programs across the state. Finally, if resources remained after fulfilling the first two elements, teachers would be available to provide enrichment and extra curricular programs for interested gifted and average students and remedial programs for those who needed extra help to keep abreast of the school year program.

In short by offering teachers an opportunity for full year employment, their salaries would be competitive with professionals in other segments of the society. They would also be paid more for doing more and the added resources of teacher time could be used to improve the quality of education in Maine.

RECOMMENDATION ONE: THE STATE SHOULD ENACT SUMMER PROGRAM GRANTS (EXTENDED SCHOOL YEAR FOR TEACHERS GRANT PROGRAM) TO MAKE TEACHERS EARNING CAPACITIES EQUAL TO OTHER PROFESSIONALS IN THE STATE AND TO PROVIDE TEACHERS AND SCHOOL THE OPPORTUNITY TO IMPROVE THE QUALITY OF EDUCATION IN MAINE. A PROPOSED SUMMER GRANT PROGRAM IS ATTACHED.

<sup>2</sup>The graphs also compare the extreme high and low salaries of teachers with other professions. Private sector salaries clearly end higher than teachers, but they also start lower. Public sector state salaries and health sector salaries parallel more closely teachers salaries. For the same mean salary, the teacher's scale could be patterned more closely after professionals in any of the other sectors. However, to offer teachers the starting salaries of public employees and the high salaries of the private sector would give them the best of both worlds and raise the average salary well above that of other professional groups

The Fall 1984 Special Session of the 111th Legislature made a commitment to teachers to recognize their contribution to education by enacting a Teacher Recognition Grant Program. While there are numerous problems and almost universal criticism of the recognition grant mechanism enacted by the special session, these grants should be honored for one payment before the money is incorporated into the Summer Program Grants recommended above. In order to insure a smooth administration of the program, the revisions proposed in the main report should be incorporated with minor adjustments to limit the program to one payment.

**RECOMMENDATION TWO: THE TEACHER RECOGNITION GRANTS SHOULD BE AWARDED IN FEBRUARY 1986 FOR THE FIRST HALF OF THE 1985-86 SCHOOL YEAR. SUGGESTED REVISIONS TO THE GRANT PROGRAM ARE ATTACHED.**

Finally, a ranking of starting bachelors degree salaries reveals a general clustering of salaries between \$11,000 and \$12,000 for the school year 1984-85. A few school units have starting salaries in the \$9,000 to \$10,000 range and a significant minority within the \$10,000 to \$11,000 range. While there are often historic reasons for why these school units offer low salaries, the revision of the School Finance Act passed by the Fall Special Session provided an additional \$17 million dollars to school units. Part of this additional money was specifically directed toward allowing low expenditure units to come up to the state per pupil average expenditures which would allow them among other things to bring their teachers salaries up to the state average. Therefore, built into the new School Finance Act is the capacity for most school units to bring their salary scales up to reflect a starting salary of \$11,000 based on 1984-85 salary levels. Assuming a 5% salary increase each year, this would result in a starting salary of about \$12,000 in 1986-87.

Based on 1984-85 salaries updated by 5% to estimate 1985-86 salaries, Table 1 lists the units with salaries below a \$11,500 starting salary. It then computes the cost of bringing the salary scales in these units up to an \$11,500 base by multiplying amount the unit is below \$11,500 times the number of teachers and administrators in the unit.<sup>3</sup> Next the estimated additional additional aid received by the unit under the new finance act is subtracted to determine the uncovered cost of increasing salaries to the \$11,500 base. The total cost is \$373,967 while the uncovered costs are \$82,126. Tables 2 and 3 repeat this process for base salaries of \$12,000 and \$12,500. Because it would put an undue hardship on units to meet minimum salary levels for the coming school year any proposed minimum should be established in 1986-87.

