TEACHER INDUCTION IN THE MIDWEST:
Illinois, Wisconsin, and Ohio

Lora Bartlett, Lisa Johnson, Diana Lopez, Emily Sugarman and Marguerite Wilson.

May 2005

Acknowledgements

The report was made possible by a grant from The Joyce Foundation. The paper was prepared as a catalyst for discussion at a Joyce sponsored Midwest Teacher Induction Policy Summit held in Chicago, Illinois in May of 2005. Many people made this report possible. We are especially grateful to the respondents, who not only gave their time to be interviewed, but have worked extensively in their own states to cultivate and develop good induction policy and programs to support new teachers. Their honest depictions of efforts, successes and challenges made this analysis possible. This report also benefited enormously from the editing and critical eyes cast over it by: Betty Achinstein, Gary Bloom, Christopher Cross, Stephen Fletcher, Sabrina Laine, John Luczak, Dan Lynch, Michael Strong, Anthony Villar. We thank them all for their detailed analysis and comment. We wish to extend our appreciation to Mimi Appel, Sharon Nelson and Suzanne Riley for building the context and relationships needed to conduct the research interviews.

We would also like to thank Ellen Moir, Executive Director of the New Teacher Center, for her vision, guidance, and ongoing support.

Table of Contents

Introduction

This paper analyzes the findings from a three-state study of teacher induction policy. It looks within and across the states of Illinois, Ohio, and Wisconsin to explore the landscape and experience of teacher induction. Special attention is paid to what is mandated and funded at the state level as well as the enactment of induction in urban school districts. This paper finds that:

- The focus on induction has recently increased in these three states and that each state's induction policy is in a different place along a developmental continuum.
- States have linked teacher induction to credentialing as an effective policy lever.
- The goals, elements, and outcomes of induction need to be clearly articulated and tracked at the state level to ensure the full potential of induction is realized.
- Effective induction policy balances state guidelines with local autonomy.
- Insufficient funding for new teacher induction can widen the student achievement gap.

The data are based on document reviews and phone interviews conducted between January and April 2005. In each state, we conducted interviews with key policy makers, advisors and those positioned at the state level to be both knowledgeable about and influential in the crafting of induction policy. We also conducted urban district interviews with key district and union leaders. The interviews focused on teacher induction and we asked specifically about: the history and evolution of programs, details of current efforts, descriptions of what is considered most desirable, perceived barriers between current efforts and desired programs, and conceptions of the state's role in orchestrating teacher induction.

This report has three main parts. In the first section we frame the study by defining and exploring induction, describing the data collection and analysis methods, and providing a cross-state overview that situates each state as an example of a particular policy configuration of mandates and funding, while highlighting some of the themes we identified. Section Two houses extensively detailed state-by-state analyses of induction policy with profiles of cases of urban induction. Brief discussion sections follow each state analysis, with the main discussion and implications are to be found in section three.

SECTION ONE

The Focus on Induction

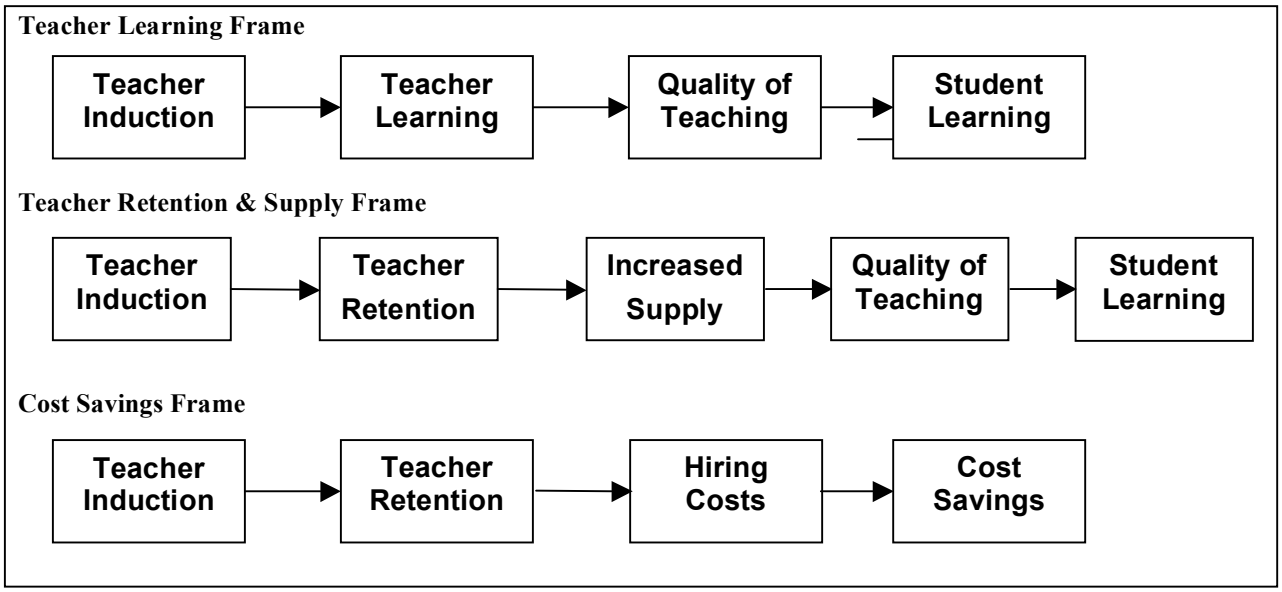
BACKGROUND

Attention to new teacher induction has grown in recent years. In the 1990-91 school year, 51% of new U.S. teachers reported participation in a formal induction program. This had risen to 83% by 1999-2000[1]. Part of that increase is a result of a recent rapid expansion of state-level policy focused on induction. In the 1990's state sponsored induction was rare. Even by 1998 only 14 states provided funding for induction programs (most under the framework of mentoring) and only ten set aside monies for mentor training[2]. As of 2003, 30 states report offering an induction program to its novice teachers while 28 states specifically require at least one year of mentor support. Currently, 16 states both require and finance mentor support with anywhere between $500 and $3,500 per new teacher annually[3].

INDUCTION DEFINED

Teacher induction, broadly construed, is the support and guidance provided to novice teachers in the early years of their teaching careers. Induction, as a concept, encompasses orientation to the workplace, support for teacher socialization and learning and guidance through the early stages of teaching practice. Beyond these generalizations it is difficult to identify a universally accepted set of goals and structures for teacher induction. Some define the goal as teacher learning that will increase the level of teacher quality, others see it primarily as a retention tool to decrease the high rate of teachers leaving the profession during their first five years. Still others connect teacher induction to student achievement. All three are possible goals of induction. The pursuit of one need not exclude the pursuit of the others. Reducing teacher turnover is also seen as a pathway to reducing school costs related to training and hiring teachers[4]. These different goals of induction are visually represented as a flow chart with three distinct frames in Figure 1.

Figure 1: Three Frames of Induction



FORMS OF INDUCTION

The specific form that induction takes also varies across and within states. Induction can mean a one-day workshop, or a series of classes, an on-going teacher-learning network, a mentor to work one-on-one with the new teacher or some combination thereof. Variety exists even within these categories. For example, in its most basic form, mentoring is a buddy system that provides new teachers with a supportive friend in the earliest days of their teaching career. At the opposite end of the continuum, mentoring provides new teachers with highly trained and networked members of an 'induction/learning community,' offering formative assessment and feedback based on and directed at the improvement of their evolving teaching practice. Under this vision of teacher professionalization, new teacher development is intimately linked to the immediate and proximal development of an experienced mentor partner. California, for example, provides guidelines for induction programs that comprise 20 standards set forth by the California Commission on Teacher Credentialing[5], but allow flexibility within those standards so that there may be considerable variability throughout the state in how they are operationalized. Despite this variety, much is known about the effective forms of induction.

INDUCTION AND TURNOVER

It is clear that the form of induction is significantly related to the effectiveness of induction in reducing teacher turnover rates. Smith and Ingersoll[6] offer a compelling analysis of this. Using national databases, they examined the relationship between selected induction elements and the turnover risk of first year teachers. They also calculated the effect of induction packages on turnover rates. Their findings suggest:

- Having an out of field mentor reduced the risk of new teachers leaving at the end of the first year by 18%, but having a mentor in the same field reduced the leaving risk by about

30%.

- While participation in seminars or classes had a small but statistically insignificant reduction in the risk of leaving, common planning time with other teachers[7] reduced the risk of leaving by 43%.

They identify four levels of induction "packages" ranging from:

1) no induction
2) the basic package: an in-field mentor and communication with an administrator
3) the basic + : add common planning time and new teacher seminars
4) the basic +++: add a support network, reduced number of preps and a teacher's aide.

Essentially they found the turnover rate of teachers decreased as the number of induction opportunities increased (see Table 1).