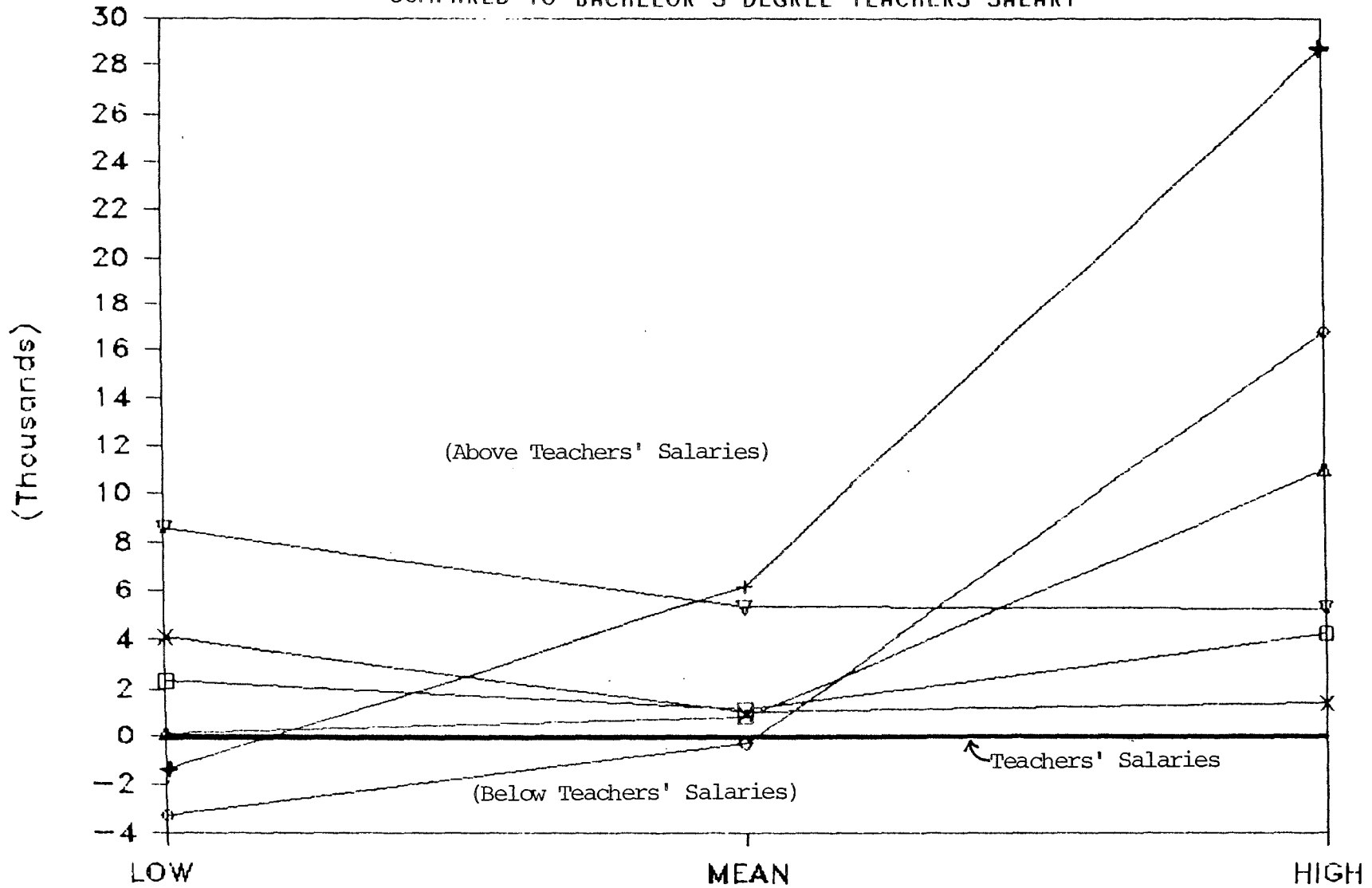
<sup>3</sup>Administrators are included because any increase in teachers salaries will likely result in an increase in administrators salaries and be reflected in the total cost of subsidizable costs in the unit.\*

RECOMMENDATION THREE: THE LEGISLATURE SHOULD ESTABLISH A  
MINIMUM BASE YEAR SALARY OF \$12,000 FOR THE SCHOOL YEAR 1986-87  
AND APPROPRIATES \$82,126 TO COVER THE ADDED COST FOR THE UNITS  
WHOSE COSTS ARE NOT COVERED BY THE INCREASED STATE AID PROVIDED  
IN THE NEW SCHOOL FINANCE ACT.

1597  
C:1666

# PROFESSIONAL SALARIES

COMPARED TO BACHELOR'S DEGREE TEACHERS SALARY



+ MANUFACTURING

◇ NONMANUFACTURING

△ MUNICIPAL

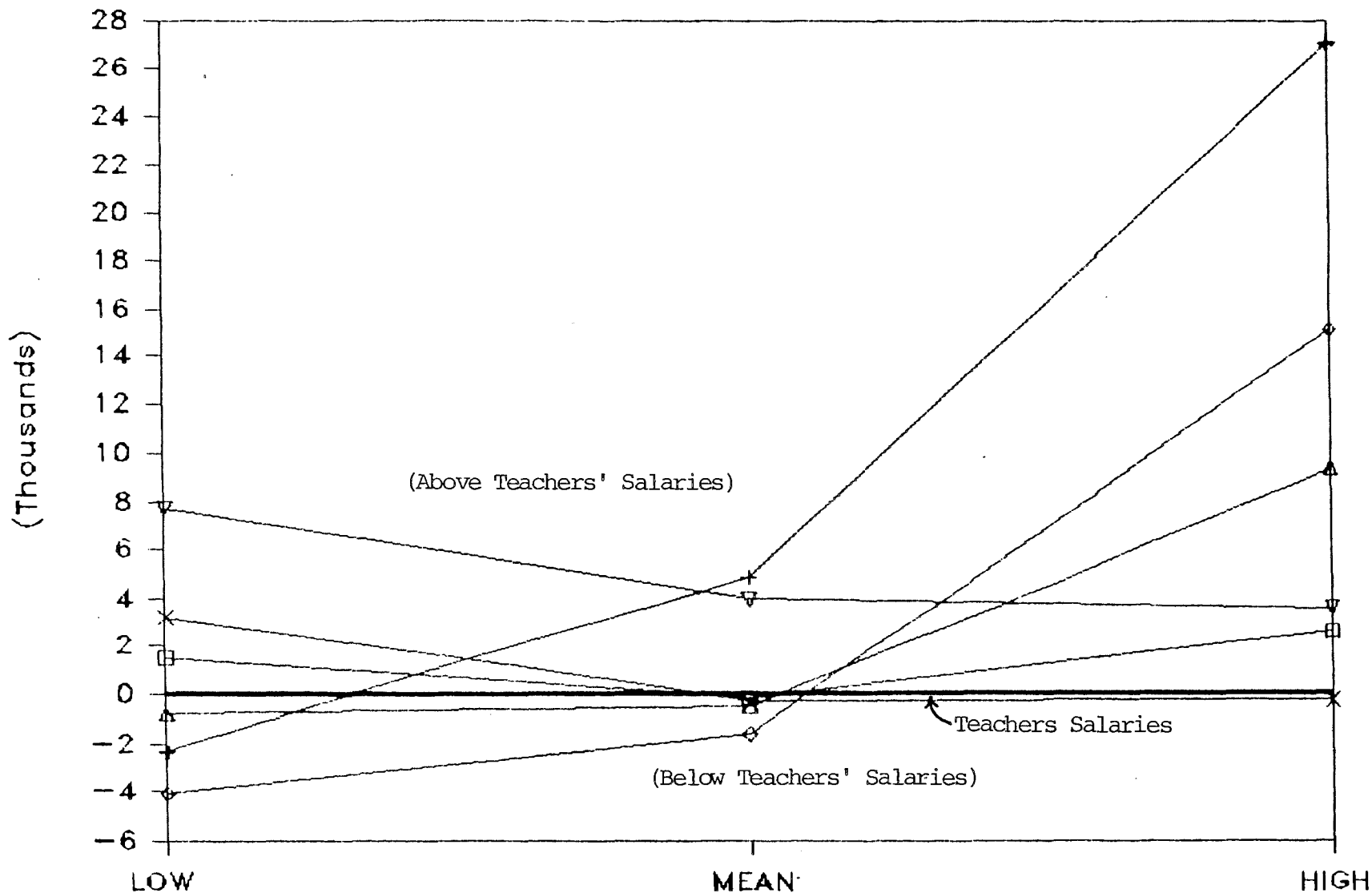
□ HEALTH

x BACHELORS STATE

▽ MASTERS STATE

# PROFESSIONAL SALARIES

COMPARED TO BACHELORS DEGREE TEACHERS SALARY PLUS 9 WEEKS



+ MANUFACTURING

◇ NONMANUFACTURING

Δ MUNICIPAL

◻ HEALTH

x BACHELORS STATE

▽ MASTERS STATE

20-A MRSA Chapter 318 is enacted to read:

Chapter 318

SUMMER PROGRAM GRANTS  
(EXTENDED SCHOOL YEAR FOR TEACHERS GRANT PROGRAM)

§8851. Purpose

Their is established a summer (extended shcool year for teachers) grants program the purpose of which is to encourage school administrative units to improve the quality of education and the expertise and status of teaching as a profession in Maine.