Table 1: Induction packages and predicted turnover rate of first year teachers

	Mentor In field	Administrator Communication	Common planning time	New Teacher Seminars	Support Network	Reduced preps	Teacher's aide	% of Teachers receiving	Teacher Turnover rate
No Induction								3%	40%
Basic	x	x						56%	39%
Basic +	x	x	x	x				26%	27%
Basic+++	x	x	x	x	x	x	x	<1%	18%

(From Smith & Ingersoll, 2004)

Most teachers report receiving at least some form of induction. The 3% who report they have not participated in any induction have a turnover rate of 40%. However, the 56% who receive the basic package fare little better with a 39% turnover rate. A dramatic reduction in turnover rate (27%) applies to the 26% of teachers who received a basic+ package. The recipients of the basic+++ package, an elite group that represents only 1% of new teachers, experience only an 18% predicted turnover rate of first year teachers – less than half compared to the teachers receiving even the basic package.

Induction in the Midwest - Illinois, Wisconsin, and Ohio

PURPOSE OF THE STUDY

This report offers a state-level picture of teacher induction policy in Illinois, Wisconsin and Ohio, and details teacher induction programs in one or more urban districts in each of those states. We examined the state level and the district level separately and in relation to one another. We further attempted to learn about new teacher induction policy. We asked about the issues these states are grappling with and how they are navigating them. We inquired how they might learn from one another and how other states seeking to improve teacher induction practices might learn from them. At the state level we sought to understand the state's position on new teacher induction including their goals, commitments, and definitions. In particular we examined what each state requires, the degree of policy specificity regarding teacher induction, and the amount of funding allocated for it by the state. At the district level we documented what induction opportunities are currently offered, how they are funded, and the support and challenges experienced locally in implementation. While the picture provided here emphasizes the present, we have positioned the current reality in the context of both the past experience and projections for the future. This evolution of induction offers a more comprehensive perspective on induction in each state.

DATA COLLECTION AND ANALYSIS

The findings in this report were drawn principally from:

1) an extensive analysis of policy, reports and documents from the state and district level
2) interviews with state-level policy informants
3) interviews with urban district level informants

For the state-level analysis, we conducted phone interviews between January and April 2005. We asked mostly open-ended questions and some scaled response questions. We interviewed 11 state-level policy informants in Illinois, 11 in Ohio and 10 in Wisconsin. Sampling was not random – rather it was purposeful and focused on identifying people of diverse perspectives positioned to know what was happening in state policy. For example, we interviewed people working for the state and people in state-level non-governmental organizations. When we interviewed legislators we sought a balanced representation of political parties. At least half of the state-level interviews were with elected and appointed officials. In every state we interviewed someone from the superintendent of public instruction's office, policy advisors to the governor, legislators and representatives from agencies like the department of education. The other interviews included representatives from unions, institutes of higher education and other state-level education agencies. For reasons of confidentiality and anonymity, none of the participants are referred to by name or title.

We recognize that, in a small sample such as this, we may have missed important perspectives, and that our scope is limited. However, we were able to get an in-depth look at the

perspectives of key state leaders and policy watchers who provided a rich and complex picture of each state. We selected District cases to illuminate the urban experience of new teacher induction. Chicago and Milwaukee are the largest cities in Illinois and Wisconsin and provide the best example of urban induction experience in their respective states. Ohio has many more urban centers and a longer history of induction. It is home to the nationally recognized Toledo program, and vibrant induction models have long been in place in other cities. Consequently we elected to look at induction in three Ohio cities – Cleveland, Cincinnati and Toledo. We coupled the district interviews with the analysis of program materials, district reports, and related web sites. We asked district-level respondents to read the profiles for accuracy and provide us with both written and verbal feedback. This process increases our confidence that we have captured their perspectives well.

In analyzing the data we read across the documents and reports for thematic trends and patterns to help understand and develop the story of induction in each state and district. We averaged the responses to the scaled questions. These were not asked of all respondents, so the numbers are smaller than the total sample. While not large enough for statistical analysis, these questions do offer a useful and insightful way of representing the overall perspectives reported. The summary numbers are supplemented with the details and qualifiers elaborated in the interviews. We conducted our cross-state analysis by reading across the states, identifying trends and patterns, and verifying with investigator triangulation.

THE STATES COMPARED

These three states provide a rich and varied sample of teacher induction policy and experience. Each state in this report represents a different model of induction policy as evidenced by its combination of funding and mandates:

- **Illinois**: no mandate and no funding
- **Wisconsin**: mandates induction but authorizes no funding
- **Ohio**: mandates and funds induction programs for new teachers

Further variety exists among the three states. For example, while Wisconsin and Ohio mandate a mentor for all new teachers, Ohio defines the time for that mentor relationship as one year and Wisconsin defines it as 'sometime less than five years'. Furthermore, Ohio has clear state-level induction program guidelines while Wisconsin leaves most of the details up to the local districts.

In other ways, the states are similar. All three states have linked their induction programs to new three-tiered teacher licensure systems. Within the last five years the states have eliminated permanent teacher credentials and instituted staged systems which start with a non-renewable initial or provisional credential, advance to a renewable standard or professional credential, and in Illinois and Wisconsin, the opportunity to reach a third master level (under development in Ohio). In all three states, movement from stage one to stage two is linked to induction legislation. In Ohio and Wisconsin an induction program is mandated for advancement and a mentor is specifically required as part of that program. In Illinois, movement from stage one to two requires evidence of professional development that may take many forms. Induction, in the

form of a state-approved district-sponsored program with a mentoring component, is one of the more time-consuming and demanding of these options.

The close ties between teacher credentialing and teacher induction suggest the states are pursuing improvements to teacher quality and student learning directly through attention to teacher learning. This is worthwhile and laudable, but does not capture the full effect of induction on improving the quality of teaching in schools. Our informants stressed the importance of retention, but no evidence was found to suggest that states are systematically collecting and disaggregating the rate of teacher movers and leavers by district or school, and how it relates to the intensity of induction programs. Not only is tracking the rate of movers and leavers an essential part of the picture, it is also more easily measured than teacher learning.

Table 2: Teacher Credentialing by State

	Stage 1	Stage 2	Stage 3
Illinois	Initial Yrs: 4 non-renewable	Standard Yrs: 5 renewable	Master Yrs: 10 renewable
Ohio	Provisional Yrs: 2 non-renewable	Professional Yrs: 5 renewable	Under development
Wisconsin	Initial Educator Yrs: 5 non-renewable	Professional Educator Yrs: 5 yrs renewable	Master Educator Yrs: 10 yrs renewable

The induction packages offered in each state vary significantly. By Smith and Ingersoll's definitions they range from no induction to an expanded and high end Basic +++ package. This is a useful way of assessing state induction, but is somewhat restricted in that certain program variables are not included. There may also be some program combinations that do not fit their categories. Consequently, as we discuss programs in our report, we sometimes adapt their paradigm to suit our needs:

- Wisconsin mandates a Basic package but some Milwaukee districts offer Basic +
- Ohio has mandated a less than basic package[8] but its district models often extend up to the basic ++[9] with some elements of the most extensive package present.
- Illinois offers the broadest spectrum of packages. Without mandate or funding, some teachers get nothing, while others receive some of the more comprehensive packages available.

State comparisons are displayed in Table 3. Given the great differences in retention rates by induction package, this variation across and within all three states is cause for concern, and suggests the need for future research.

Table 3: Induction packages by state

	Low end package	High end package
Illinois	No induction	Basic +++
Wisconsin	<Basic	Basic +++
Ohio	< Basic	Basic ++

From the scaled questions we can see that all respondents rated mentors and mentor training as very desirable (see Table 4). Generally, mentor selection process and release time for mentors were also considered desirable. Overall, Illinois recorded lower incidence of features and less desirability for them than the other two states. This is probably to be expected given its lack of state mandate and funding.

Table 4. Mean scores on perceived prevalence and desirability of induction characteristics, as reported by state-level policy informant

	Illinois (N=9)		Ohio (N=8)		Wisconsin (N= 9)	
	Currently happening*	Desirable**	Currently happening	Desirable	Currently happening	Desirable
Reduced work load for the new teacher	1.4	2.8	1.4	2.6	1.4	2.5
Common planning time with teachers in their subject area	1.8	2.6	2.1	2.8	1.9	3.0
Seminars/classes especially for new teachers	1.9	2.6	2.5	2.9	2.3	2.8
Participation in a teacher network	2.3	2.8	2.3	2.9	2.1	2.8
A mentor selection process	2.0	2.8	2.8	2.9	1.8	3.0
Mentor training	2.1	3.0	2.8	3.0	2.4	3.0
Mentors matched to new teachers in grade level	1.8	2.3	2.2	2.8	2.5	2.7
Mentors matched to new teachers in subject matter	1.9	2.3	2.4	2.8	2.4	2.6
Release time for mentor teachers	1.6	2.8	2.0	2.8	2.1	3.0
Compensation for mentor teachers	1.7	2.3	2.5	3.0	2.3	2.8

* Responses were on a 1-3 scale: 1=not occurring at all; 2=occurring in some districts; 3=occurring in most/all districts.
** Responses were on a 1-3 scale: 1=not desirable; 2=somewhat desirable; 3=very desirable

Credentialing and Induction in Illinois

BACKGROUND FACTS

- No mandate no funding
- 900 School districts
- 2002-6 Illinois will need 44,000 teachers, of whom 27,000 will be novices[10]
- 32-40% of public school teachers leave within the first five years[11]
- 26% more move among districts

CREDENTIALING: A MENU OF OPTIONS

The process of creating new teacher induction and mentoring programs has coincided with significant changes in the certification process for new teachers, which were instated on February 15, 2000 by the Public Act 091-102, and revised in 2004 by Public Act 093-679. This legislation instated three certification tiers: 1) Initial, 2) Standard and 3) Master. Upon completion of an approved teacher preparation program and a Basic Skills and Subject Area tests, new teachers are issued a categorical, nonrenewable Initial Certification that is valid for up to four years.