§8852. Plans

To be eligible for the grants, local units must have a plan approved by the commissioner specifying what they will include in the summer program.

1. Development. The plan shall be developed by a team of teachers, administrators, parents and community members. The teachers shall be selected by teachers in the school unit and shall comprise one half of the team. The remaining members shall be selected by the shool board.

2. Approval. The school board shall approve the plan prior to submission to the commissioner.

3. Content. The plans may include, but shall not be limited to, continued and inservice training for teachers; curriculum planning; and remedial, extra curricular, and other educational enrichment programs for students.

4. Impact on wages, salaries and working conditions. The commissioner shall not approve a program unless the collective bargaining agent for the teachers involved certifies that the school administrative unit has satisfied its obligations to bargaining under title 26.

§8853. Teacher

For the purposes of state funding under this chapter, teacher is defined in section 13502, subsection 2.

§8854 Summer stipend

The summer stipend shall be at the same rate of pay as the school year salary.

§8855. State funding

The state shall make available to every school

administrative unit monies equal to the cost of the stipends of teachers participating the the summer program but not to exceed the average rate of pay for teachers in the unit for 7 weeks for up to 1-4th of the number of full time equivalent teachers in the unit in the summer of 1986 and up to 1-2 the number of full time equivalent teachers in the unit in 1987 and subsequent years.

#### STATEMENT OF FACT

Currently teachers' salaries are artificially depressed because they are not provided the same year around earning possibilities as other professions. Professionals in state and local government, the health sector or private enterprise are able to find professional employment on a year around basis while teacher are employed only for the school year. This artificially depresses teacher salaries by from 17 to 30% depending upon whether one considers their present salary to include paid vacation and holidays.

The bill corrects this inequity by providing summer or extended school year employment opportunities for 1/4 of the teachers in the first year and 1/2 of the teachers in subsequent years. The extended employment of teachers will also provide the resources to upgrade the quality of education across the state. Local school units will establish plans for how the this resource of teacher time will be used, but they are envisioned to include training to increase the skills and capabilities of their teaching staff, development of course materials and curricula, and, if desired, extra curricular and enrichment courses for interested students and expanded remedial programs for those having difficulty.

Based on an estimated average salary of \$20,000 for the school year 1986 and 14500 full-time equivalent educators, the cost of the program is estimated a \$13.5 million for the summer of 1986 and \$27 million for the summer of 1987

LHR/1k/1201



TABLE 1: THE COST OF ESTABLISHING A \$12,000 MINIMUM SALARY FOR TEACHERS IN 1986-87

SCHOOL UNIT	BA LOW	NUMBER OF TEACHERS	ADDITIONAL		1986-87*		ADJUSTED* 1986-87 BA-LOW	AMOUNT		
			CHANGE IN STATE AID	\$ PER TEACH	BELOW \$12,000	TOTAL COST		BELOW \$12,000	TOTAL COST	
REED PLT.	\$9,000	4.3	\$3,174	\$738	\$9,923	\$2,078	\$8,933	\$10,661	\$1,339	\$5,759
OTIS	\$9,975	3.3	\$10,407	\$3,154	\$10,997	\$1,003	\$3,308	\$14,151		
ROBBINSTON	\$9,975	4	\$18,708	\$4,677	\$10,997	\$1,003	\$4,010	\$15,674		
MANCHESTER	\$10,240	16.5	\$31,728	\$1,923	\$11,290	\$710	\$11,722	\$13,213		
SAD #44	\$10,325	100.6	\$54,593	\$543	\$11,383	\$617	\$62,039	\$11,926	\$74	\$7,446
LISBON	\$10,388	116.7	\$182,946	\$1,568	\$11,453	\$547	\$63,862	\$13,020		
JONESBORO	\$10,400	7.7	(\$609)	\$0	\$11,466	\$534	\$4,112	\$11,466	\$534	\$4,112
SAD #26	\$10,400	6.1	\$38,646	\$6,335	\$11,466	\$534	\$3,257	\$17,801		
NOBLEBORO	\$10,500	13.1	\$18,453	\$1,409	\$11,576	\$424	\$5,551	\$12,985		
SAD #1	\$10,500	206.1	\$451,828	\$2,192	\$11,576	\$424	\$87,335	\$13,769		
BENEDICTA	\$10,500	4.2	\$2,738	\$652	\$11,576	\$424	\$1,780	\$12,228		
STOCKHOLM	\$10,500	4.4	\$3,559	\$809	\$11,576	\$424	\$1,865	\$12,385		
LINCOLNVILLE	\$10,500	13.8	\$28,439	\$2,061	\$11,576	\$424	\$5,848	\$13,637		
SAD #25	\$10,500	59.8	\$6,045	\$101	\$11,576	\$424	\$25,340	\$11,677	\$323	\$19,295
SAD #8	\$10,551	19.6	\$0	\$0	\$11,632	\$368	\$7,203	\$11,632	\$368	\$7,203
JONESPORT	\$10,600	15.8	\$14,370	\$909	\$11,687	\$314	\$4,953	\$12,596		
SD. AROOS. CSD	\$10,600	46.1	\$12	\$0	\$11,687	\$314	\$14,452	\$11,687	\$313	\$14,440
BEALS	\$10,600	8.8	\$10,750	\$1,222	\$11,687	\$314	\$2,759	\$12,908		
LAMDINE	\$10,650	11	\$13,264	\$1,206	\$11,742	\$258	\$2,842	\$12,947		
ACTON	\$10,700	13.2	\$10,183	\$771	\$11,797	\$203	\$2,683	\$12,568		
BREMEN	\$10,700	9.5	\$29,641	\$3,120	\$11,797	\$203	\$1,931	\$14,917		
SOUTH BRISTOL	\$10,700	8	\$0	\$0	\$11,797	\$203	\$1,626	\$11,797	\$203	\$1,626
SAD #39	\$10,747	44.8	\$16,307	\$364	\$11,849	\$151	\$6,784	\$12,213		
SAD #52	\$10,750	133.6	(\$14,230)	\$0	\$11,852	\$148	\$19,790	\$11,852	\$148	\$19,790
LITCHFIELD	\$10,793	24.1	\$42,168	\$1,750	\$11,899	\$101	\$2,427	\$13,649		
WALES	\$10,800	12.9	\$21,730	\$1,684	\$11,907	\$93	\$1,200	\$13,591		
SAD #33	\$10,800	48.9	\$52,357	\$1,071	\$11,907	\$93	\$4,548	\$12,978		
MINOT	\$10,800	9.8	\$23,303	\$2,378	\$11,907	\$93	\$911	\$14,285		
NACHIAS	\$10,800	49.5	\$68,047	\$1,375	\$11,907	\$93	\$4,504	\$13,282		
BRISTOL	\$10,800	18.3	\$0	\$0	\$11,907	\$93	\$1,702	\$11,907	\$93	\$1,702
TRENTON	\$10,800	5.9	\$0	\$0	\$11,907	\$93	\$549	\$11,907	\$93	\$549
MECHANIC FALLS	\$10,800	31.7	\$26,850	\$847	\$11,907	\$93	\$2,948	\$12,754		
WHITNEYVILLE	\$10,800	2.2	\$0	\$0	\$11,907	\$93	\$205	\$11,907	\$93	\$205
SURRY	\$10,830	7	\$21,529	\$3,076	\$11,940	\$60	\$419	\$15,016		
HANCOCK	\$10,850	12.4	\$47,062	\$3,795	\$11,962	\$38	\$470	\$15,757		
TOTAL									\$373,967	\$82,126

\* Based on 1984-85 salaries plus 5% for two years.

\*\* Adjusted by adding the change in state aid per teacher.



MINORITY REPORT TWO

INTERIM REPORT OF THE SPECIAL  
COMMISSION TO STUDY THE  
IMPLEMENTATION OF EDUCATIONAL  
REFORM ON RESTRICTING  
TEACHER RECOGNITION  
GRANTS TO TEACHERS

MARCH 1985

SUBMITTED BY:

Rep. Lorraine Chonko  
\*Rep. Stephanie Locke  
\*Rep. Nancy Masterton

\*Legislative term expired at  
end of 111th Legislature



State of Maine

SPECIAL COMMISSION ON THE IMPLEMENTATION OF EDUCATIONAL REFORM  
AUGUSTA, MAINE 04333

April 2, 1985

Honorable John Diamond  
Chairman, Legislative Council  
112th Maine Legislature  
Augusta, ME 04333

Dear Rep. Diamond:

I am pleased to submit the minority report of the Special Commission on the Implementation of Educational Reform established pursuant to PL 1983, c. 859. The recommendations of this report address the primary concern of the Governor's Commission on Education to recognize teachers. They also stay within the budgetary guidelines established by the 1984 Special Session of the 111th Legislature.