To move from an Initial to Standard Certificate[12], teachers must complete at least four years of classroom teaching along with one of many professional development requirements, one of which is participation in an approved teacher induction and mentoring program. The "menu of options" also includes:

- Completion of an advanced degree
- Meeting the Illinois criteria for becoming highly qualified in another teaching area
- Completion of the National Board Professional Teaching Standards
- Completion of eight semester hours of graduate coursework in Self- Assessment of Teaching Performances or NBPTS preparation
- Accumulation of continuing education units or continuing professional development units

Along with the requirements of the new teacher certification process, Public Act 093- 679 also outlines specifications regarding the plan for mentoring and induction programs. According to this piece of legislation, in order to be approved programs must include:

- A description of the role of the mentor as well as the criteria and process for their selection
- The assignment of a formally trained mentor teacher to each new teaching for a specified period of time (to be established by the employing school or district)
- Support for each new teacher in relation to the Illinois Professional Teaching Standards, the content-area standards applicable to the new teacher's area of certification, and any applicable local school improvement and professional development plans

- Professional development specifically designed to foster the growth of each new teacher's knowledge and skills
- Formative assessment that is based on the Illinois Professional Teaching Standards and designed to provide feedback to the new teacher and opportunities for reflection on his or her performance
- Assignment of responsibility for coordination of the induction and mentoring program within each participating school district

The Illinois Professional Teaching Standards define what it means for teachers to be considered highly qualified. Most state respondents agreed that these standards were in place well before No Child Left Behind was passed. The state standards consist of 11 primary foci including, for example, content knowledge, human development and learning, diversity, planning for instruction, and instructional delivery. During their initial years of teaching, the professional development that new teachers must complete in order to advance to their Standard Certificate must address the specific teacher quality standards set forth by the state.

The Induction Picture

STATE LEGISLATION

The guidelines set forth in the Public Act 093-0355 titled *New Teacher Induction and Mentoring*, passed on July 24, 2003, outline the necessary components of induction and mentoring programs that districts must include in order to maintain a state-approved program that teachers are able to use to pass from one level of certification to the next. These components were first identified in the 2000 legislation. This act originated from the Senate Bill 2327, which later was modified to become the Senate Bill 0533. However, because the Act has not yet received funding, districts are not required to develop and implement such programs. Instead, individual districts have devised programs to fit with their own capacities, resulting in a wide variety of programs throughout the state that reflect the diversity of the districts themselves. As one ISLPI commented, quality induction and mentoring programs, therefore, are primarily for new teachers in the *"urban and affluent"* neighborhoods. The latter can afford the induction programs and the former can attract soft money support for induction.

Had the 2003 Public Act received the allocated funding, the equivalent of $1,200 annually for each new teacher, each public school, or two or more public schools acting jointly, would have been required to create a new teacher induction and mentoring program "to assist teachers in developing the skills and strategies necessary for instructional excellence"[13]. The programs must include all of the components outlined in the legislation addressing the new certification process, discussed above. The funds were to be given to the schools for mentor-teacher compensation, mentor and new teacher training, release time, or any combination of the three.

A QUESTION OF FUNDS

Illinois faces an overall lack of funding for schools and all types of educational programs. Interview participants often discussed this raising the extreme funding inequities between the districts as a major educational issue. One ISLPI estimated that *"for the third year running we'll have a couple billion dollar deficit"*. Furthermore, there are great funding disparities among the districts. According to the Illinois Education Research Council[14], "Illinois has the second largest funding gap between its highest poverty and lowest poverty districts." The report also emphasizes that "Illinois ranks low in state funding both to highest poverty and lowest poverty districts" using "the little state funding it provides to differentiate between the two types of districts." As in many other states, there has been a long-standing reliance on local property taxes to fund schools, making it difficult for high poverty districts to raise adequate resources despite equal, or even increased, tax efforts. Another ISLPI confirmed these funding disparities saying:

> *the whole question of school funding is critical. We have some of the worst funding inequalities here in the US, in the state of Illinois. Those funding inequalities affect quality of the teaching that you can sustain in the district, and the also affect the quality of leadership that you can get. It is the whole resource question. When you have some school districts spending three times the amount of other school districts on resources, then it is a huge problem in equities and the student learning results from that.*

THE PERCEIVED REALITY OF INDUCTION EFFORTS

The funding deficit prevented implementation of the state-level induction initiative, so district programs may vary widely in theoretical approach and in application. Illinois officials confirm the existence of such variability. When discussing different possible characteristics of induction programs, virtually all participants responded that, while these activities may be occurring in some districts, they could not confirm that they were happening in all districts across the state. The ISLPIs thought that new teachers were most likely to:

- participate in a network of teachers
- be assigned a mentor (although many agreed that there was great variety as to what was considered a mentor), and
- attend seminars or classes specifically for new teachers.

They considered the most desirable aspects of an induction program were:

- a mentoring component
- network participation, and
- a reduced working load

They felt that the most desirable aspects of a mentoring program were:

- mentoring training (the feature most likely to be a part of existing programs)
- a selection process, and
- release time for mentor teachers

In a report entitled *Teacher Induction in Illinois: Evidence from the Illinois Teacher Study*, published by the Illinois Education Research Council in 2003, the experiences of "Starters" (those who became certified in 1999-2000), and "Stayers" (those with up to five years of teaching experience at the time of the report), are examined. The document outlines eight different induction activities and considers which teachers were most likely to receive which activities, how effective they perceived them as being, and how the induction activities may have affected their plans to remain in the teaching profession through the year 2006. The most valuable induction activities emphasized by the new teachers were:

- access to and education regarding new teaching technologies
- formal mentoring programs
- topical workshops, and
- a reduced working load during their first years of classroom instruction

These were not, however, the activities most commonly accessible to new teachers. Instead, they were most likely to receive:

- technology access,
- a variety of workshops, and
- support sessions.

They were least likely to receive reduced teaching duties and release time to observe other teachers. The report also illustrates that *receiving a variety of induction activities during the first years of teaching dramatically increases the likelihood that new teachers will remain in the profession* (italics ours). Of the new teachers who received only one induction activity in their first year of teaching, only 67% intended to still be teaching in the fall of 2006. However, of those teachers who received at least six of the eight induction activities, 84% confirmed their intentions to continue teaching. Lastly, the report also provides substantial evidence that new teachers, those certified in 1999-2000, were far more likely to receive comprehensive induction activities in their individual schools, indicating an increase in the overall number of induction and mentoring programs in the state[15].

IMPLEMENTATION ISSUES

There has always been a strong sentiment of local control in the state of Illinois. Therefore, any statewide mandate is likely to be met with some trepidation and resistance from districts that are already forced to comply with many rules and regulations. One ISLPI commented:

> *There's a big sentiment of local control here, so like school districts do not want to be told what to do about anything. And if you tell them to do this then they're going to get mad. Even if you give them the money, they'd rather you just give them money and they can do what they want*

This fact, coupled with shifting leadership in the state school board of education and a recent rapid turnover of State Superintendents, has made it increasingly difficult to instigate statewide mandates addressing new teacher induction and mentoring. While *"the bad overall state budget"* was consistently considered the primary obstacle for a state-wide induction effort, ISLPIs also

mentioned *"a lack of unified leadership and clear focus around what the agenda around school change should be,"* the fact that *"it hasn't been embrace as a key issue,"* and its officials *"look at it as administratively difficult to implement."* There is very little hard evidence on what induction and mentoring practices are actually occurring in the many districts in the state. In fact, as one ISLPI mentioned, *"[we don't] have good information on the number of individual district programs that are out there, or we don't, shall we say, we don't collect that at the same level from the state agency."*

For the above reasons, but mostly because of a shortage of funds, the recent legislation that could have generated induction and mentoring activities throughout the state, has had almost no consistent, concrete impact on school districts.