One of the co-signers of this report, Nancy Masterton, does not support any particular recommendation as to how the additional monies recommended by Governor Brennan just before the majority report was finalized. She, therefore, does not support the specific reallocation in Recommendation Three.

The other signatures do recognize preschool handicapped programs as an area of particular need. The State has, over the past several years, offered grants to encourage local school units to start programs for handicapped preschool children. Once the grant period runs out the local units must rely solely on local funds. Recommendation Three of this report would allow these expenditures to be included as subsidizable special education costs in the School Finance Act. Since early intervention reduces the need for latter, and more costly school services, the initial cost of this program should result in long run savings.

Sincerely,

A handwritten signature in cursive script that reads "Lorraine Chonko".

Lorraine N. Chonko  
Representative

## ALTERNATIVE TWO

### INTERIM REPORT OF THE SPECIALCOMMISSION TO STUDY THE IMPLEMENTATION OF EDUCATIONAL REFORM ON RESTRICTING TEACHER RECOGNITION GRANTS TO TEACHERS

Much of the discussion of the Special Commission and the testimony collected at the public hearing had to do with how broad or all encompassing a definition should be in defining a teacher for the purpose of the recognition grants. Several of the groups left out of the definition asked to be included on the grounds that since other non-classroom instructional personnel were included they also should be included. Others argued for inclusion of part-time teachers, those who job shared, and those on sabbatical leave.

The main report partially accepts these arguments. It recognized that the list of personnel in the Act passed in the special session included individuals other than those commonly considered to be "teachers" by changing the word "teacher" to the broader word 'educator'. It also accepted the position that part-time, job sharing, and sabbatical leave personnel who otherwise met the definition should be included. It did, however, reject inclusion of educational personnel in other professional categories than those already listed in the Act passed last Fall.

The main report also concluded that part-time and job-sharing teachers should not be penalized by being excluded from receiving a recognition grant. However, it is not a teacher recognition grant if numerous other categories of workers are also included. If the intent of the Governor's Commission and the intent of the Governor's original recommendation for a recognition grant were to recognize teachers and enhance their status vis a vis other newer, more prestigious school professions, then the grants must be restricted to teachers. The main report made only a perfunctory analysis of the impact of increasing base salary levels and gave no consideration to the secondary impact such an increase would have on administrator salaries or the states contributions to the teacher retirement system.

RECOMMENDATION ONE: THE TEACHERS RECOGNITION GRANT PROGRAM SHOULD BE AMENDED TO RESTRICT IT TO TEACHERS AND TO MAKE CERTAIN AMENDMENTS TO CLARIFY ITS ADMINISTRATION. (The proposed changes are attached.)

This report recognizes that a method of providing a permanent mechanism for enhancing teachers earnings is necessary. The mechanism suggested by the main report is one way of accomplishing a transition. However, further study needs to be made to assure that the minimum salary levels suggested can be funded within the money provided.

RECOMMENDATION TWO: THE TRANSITION MECHANISM FROM THE RECOGNITION GRANTS TO A PERMANENT METHOD OF ENHANCING TEACHERS EARNINGS SUGGESTED BY THE MAIN REPORT SHOULD FIT WITHIN THE FUNDING LEVELS PROVIDED.

The central aim of the education reforms passed in the Fall Special Session was to improve the quality of education in Maine. It was also the intent that this should be done by increasing the State's contribution while maintaining the present level of local commitment. There is at least one program presently administered by the Department of Education that encourages local units to begin programs and then does not provide any state tax dollars for their continuation. Specifically, these are grants to start preschool classrooms for handicapped students. The department encourages local units to start the classrooms by using federal grant money to cover the startup costs of the programs for two years. After two years the local units are expected to fund the programs totally with local funds. To establish a state and local sharing of these programs the costs of the programs should be considered allowable within school funding formula.