A Case of Urban Induction: Chicago

BACKGROUND FACTS

- 600 schools in CPS
- 27,000 teacher workforce, of whom over 4,000 are in their first two years
- 1,800-2,400 new teachers hired annually
- 37% school budgets derived from state moneys[16] (IL ranks 48th out of 50 states in overall share of district funding from state revenues)
- Some schools overcrowded and in poor condition
- Just over 60% CPS teachers stay beyond five years[17]
- In 2000, fewer than half of all students graduated, high school test scores were consistently low, dropout rate was above 40%[18]

In light of these concerns, the Chicago Public School system has unveiled a plan called "Renaissance 2010" which calls for an unprecedented effort to create more than 100 new schools by 2010. The plan will close both elementary and high schools and reopen them with teams chosen through a rigorous proposal process. Each school will have a new principal, new staff and a new focus, meaning that current teachers, principals and students will be reapplying and moving into new schooling situations across the board.

INDUCTION IN CHICAGO

Chicago's two-year induction and mentoring program, called GOLDEN, is a mandatory for all 4,000+ new teachers. It emphasizes the use of reflective practice, goal setting, and analysis. It was developed by the CPS Human Capital Initiative and the CPS Teachers Academy for Professional Development with the 11 Illinois professional teaching standards in mind. The program is state- approved to meet the Illinois State Board of Education's requirements for an induction program. Thus, participating teachers who complete the program fulfill a major component of the state requirements for advancing from an Initial Teaching Certificate to a Standard Teaching Certificate.[19] GOLDEN is funded primarily through district funds and

secondarily though grants for specific areas of need.

DETAILS OF THE GOLDEN PROGRAM

The GOLDEN program requires new teachers to attend a three-hour orientation, work with an assigned mentor, and complete a minimum of 15 hours of unpaid professional development. Ideally, the first year of the GOLDEN mentoring process consists of:

- Six hours of interaction between the new teacher and his or her mentor to share ideas about classroom management, instructional strategies, and/or lesson planning
- A minimum of four observations (three observed, one observing the mentor or exemplary teacher)
- The documentation of meetings, observations and other mentoring activities on the CPS web-based management support system GOLDEN Teachers Online (GTO).

In the second year of the induction program, new teachers are assigned a coach rather than a mentor. Coaching consists of:

- Regular meetings between the assigned coach and his or her group of up to five second-year teachers
- New teachers complete an Individual Growth Plan specific to the GOLDEN program which involves goal setting, analysis, and a written reflection that must align with the Illinois Professional Teaching Standards
- Second-year teachers are observed by their coach or observe an exemplary teacher once during each semester

Each principal working within the CPS system is required to identify a lead mentor for his or her school. This year, 509 lead mentors within the 600 schools were identified. These lead mentors and their school principals serve as the communication link between the school, other mentors in the school, the new teachers, and the mentoring program. They inform all parties of the requirements and training opportunities offered by the GOLDEN program. Over 1,500 mentors and coaches are trained twice a year by the GOLDEN program (down from four trainings in previous years). The trainings are embedded into school hours and are six-hour sessions that build on coaching, reflective questioning and an overview of the web-based management system. At one time the district paid for the substitutes required by this training, now the schools are required to fund school substitute coverage.

Mentors are paid $750/year for each new teacher that is mentored. Mentors never mentor more than two new teachers and they can retain their positions as long as their principals assign them. Coaches can mentor as many as five new teachers and are compensated $500 a year for coaching one second-year teacher and $250 for each additional teacher. Mentor and coach stipends and the personnel that support the induction program are all paid for by the district budget through Title II – Teacher Quality Funds.

At the time of writing, there is no formal evaluation of the induction program. In past years the program has been evaluated by outside evaluators, using focus groups, observations and narratives of new teachers, mentors, principals and a review of all the program data. The

reviewers defined success not through retention or satisfaction of new teachers and mentors, but by whether mentoring was taking place at all. Future evaluation may take place with the use of the on-line reporting system which generates data regarding the interactions of mentors and their new teachers. Meta-reports generated from these data could assist the district in finding alternative ways to meet the needs of the specialized populations in Chicago.

ISSUES AND CONCERNS REGARDING INDUCTION IN CHICAGO

Our informants expressed several concerns regarding the GOLDEN program. First, though the induction program is a requirement, teachers are not compensated for their time and they are not offered a reduced work load in their first two years. Approximately 65-70% of new teachers participate in the program and our respondents suggested that the other 30-35% are not informed of the requirements or opportunities. One informant suggested that when new teachers are hired, principals must immediately notify human resources so that they can have time to plan an orientation for the beginning of the school year. *"If that was done, I believe there would be a higher percent of participation"* (Union Official, Chicago).

Furthermore, the program is inconsistent throughout 24 geographic areas of the Chicago Public School system. Professional development varies according to how, where, and to whom it is offered. Coordination is sometimes problematic. District-union collaboration continues to develop with regard to new teacher induction. However, according to district officials, better coordination is required between the central office and the area offices involved in supporting the new teacher workshops for a successful induction program, CPS is still working out the details and implementation of induction. District officials noted that they struggle with creating enough central coherence regarding the experiences of new teachers and enough opportunity for differentiation for the variety of school situations within the district. Administering 600 Schools with varying degrees of turnover rates, socioeconomic strata, administrative support and school leadership, CPS has tried to level the playing field by developing differentiated models of mentoring. Paying attention to induction issues over the last five years, district officials recognize that schools have different needs and different practices. For example, some schools have neighboring universities with strong induction programs for their graduates. [20] Other schools fund professional development through grants.

STATE AND DISTRICT ROLES IN SUPPORTING NEW TEACHER INDUCTION WITHIN CHICAGO

The low level of district funding provided from state revenues has created an unstable environment for a statewide teacher induction mandate. The system must recognize the need to support retention through funding. Budget cuts have led to limitations of the new teacher orientation meetings and the new half-day version has been criticized for being too brief an exposure to the district. With more funding, GOLDEN could remedy this limitation and would likely create expanded training opportunities for mentors. Ideally, district and union officials would like to have a deeper understanding of induction, the requirements and value of mentoring, and the financial resources required to implement a successful induction program. They would also like to see greater appreciation for the fact that *"teachers need time to observe one another, to give feedback, and to do peer observation"* (Union Representative, Chicago). They want teacher retention take center stage with stronger partnerships between induction

professionals and school principals. Support for new teachers, especially from principals, must be recognized as critical for the success of schools. A high profile on teacher retention is needed to increase the level of visibility and new teacher support. Yet, in a system of 600+ schools a one-size-fits-all program is not useful. In a state that hosts one large metropolitan area and an array of rural school communities, clear guidelines *and* district autonomy are critical. Support from the state is vital to the implementation a sound induction program in the Chicago Public Schools.

DISCUSSION

In a state such as Illinois where there is no mandate or funding for induction and mentoring, the individual districts devise widely varied programs to support their new teachers. The GOLDEN program in Chicago preceded the state's attention to induction, and has functioned as its own entity for many years. Although it is a state-approved program and participating teachers are able to satisfy their certification requirements, there is no reason to believe that a program of this sort is happening in any other part of the state. In a district with over 600 diverse schools, Chicago officials are astute enough to recognize that one program will not be the most efficient and effective for all schools. Similarly, induction on the state level cannot be designed to serve all districts in the same manner, as there is great variation among the more than 900 districts in the state. Although issues of local control and disorganized state agencies play a role in inhibiting the development of state-mandated induction and mentoring programs, the state must commit to financially supporting such programs in order to ensure that all new teachers are receiving the support they need. Once funding is secured, the tension between a need for state-specified requirements and simultaneous flexibility to account for district variability must be carefully examined. An overall goal of induction is to improve the quality of teaching and learning. There are, however, multiple pathways to this end. That Illinois has so closely connected new teacher induction with the teacher certification process suggests the state intends to improve teacher quality and student learning by directly addressing teacher learning. Illinois does not appear to be attending to retention in the same way. While much research links teacher induction to reduced teacher retention rates, the ISBE 2002 annual report addressing teacher supply and demand issues in the state makes no mention of the possible influences of induction on this outcome. Finally, while there is reason to believe that most teachers in Chicago Public Schools are receiving at least a basic+ model of induction, the current lack of a state-level mandate and funding makes it seem unlikely that all new teachers in all districts will soon be receiving the same quality induction and mentoring.

Credentialing and Induction in Wisconsin

BACKGROUND FACTS

- Mandate since summer 2004, but no funding
- In 2000, 30.6% of school districts in Wisconsin reported difficulty in retaining teachers[21]
- Wisconsin students perform above the national average on NAEP and the ACT, and rank 8th in the nation on high school graduation rates
- However, Wisconsin has the highest achievement gap in the nation between African-American and White 8th grade students in reading[22]

The mandate for teacher induction was passed in the context of a larger reform in teacher licensure standards, Public Instruction Rule (PI) 34, also called the Quality Educator Initiative. Because this rule is new (the newest of the three Midwestern states we studied), it is difficult to draw conclusions about its implementation or success at this point. Although it is new, it is important to understand that PI 34 was being developed prior to 2004 and was written in a collaborative effort between policymakers and educators, showing that stakeholders in different groups agree that induction is an important means to increasing retention rates and teacher quality.

There are three main issues surrounding the teacher workforce in Wisconsin: teacher retention, budget issues, and teacher quality. First, retaining quality teachers is a significant problem in Wisconsin, and, in part, this retention problem stems from a lack of adequate funding for Wisconsin's education system. State informants commented frequently on the budget crisis in Wisconsin and how it has negatively affected education and teacher workforce issues. The budget problems have been partially addressed by introducing caps on teacher salaries and barriers to promotion, which have created disincentives to remaining in the profession. Finally, although Wisconsin is generally proud of the level of teacher quality in the state, an increased focus on teacher quality has resulted from PI 34's ten standards for the teaching profession, which were developed from the INTASC standards. Concern about teacher induction is, in many ways, ultimately a concern surrounding students, and there is concern in Wisconsin about student achievement, particularly with regard to the achievement gap.

CREDENTIALING: PI 34

The state has made an attempt to increase the retention and recruitment of quality teachers through the passage of PI 34, enacted in July 2004 to reform the teacher licensure process. In addition, PI 34 has a secondary emphasis on induction and mentoring as part of the licensure process, implying that Wisconsin is primarily concerned with the teacher learning → teacher quality pathway seen in Figure 1. In terms of Smith and Ingersoll's[23] model of induction programs, Wisconsin mandates a basic model including a mentor, various forms of administrator communication, and new teacher seminar. There is wide variety in what is actually implemented at the local level, so it can be argued that at the implementation level programs range from no induction/basic to basic +++, with the majority of programs falling somewhere in the middle.

PI 34 created a three-tiered licensure system, starting with the *Initial Educator*, which is a

five-year non-renewable license that is monitored and supported by four components of induction:

- support seminars
- ongoing orientations
- a mentor to work with the new teacher, and
- a professional development plan.

An Initial Educator Team (selected by the district and composed of an administrator, an institute of higher education (IHE) representative, and a *non-mentor* teacher) assesses the progress of the new teacher through the professional development plan that focuses on two of the ten Wisconsin Teacher Standards and is defined and developed by the districts. These ten teaching standards, focusing on the ways in which teachers interact with students and accommodate different student needs, were developed from the INTASC standards and are an essential part of PI 34.

In terms of induction, the mentor, ideally, is trained and matched with the new teacher by grade level and subject matter, but the details of the training and the selection process are left up to the districts. PI 34 only specifies that the mentor should be "qualified," (i.e. must have an appropriate license). Indeed, there is very little specificity in PI 34 about what the mentoring relationship should look like[24]. The state does specify, however, that mentoring and induction are an essential aspect of completing the professional development plan and advancing to the next level of licensure.

When the new teacher has completed the Initial Educator stage, he or she may advance to the *Professional Educator* level, which is a five-year renewable license in which a Professional Development Team (composed of three peers selected by the district) monitors the teacher's continuing progress on the professional development plan. If the teacher wishes to, he or she can then apply to be a *Master Educator*, involving a rigorous selection process that can occur in one of two ways: teachers can apply for national board certification, or they can go through the state's own pathway[25]. There have not yet been any Master Educator licenses awarded since the law is so new and the deadline for applications for 2005-06 has not yet passed.

Besides mandating this new credentialing and mentoring system, PI 34 is silent on many of the details of what mentoring should look like and how (if at all) the state should fund this new law. The state has not yet provided any funding for PI 34, and although there is a budget proposal that would allocate $750 in state money per new teacher, it is questionable whether this budget proposal will pass in light of the budget crisis that Wisconsin currently faces. In the absence of state funding, districts have had to resort to using grants from Title IIA of the ESEA to fund their programs, since they have no other source of funding.

The Induction Picture

STATE GOALS FOR INDUCTION

Wisconsin's focus on teacher induction is motivated primarily by a concern for student

achievement, especially targeting the achievement gap. In order to achieve this goal, Wisconsin is focused on developing teacher induction programs to improve teacher quality and increase the likelihood that teachers will remain in the profession beyond the first few years. This dual emphasis on teacher quality and retention is evidenced by the following:

> *"We are concerned by the fact that we see an awful lot of new inductees that leave education within the first two or three years, and we hope that more attention is paid to providing the support on the front end that would not only a) improve the quality of instruction that goes on in our schools, but also b)help to retain those people that are fleeing after the first year or two."*

Despite the fact that most state-level respondents were concerned about retention and quality issues, the state goals surrounding induction programs are quite vague and thus difficult to operationalize and put into action. Informants' comments about goals were vague; one respondent commented that PI 34 "is a licensure procedure that is really predicated on advancing the quality of learning that goes on in our schools," not specifying whether this refers to teacher or student learning and/or how this learning takes place through PI 34. Another respondent noted:

> *"One of the issues that we felt very strongly about was that we need to make teacher preparation lifelong, and one way we needed to do that was to bridge that gap between the pre-service and the K- 12 program and what better way than, you know, the mentoring program just seemed to fit in."*

Undefined state goals are perhaps indicative of the historically non-prescriptive role of the state in favor of deferring to local control, but this also raises a concern that Wisconsin is 'doing induction' without a clear sense of what it wants to achieve with induction or how program form might relate to its function. Respondents repeatedly mentioned the California BTSA program and the Connecticut Pathwise program as potential models for Wisconsin, but did not specify why or how this modeling would occur.

STATE EVALUATION OF INDUCTION PROGRAMS

The vagueness surrounding state goals for teacher induction combined with an emphasis on local control helps to explain why the state is reluctant to create an evaluation system to measure effectiveness of district programs once they are in place. The lack of an evaluation system does not stem from the fact that the law is new, since there seems to be a real spirit of resistance to state evaluation of local education programs. This philosophy is captured in the following statement from a state-level informant: *"I think what [the districts] have to do is to demonstrate that they have a program. And that's probably about as far as our department [the Department of Public Instruction] is going to go."* Similarly, another respondent indicated that the state's only concern is whether districts have programs, but that its goal is to leave the details up to local control: *"My understanding is that the state doesn't want to evaluate. What it really wants to evaluate is whether you [the districts] have a plan, whether you've done what you said you were going to do with the plan, that's about as deep as they want to get."* Many other respondents indicated a similar resistance to state evaluation.

While a focus on teacher quality and teacher learning, however vague, is commendable, ignoring retention rates as a way of evaluating induction means that the state is overlooking a valuable and easy method for tracking the beneficial effects of induction. Furthermore, implementation at Smith and Ingersoll's Basic or Basic + level raises doubt that any real increase in teacher retention is happening as a result of induction, a hypothesis that can only be disproved by data from the state.

Implementation Issues

DEGREE OF SPECIFICITY REGARDING INDUCTION: EMPHASIS ON LOCAL CONTROL

There is a general belief in Wisconsin that each school district has different needs and issues, and that flexibility in implementation should be allowed in order to address these different needs. As one state-level respondent observed, *"Flexibility in anything that we pass is important because what is going on in one school district isn't what is going on in another school district. Sometimes something that is written vaguely was done so on purpose to take into account flexibility at the local level."* Flexibility in terms of implementing the state mandate for induction is evident in the language of the law, PI 34. Although the law is quite specific about who assesses the new teacher, the specifics surrounding the mentoring relationship itself are left almost entirely up to the districts' discretion. The law has only two lines of vague text about the mentoring relationship: *The initial educator shall be provided with a qualified mentor by the employing school district. The mentoring period may be for less than five years*. As one interviewee pointed out,

> *"The language [of PI 34 . . .] is pretty nebulous. It is pretty vague. It says that there will be a mentorship function in the first five years, but it doesn't define the length of time. It doesn't have to be the full five years, so ostensibly, I suppose, it could be the first two weeks."*

Indeed, as many of the respondents pointed out, vagueness around the desired characteristics of mentoring has led to a great deal of variation. This leads to a continuum between the extremes of

> *"all the worst-case buddy system kinds of scenarios that we're probably seeing" and "incredible collaborative support system[s] for new teachers where they really have a very well thought-out mentoring program, where they have mentors who have been trained and in fact have received [...] certification through a mentoring certification program," and then "every single thing in between."*

Further variation exists regarding mentor training and recruitment, matching mentors with mentees, leading one interviewee to conclude: *"there is a lot of variety even within Wisconsin about how induction and new teacher mentoring is handled in every school district."*

Although Wisconsin favors local control, some respondents were concerned about the non-prescriptive role that the state has taken and the lack of accountability and standardization that results from this system. One interviewee asked: *"Why would you default to local control over at*

least even examining what kinds of programs have a rich history of data showing effectiveness?" Another respondent commented:

> *"I think whenever you can allow for localities to make their own decisions and to allow [...] different policy areas to blossom, I think there's always a benefit to that, but you know, I think in some cases when you know something is the right thing to do as a state policymaker I think it's worth you know, putting forth some standards and requirements for localities to follow."*

Thus there is an inherent contradiction in the state approach to teacher induction programs: although many state-level policy people recognized that Wisconsin's approach to induction is based on best practice research and other states' effective programs, the state still refuses to outline some of these best practices as requirements when it comes time to writing the law.