RECOMMENDATION THREE: THE COSTS SAVED BY RESTRICTING THE TEACHER RECOGNITION GRANTS TO TEACHERS SHOULD BE USED TO FUND THE STATE SHARE OF INCLUDING THE PRESCHOOL HANDICAPPED CLASSROOM PROGRAMS IN THE SCHOOL FINANCE ACT. (See proposed statute below.)

RECOMENDATION ONE

CHAPTER 506

TEACHER RECOGNITION GRANTS [NEW]

§13501. Purpose

This chapter establishes the Teacher Recognition Grants Program, a state-funded program to recognize the importance of teachers in our state's schools.

It is the purpose of this program to retain and attract intelligent people within the teaching profession by providing state funded recognition grants in addition to, and not in lieu of, locally established salary schedules. The program will be administered by the commissioner.

§13502. Definitions

As used in this chapter, unless the context otherwise indicates, the following terms have the following meanings.

1. Qualifying schools. "Qualifying schools" means the following:

A. Public schools that are governed by a school board of a school administrative unit;

B. Private secondary schools approved for tuition whose school enrollments are at least 60% publicly-funded students as determined by the previous school year's October to April average enrollment; and

C. Schools operated by an agency of State Government, including the following:

(1) Baxter School for the Deaf;

(2) Arthur R. Gould School'

(3) Pineland State (Berman School; and

(4) Education of children in unorganized territories.

2. Teacher. "Teacher" means a person certified by the Department of Educational and Cultural Services who is an employee of a public school, an eligible private school or a state operated school including elementary and secondary teacher, specialized subject teacher, vocational-industrial teacher as defined in the certification rules of the State Board of Education. "Teacher" includes, by position title, only the following:

- A. Classroom teacher;
- B. Itinerant teacher;
- C. Special education teacher;
- D. Special teacher of reading; and

Grant recipients shall not include persons providing contract services to a school administrative unit or units. All teachers on approved sabbatical leave who are expected to resume their position in a local school unit shall be included as recipients of these grants. Substitute teachers employed less than a full recognition grant period shall not be eligible for those grants.

3. Recognition grant period. "Recognition grant period" means the fall or spring half of a school year as defined by the commissioner.

#### §13503. Teacher recognition grants

Teacher recognition grants of up to \$1,000 shall be awarded ~~twice-during-the-school-year~~ once during each of two recognition grant periods to ~~only~~ those teachers who have been employed ~~full-time~~ in qualifying schools, ~~since-the first day of each corresponding semester.~~ Teachers-employed less than full time or less than a full semester, as determined by the qualifying school, shall not receive-a prorated grant amount.

The grants will be pro-rated to persons whose assignments are less than full time or who job-share a single position. No individual teacher may receive more than 100% of a grant in any recognition grant period.

#### §13504. Schedule of payment

Grants will be issued by the Treasurer of State on February 15th and August 15th of 1986.

#### §13505. Local filings; certification

Qualifying Superintendents of schools units shall file with the commissioner a certified list of teachers eligible to receive grants under this chapter, including their names, mailing addresses, social security numbers, income tax withholding status and current salary. Filing information shall be submitted on or before January 15th for the February 15th schedule of payment; the filing for the August 15th schedule of payment shall be submitted on or before July 15th.



§13506. Responsibility of the commissioner

The responsibilities of the commissioner to implement this program are as follows.

1. Notification of filing deadlines. The commissioner shall notify all qualifying schools at least 45 days in advance of the filing deadline.

2. The Commissioner of Education shall review this list of eligible recipients and determine the amount of each grant by dividing the total number of full time equivalent educator positions into the budget allotments as recommended in PL 1984, Chapter 859 minus the cost of the review panel in subsection 4.

2- 3. Transmittal of information. The commissioner shall transmit the necessary filing data to the Department of Finance and Administration in sufficient time to allow the issuance of payments on February 15th and August 15th of each year.

4. Teachers may appeal the assigned Teacher Recognition Grant in writing to a Grant Review Panel or Panels by March 15, 1986, for the grant assigned February 15th and by September 15th for the August 15th grant. The panel or panels shall be composed of one representative of teachers, one representative of school management and one member of the public. The panel or panels shall be established by the commissioner.

3- 5. Financial records. The commissioner shall design and maintain financial and filing records.

4- 6. Rulemaking. The commissioner may adopt rules pursuant to the Maine Administrative Procedure Act, Title 5, chapter 375, to implement this chapter.