CURRENT AND IDEAL PRACTICES

Informants' lack of clarity about induction programs may result partly from the newness of PI 34 and partly from the wide variability in district program implementation. Many also apparently recognize that some missing characteristics are desirable (see Table 4). Additionally, *all nine* respondents indicated that common planning time for teachers, having a mentor to work with the new teacher, having selection and training structures for the mentor, and providing release time for mentors was highly desirable from a state perspective. Most of the other characteristics were seen as highly desirable, the exceptions being a reduced working load for the new teacher or matching the mentor and new teacher in terms of grade level or subject matter.

Not surprisingly, respondents were unclear about the features of induction programs across the state, reflecting the variation between induction programs and the non-intrusive role that the state has taken in monitoring and evaluating induction programs. Surprisingly, they felt that mentor training, and matching mentors with teachers by grade level and subject matter were most common, while at the same time acknowledging the difficulty of implementing these last two features, particularly in rural districts.

FUNDING OF PI 34: A SOURCE OF OBSTACLES AND FRUSTRATIONS

Reliance on relatively fixed property taxes and district revenue caps make funding for education initiatives difficult. The Wisconsin legislature is considering a budget proposal for FY 05-07 that would allocate $750 per new teacher in state money that would go towards supporting mentoring programs. Most of the respondents agreed, however, that this budget proposal is unlikely to pass, and even if it is passed, $750 is not an adequate amount: *"I haven't yet tracked down enough information to make me satisfied that the amount of money that the state is looking to provide in the next couple of years is really going to be adequate, you know, to fund the need out there."* Compared to other states, according to one interviewee, $750 per new teacher would be about average.

This lack of funding for the new mandate has led to a great deal of frustration and significant obstacles for districts : *"The reality is that resources often prevent the mentor from becoming little more than perhaps a buddy."* Some respondents felt that the state was falling short of its obligations: *"If the state [has] greater control I think I would argue that the state also has*

responsibility to take over and provide an adequate amount of funding as well," others that it was a lack of willingness: *"that doesn't mean if we thought it was most important that we couldn't reallocate, existing dollars for it."*

Lack of funding also leads to inequities among districts, since they rely on local property taxes to fund programs. One interviewee expressed this concern surrounding equity:

> *"I think for some districts that already have a very vital process in place supporting new teachers it's [the proposed state money] probably going to be wonderful […] and a really nice complement [to the resources they already have]. I think for districts that have nothing in place right now […] it's going to probably be very challenging."*

A Case of Urban Induction: Milwaukee

BACKGROUND FACTS

- Milwaukee Public School system (MPS) hires approximately 350 new teachers annually (down from 1,000+ in 2001-3) adding to a total workforce of 6,300
- Additional 130 teachers slated to be cut in the superintendent's latest budget
- MPS has a residency requirement for teachers to live within the Milwaukee school district
- Students of color constitute 85% of the MPS student population
- MPS has high achievement gap
- MPS has high retention and low turnover rates
- New teacher contracts in arbitration over health benefits
- Other challenges are: overcrowding; lack of art, music, and physical education classes; shortage of media specialists; minimal classroom supplies
- In 2004 administration cut the office of professional development

Our informants attributed the high retention and low turnover to a weak economy rather than a commitment to teaching in MPS. Budget challenges were exacerbated by the state of Wisconsin ceasing to fund two thirds of school funding, placing a revenue limit on schools, and a cap on teachers' salaries. This led one district official to characterize the MPSD situation as "impossible."

INDUCTION IN MILWAUKEE

The Milwaukee Induction Program has been influenced by No Child Left Behind, PI 34, Title II Teacher Quality funding, and Carnegie for Teachers for a New Era. It is in its earliest stages of development. The Milwaukee Partnership Academy (a group consisting of community, business, union, and district members) is collaborating and informing the development of induction through focus groups and meetings that clarify the roles of each partner with regard to induction.

Currently, MPS induction consists of:

- seminars and classes developed for new teachers
- a professional network of teachers called *Tapped In*, and, in certain circumstances
- the support of a mentor, and/or common planning time with other teachers in their subject area.

The seminars offered for new teachers are not mandatory, but teachers are paid to attend. The seminars focus on a variety of topics (e.g. classroom management, portfolio development, literacy) of potential interest to new teachers, but attendance at these seminars is low, averaging 10-30 teachers per seminar. The professional network, *Tapped In* is an on-line network facilitated by MPS through a technology grant. Approximately 150-200 new teachers participate in *Tapped In*.[26]

MPS is developing an induction program that includes mentoring. Eight new teachers hired under PI 34 this year are participating in a mentoring relationship supported by MPS through Title Two Teacher Quality Funds. The other 192 new teachers can participate in monthly meetings, new teacher seminars, or the *Tapped In* network. However, generally *"any mentoring that is done is done on an informal basis"* (Union Representative, MTEA). Prior to the state mandate for formal induction, 160 literacy coaches were trained to mentor within the schools. These coaches are not trained to mentor new teachers specifically, but they are full time coaches and do work with new teachers at about a one (coach) to two (new teachers) ratio depending on the number of new teachers in the building. In some circumstances, new teachers are mentored within alternative certification programs (e.g. MTEC, University of Wisconsin – Milwaukee).

In 2003, learning teams were developed to provide and imbed the professional development in the schools. Learning teams also drive the focus on literacy and mathematics in the schools while focusing on improving student learning. Also, the superintendent of MPS has introduced executive coaching to principals throughout the district. Reflective coaching and reflective feedback are likely to become important factors of the mentor training in MPS induction. The state has helped the district pull the reflective coaching skills into the mentoring program because it is part of the planned training for the assessment of the professional development plans that are submitted by the new teachers through PI 34.

STATE AND DISTRICT ROLES IN MILWAUKEE

MPS is revising and implementing its induction program to meet the needs of PI 34. Prior to PI 34, MPS had developed a mentorship program that provided 18 mentors with a caseload of ten first-year teachers each. Three years ago, this program was *"directly and intensely"* serving between 25-33% of the new teacher population (Union Official, MTEA), before being eliminated by budget cuts. A joint work group of administrators, union representatives and community members are now working to implement PI 34 within MPS. According to a district official, *"people are still scrambling to find out what PI 34 means."* MPS is beginning to understand that induction is not just a half-day orientation, but a multi-year process of teacher development. Leadership at the district level is seen as vital: *"there will be a minimalist approach to implementing [induction] in the district unless leadership in the district really grasps this and*

understands it for what it could be" (District Official). The shared recognition of the importance of induction among both district and union officials along with their collaborative relationship will likely prove advantageous for MPS and could result in an induction program that aligns well with PI 34.

District and union officials talked to us about the state's role and responsibility for induction. PI 34 is perceived as useful: *"the state has done a service"* (District Official), but funding and monitoring the implementation of the legislation is necessary. Officials from both the district and the union mentioned the need for the state to set broad boundaries for expectations and clarification on where the district is or is not meeting the requirements. At this point, Wisconsin, a fledgling state with regard to induction, has a mandate without test cases or funding to support or monitor its success. Yet PI 34 has planted a seed and has led district officials to take the matter of induction seriously. The district is developing a commitment and understanding of the value of hiring and retaining highly qualified teachers. They are beginning to recognize the link between highly qualified teachers and student performance. With clear guidelines and financial support from the state, Milwaukee will likely continue to develop their induction program: supporting new teachers, improving teacher quality and increasing levels of teacher retention and student achievement.

DISCUSSION

The district account of teacher induction in Milwaukee highlights some of the challenges surrounding implementation of PI 34 at the district level. Lack of clarity surrounding goals and requirements of induction have led to variety even within the Milwaukee system, just as there is considerable variety among districts throughout the rest of the state. In many ways, the lack of funding or clear direction from the state level has exacerbated the inequities that already exist between and within Wisconsin's diverse urban centers (most notably Milwaukee) and less diverse rural areas.

It is also important to recognize the accomplishments Wisconsin has made since PI 34. Considering that the law was only passed in June of 2004, districts have been making significant strides towards more comprehensive induction programs, and accounts from state-level informants indicate that programs are likely to continue on this path in the future. Also, the accomplishments that Milwaukee has made in response to PI 34 are significant. Although the state only mandates a basic to basic + model, Milwaukee has gone beyond the state requirements in focusing on making their program more comprehensive in the future, approaching a basic +++ model. Considering these achievements in the last year, it is clear that the state mandate has had an important effect on implementation, although a greater sense of clarity surrounding state goals would serve to help districts move towards more comprehensive induction programs.

Clearly, the state's preference for leaving the implementation of PI 34, both conceptually and financially, up to local control, has led to both intended and unintended consequences. Most policy people agree that PI 34 is a step in the right direction, and that it reflects a genuine concern among people in Wisconsin about assuring that there is a long-term quality teacher in every classroom. Unintended effects, however, have included a vague state idea of what the motivation and goals surrounding induction programs should be (and thus how they should be

evaluated), a lack of commitment at the state level to providing the resources the districts need in order to implement PI 34, and an exacerbation of the inequities that already exist between and within Wisconsin's diverse urban centers and mostly white rural districts. The state needs to take a hard look at its theory of action surrounding induction and local control, create clarity around the purpose and general guidelines required to implement a program that is in line with the state, and construct a well-funded induction program based on those goals and assumptions.

Credentialing and Induction in Ohio

BACKGROUND FACTS

- The Ohio Entry Year Program began in January 1998 as a result of new licensure standards
- As of academic year 2002-2003, all new teachers are required to complete an Entry Year Program (EYP) and pass a performance-based exam, currently PRAXIS III, in order to acquire a professional license
- The connection to license requirements and funding are essential components in the widespread implementation of Entry Year Programs throughout the state
- Ohio is facing very tough economic times and all districts included in this study are currently cutting their budgets
- Ohio is one of only 16 states in the nation to have a state mandated and funded teacher induction program
- The Ohio Entry Year Program provides districts with a comprehensive set of guidelines that define the desirable induction elements but leaves room for local adaptation
- All new teachers in Ohio are entitled to a mentor and all mentors are trained.
- The state requires there be a selection process for mentors but allows districts to define their own criteria for that process
- The state approves mentor training but the districts decide which model to adopt
- The state provides districts with $1,100 per new teacher to fund the program but allows districts to determine how to allocate the funds
- It seems that state funding and the linkage to teacher licensing may be keeping teacher induction afloat during this time of crisis
- Local district autonomy has lead to a great deal of variation in the definition and delivery of induction programs
- By the end of the first year of implementation, 2003, only 20% of schools reported requiring entry year teachers to work closely with a mentor[27]

Our interviews with state and district respondents revealed a great deal of variety in the goals and structure of induction programs, because of the local district autonomy. The goal of induction in Ohio is to improve teacher quality thereby increasing student achievement. As the

Entry Year Program was born out of the new *Teacher Education and Licensure Standards*, one of the main purposes was also to have a competent teacher workforce with ongoing professional development. The induction package received by teachers in Ohio varies from the less than basic to the basic + model. The state mandates the less than basic model but our research indicates that much more comprehensive levels of induction exist in some places within the state. Furthermore, these more expanded programs appear to be informed by state guidelines. It seems that state guidelines are noted and incorporated by local programs even without a direct state mandate.

The guidelines for induction in Ohio are fairly clear but the goals for it are more vague. While a tradition of local control in Ohio has led to a great deal of variability and limited state supervision of the Entry Year Programs, our findings show the benefits of a non-prescriptive program.

The Entry Year Program was born out of the new *Teacher Education and Licensure Standards* and one of the main purposes was to have a competent teacher workforce with ongoing professional development. A goal of induction in Ohio appears to be to improve teacher quality thereby increasing student achievement. The state has closely linked induction with teacher credentialing. In particular it has adopted a formative assessment based mentorship model. Taken together, this suggests the state expects to reach its goals of teacher quality and student learning by increasing and perhaps accelerating the learning of new teachers. There does not appear to be similar attention in Ohio to the retention pathway.

CREDENTIALING

The Ohio Entry Year Program began with the *Teacher Education and Licensure Standards*, now Chapter 3301-24 of the Administrative Code. This 1998 legislation created a two-part teacher licensure system and defined professional development standards. Permanent teaching certification was eliminated, and new teachers were required to obtain a two-year provisional license, complete an EYP and pass a performance-based test before progressing to the five-year renewable professional license. Teachers aspiring to acquire a two-year provisional license must first obtain their degree and demonstrate content area knowledge through Praxis II.[28]

The standards state that the Entry Year Program "shall include both a formal program of support, including mentoring to foster professional growth of the individual, and assessment of the performance of the beginning teacher." Performance-based assessment, currently Praxis III, is used to determine if the Entry Year teacher is qualified for a professional license. Praxis III "involves a pre-conference, classroom observation and post-conference by a master teacher from another district who has successfully completed the training required to become a state-approved Praxis III Assessor".[29] EYPs must also be one academic year in length and at least 120 school days. The Educator Standards Board (ESB) has been developed to continue to define what makes a highly qualified teacher and will develop a definition for a master teacher by September 28, 2005.

THE INDUCTION PICTURE

Evolution of attention to induction

> *"Well we've actually had a fairly long history of realizing the importance of it [induction]. Back in the eighties with our previous teacher certification standards there was actually in the regulations, not in state law, but in the regulations there was a stipulation to participate in an entry year program, but then when it was not funded at that time it was just waived administratively …, but it used to say that in order to renew your license you had to have participated in an entry year program, and so there was recognition of the need for it for a very long time and we had that period where the rule was on the books but it was not enforced because there were no funds to implement it and then we moved to the licensure standards, which did include it."*

For some time Ohio's induction picture reflected those in Illinois and Wisconsin. Induction was tied to credentialing and funding was lacking. Like Illinois, it had dormant induction regulations that remained inactive due to inadequate funding. Although state supported induction programs were piloted in 1994, the first statewide mandated and funded induction program was not in place until fall 2002. The state's attention to induction came from a variety of sources including national focus on induction, findings by the Governor's Commission on Teaching Success, and the success of piloted programs. The main goals of the new licensure requirements' entry year program are to support and assess new teachers in ways that help foster professional development.

GUIDELINES FOR ENTRY YEAR PROGRAMS

As stated in *Teacher Education and Licensure Standards*, the Entry Year Program is developed by local school personnel who follow guidelines set by the Ohio Department of Education. These guidelines are laid out by the Ohio Entry Year Advisory Council in their report *Ohio Guidelines for Entry Year Programs* and provide districts with direction regarding components of induction that should be included in the local programs. The guidelines include:

- All Entry Year Teachers must be assigned a 'quality' mentor[30]
- Efforts should be made to match mentors and EYTs based on grade level and subject area
- Mentors must be trained in a way that aligns with the performance-based exam (Praxis III) and have continuing professional development to be mentors
- Mentors must be selected using locally developed criteria
- Mentors who continue to work full time may only mentor one EYT
- There must be a process for pairing mentors and new teachers
- The mentor must have designated time to meet with the EYT within the school day for meetings and observation
- An effort should be made to see if the mentoring relationship is beneficial to the EYT
- There must be a lead mentor and/or program coordinator
- EYPs must prepare and retain in the district an annual report describing the elements,

budget and results of the program. In the event that less than 80% of EYT's fail the PRAXIS III assessment then the ODE will review the program and the reports[31]

Beyond and within these guidelines, much is left up to the districts. For example, payment to mentor teachers, release time arrangements and other reductions in responsibilities are determined locally. Other guidelines are recommended such as matching mentors to novice teachers based on grade level, content area, and school building whenever possible. Every new teacher must have a mentor, but mentor selection, as well as pairing, is largely left up to the districts. Even the definition of what it means to be a 'quality' mentor is locally determined. The state takes no direct oversight of the programs unless it appears they are experiencing high failure rates on the performance based teacher assessment. It is not clear from the guidelines or the licensure standards if information regarding the local program is ever otherwise communicated to the state.

CURRENT AND IDEAL PRACTICES

While the state has clear guidelines, there continues to be a gap between the perceptions of current and ideal induction practices. Ohio's first report on Entry Year Programs, titled *Polishing the Apple: Mentoring Ohio's Entry Year Teachers During the 2002-2003 Academic Year*, summarized the experience and accomplishments of the first mandated Entry Year. Here are some highlights:

- Although the state required that schools provide Entry Year Teachers with a mentor, only 20% of the schools made that a requirement for passing their Entry Year Program
- Of the programs that required mentoring, 41% reported matching the dyad by grade.
- 85% of schools reported that they used Pathwise, a state sponsored mentor training program aligned with Praxis III
- Guidelines also state that specific time must be allocated for the mentor and Entry Year Teacher to meet within the school day; however, one of the lowest reported elements of the guidelines in the first academic year was common or flexible time for the dyad to meet
- Only 60% of schools reported that they allocated specific time for teachers and mentors to meet[32] (one of the lowest reported elements and directly contradicting the guidelines)
- When asked about the challenges within the programs, about one-third of schools reported that adequate time was the biggest issue

Our respondents indicate that the numbers have greatly risen within the two years since this report was published. In particular they report that all new teachers are currently working with a mentor[33] and all OSLPIs, including the two state legislators, indicated that having a mentor work with the new teacher was an extremely desirable component of induction.