§13507. Local collective bargaining

The state-funded recognition grants shall not be considered during local collective bargaining for the purposes of setting teachers' salaries.

RECOMMENDATION THREE

FIRST REGULAR SESSION

ONE HUNDRED AND TWELFTH LEGISLATURE

Legislative Document

No.

STATE OF MAINE

IN THE YEAR OF OUR LORD  
NINETEEN HUNDRED AND EIGHTY FIVE

ACT to Allow School Administrative Units  
to Provide Services to Preschool Handicapped Students.

Be it enacted by the people of the State of Maine as follows:

Sec. 1. 20-A MRSA amend chapter 307 by adding under the  
title the words:

SUBCHAPTER I  
PRESCHOOL COORDINATION PROJECTS

Sec. 2. 20-A MRSA amend chapter 307 by adding before  
section 7706 the words:

SUBCHAPTER II  
ADDITIONAL PROGRAMS

Sec. 2. 20-A MRSA §7706 is amended to read:

§7706. Additional speech and language programs

In addition to the programs authorized in this chapter, the  
commissioner may authorize expenditures to institutions and  
organizations for speech and language education of hearing and  
language impaired children who have not reached compulsory  
school age.

Sec 3. 20-A MRSA §7707 is enacted to read:

§7707. Preschool services to handicapped children.

In addition to the programs authorized in subchapter I, the commissioner may authorize expenditures to school administrative units for services to preschool handicapped students.

1. School year 1985-86. For the school year 1985-86 expenditures will be made directly to school administrative units based on costs for the base year 1983-84 updated to 1984-85 expenditures..

2. School year 1986-87 and subsequent years.. Starting in 1986-87 for base year costs in 1984-85, expenditures will be made through the school subsidy formula.

3. Federal and state funds. Federal and state grants awarded to school administrative units to initiate these services shall be considered local funds in computing the units educational costs in chapter 606. For the base year 1984-85 only, federal money passed through to the local units under the federal PL94-142 legislation and used to fund preschool classrooms for handicapped students may be considered local funds in computing the units educational costs under chapter 606.

4. Governance and financial responsibility. The school board responsible for operating the preschool service shall assume the financial responsibility for the program. It shall receive the state subsidy for the program and may charge tuition for costs which excess expenditures made for those programs in the base year.

Sec. 3. 20-A MRSA §15603, sub-§22, ¶D is enacted to read:

D. Starting in 1986-87 for expenditures in the base year 1984-85, the following preschool handicapped services:

(1). The salary and benefits costs of certified professional, assistants and aides or persons contracted to perform preschool handicapped services which have been approved by the commissioner; and

(2). The cost of tuition to other schools for programs which have been approved by the commissioner.

20-A MRSA §15612, sub-§8 is enacted to read:

8. Preschool handicapped services adjustment. The allocation for services under §15603, sub-§22, §D shall not include 80% of the service costs which have been funded under health insurance policies, federal and state programs other than those listed in §7707 or other third party providers.

Where ever practical, school administrative units shall utilize these insurance and other third party payors as the first source of funds for these preschool handicapped services.

#### STATEMENT OF FACT

There is a general consensus among professionals and research studies on young children with special needs that early intervention in the provision of services to these children can significantly reduce the need for special education services in the child's school career. The department of education has tried to address this need in two ways. First, through a system of preschool coordination sites, it encourages areas to maximize the use of available community and regional services. Second, through a program of preschool discretionary grants, it helps local school administrative units develop educational programs for preschool handicapped children. These new services are designed to fill gaps in the local service systems so that the new programs complement rather than compete with existing services available in the area.

While the grants have led to a number of very innovative programs in local school units, the grants are only for one or two years. Since preschool programs for handicapped students are not eligible for state support under the School Finance Act, once the grant is over the local unit must fund the project totally with local property tax dollars.

The bill would allow the cost of preschool programs to be included as special education costs under the Finance Act. Federal and state grants could be used as seed money to determine the cost of the program for state subsidy purposes. The Commissioner would have control over the number and quality of the programs through the requirement that services eligible for state subsidy must be approved by the Commissioner. It would be permissive at the local level and provide help to those units which decided to develop programs but it would not extend the mandate for required programs. The bill also attempts to limit costs by providing an incentive for school administrative units to collect payments for certain special services presently the responsibility of other third party payors.

1615M  
C:1668