We also asked questions about mentor selection, training, matching, and compensation criteria. A **mentor selection process** is part of what is mandated in Ohio, although the specifics of how the mentor should be selected are not. In general, OSLPIs stated that a selection process was currently happening in most places and all but one felt that it was extremely desirable for

there to be a mentor selection process.[34] Secondly, **mentor training** is mandated in the state. All respondents considered it extremely desirable for a mentor to be trained, and five out of seven respondents said all mentors were being trained[35]. The state recommends that EYTs be **matched with a mentor** in their subject area, grade level, and building whenever possible. Respondents answered similarly to questions about matching within subject area and grade level: both were happening in some to most places and they were both very desirable elements of a mentor.

Release time for mentors is not a mandated element of the Entry Year Program. The average respondent reported that mentors were receiving release time in some places and most respondents considered this an extremely desirable trait. **Compensation for mentor teachers** is not mandated in Ohio, but is seen as a local decision. The average respondent reported it was happening in most places[36] and indicated that it was extremely desirable for a mentor teacher to be compensated.

A **reduced workload** for the new teacher is not part of *Ohio's Guidelines for Quality Entry Year Programs*. Respondents indicated that few places were giving their teachers a reduced workload, but they nevertheless considered it a very desirable trait in an induction program. This was the largest difference between what is happening and what is desirable in Ohio, suggesting that a reduced workload for the new teacher is an area the state might need to consider in the next few years.

Planning time within the school day is a required component of the Entry Year Program. Respondents indicated that common planning time was happening in some places. This may be due to the fact that the state only requires that time be allocated to the dyad and not necessarily common planning time. Most respondents indicated that common planning time was a very desirable component of induction but were hesitant to say that it was happening everywhere. **Seminars or classes** especially for new teachers are not mandated but respondents indicated that they are going on in most places. There may have been some confusion because orientations must be provided to new teachers as part of the guidelines although seminars and classes do not. Respondents reported that seminars or classes for new teachers are extremely desirable, which may be the cause for the widespread implementation of them despite the mandate. **Participation in a network of teachers** is not a mandated component of the Entry Year Program. Respondents indicated, however, that between some and most places offered participation in a network of teachers despite the lack of a state mandate. Again, they considered the trait very desirable, which implies that if a component is very desirable, it will not take a state mandate to implement it.

In summary, respondents reported that the state mandated elements of induction were highly desirable and widely implemented throughout the state. They also indicated that other non-mandated elements of induction were highly desirable and yet happening in some places. While the respondents generally reported high rates of implementation across the state, many admitted they based their assessment of the current reality on the guidelines rather than any hard facts. A close link between state requirements and local implementation is little more than an assumption at this point, given that the programs are only evaluated in the face of significant failures in their rate of teacher credentialing. One respondent acknowledged the lack of state oversight and the possibility of an unknown variability across the state – but saw this as a benefit of the flexibility

built into a system based on a combination of state guideline coupled with local control:

> *"We do have guidelines that they're asked to follow and that they're asked to verify that they're following when they request their funding and do their program reports and so forth. So we think that that helps to ensure that to a certain extent at least that the guidelines are being followed in most places. That's not to say that we monitor everyone and we know for a fact that they're all doing exactly what they should, but so I would say that there is definitely some variability, but I could not speak to how wide that variability is and hopefully it's not too much variation across the state . . . The guidelines that we do have certainly provide flexibility to districts. You know, we don't say you have to offer this course and you have to meet this many times, and you have to do that kind of thing, but ...there would be at least attention paid to certain factors."*

This person goes on to elaborate that the process of mentor selection is one area where there is quite likely a significant disjuncture between the state's guidelines – that all districts have selection procedures and criteria – and local implementation. The state does not specify what the selection procedures and criteria should look like. This can allow local adaptability, but the respondent suggested it may also contribute to confusion.

IMPLEMENTATION ISSUES

Ohio attempts to balance the need for a statewide program without a highly prescriptive mandate in a setting long oriented towards local control. The state provides guidelines to schools in the implementation of Entry Year Programs, and funds to implement the guidelines. Overall, respondents rated the desirability of program elements higher than their implementation. They noted that funding was the barrier to implementation. Some suggested that EYPs were working perfectly well the way they were and there was no need for change.

FUNDING FACTS

- In the first year the EYP was required, the Ohio Department of Education provided school districts with $2,000 per entry year teacher, in addition to funds for mentor training
- In July of 2003, the funding was cut to $1,100 per new teacher
- The state budget for FY 2006 and 2007 predicts 9.5 million dollars going towards the EYP per year
- Spending of these dollars is left up to the districts which can also choose to allocate additional funds to their specific EYP

At least seven state policy level informants mentioned funding as one of the top educational issues and barriers to comprehensive induction in Ohio. One respondent indicated that the $2,000 originally allocated per Entry Year Teacher would cover the costs of supports for the new teacher including a mentor, training sessions, and Praxis III. Informants agreed that teacher induction programs are an important component in the education system. Some respondents believe the EYP is already funded adequately and there is nothing wrong with the program.

Others claim that the EYP is not funded adequately and teachers with good intentions are not being supported in the way the state has envisioned. One respondent expressed the following frustration:

> *"this year we are in the governor's proposal with eighty million dollars less to these urban school districts that he is saying that he needs to help more, and a half a billion dollars less to all the school districts. So on the one hand we're saying how great this is and how important this is, on the other hand I'm looking at raw numbers here, where it's saying that we think it's important but we ain't going to spend any money on it."*

While most informants admitted that funding would always be desirable, some claimed that the EYP was doing quite well with the funding it currently received. Conversely, other state-level respondents said that there was not nearly enough funding available for the EYP, with most said that funding was the major factor in not having the ideal induction program. One respondent described the budget crisis in Ohio as follows:

> *"Our supreme court essentially has ruled four times that it [our system of state education funding] is not constitutional throwing it back to the legislature to do something about it, and they have not and now we're in a big financial crisis and education is starting to get even more buried than it was financially. Ohio has a system of funding that relies heavily on property tax, and the property taxes can only be raised through a vote of the public. So you can imagine how difficult that is, and school districts have constantly cutting. So we're in the position right now of not having enough money to do most of the things that we know are right to do."*

While funding has been reduced it has also been sustained. Unlike programs in Illinois and Wisconsin, the Ohio Entry Year Program has been continually funded by the state, despite a significant budget crisis. Questioned about the reason for this sustained funding, one respondent stated:

> *"We have [sustained the induction program during tough economic times] and like I said I think that part of that may be due to the timing in that we were able to launch the program during a time when there was more money available and so we got a lot of people who really believe in and support the program you know during those times and so it's easier to sustain when times get tough, when you already have that widespread support for it. You know what I mean, rather than trying to launch it."*

Perhaps it is easier to sustain an established program through a budget crisis than to launch a new one, especially if the program has been recognized as effectively advancing new teacher learning. The same respondent stressed the importance of the perception that Ohio offered a valuable induction program, one based on a strong formative assessment mentor program rather than merely a school-based buddy:

> *"and one of the things that I think has really helped support of this program is that with using the Praxis III assessment with the nineteen criteria and the four*

domains, it provides a framework for talking about teaching and learning, and I think one of the things that happened is that people began to see that there was a structure provided through this assessment and then through the mentor training that was linked to Pathwise, that enabled the mentor teacher and the new teacher to talk about teaching and learning and to focus their conversations that way and not just to do the usual kind of buddy system and I'll show you where the supplies are and so forth."

LOCAL CONTROL

A history of local control in Ohio has resulted in a difference between theory and practice. While some politicians gave us a birds-eye view of the programs, others gave us actual accounts of the realities of induction in different areas. There was considerable variety in their responses. Some implied that induction programs were happening everywhere because of the state mandate, assuming that the suggested guidelines were being followed throughout the state. Others tried to guess what was going on throughout the state, while admitting it was nearly impossible to authenticate their conjectures. Some suggested that comprehensive induction programs were only going on in the more affluent school districts. One interviewee maintained that the main challenge is to convince teachers, mentors, administrators and principals that induction programs are worthwhile. State officials conveyed a commitment to education in theory, but admitted the reality was that there was very little money available to offer all districts comprehensive induction programs. The bottom line in Ohio is that some form of mentoring is happening in all schools that have new teachers, as required for their licensure, while most other components of the EYPs occur variously at the discretion of the individual districts. CMSD developed *Peer Review and Assistance* (PAR) to support new teachers from 1988-1996. Under PAR, CMSD new teachers were matched with a mentor/experienced teacher who was trained to coach new teachers on classroom practice and curriculum development. These full-time release mentors had a caseload of 10-25 new teachers that they would visit on a regular basis and eventually evaluate, recommending (or not recommending) new teachers for reappointment to the district. The financial crisis of 1996 resulted in a collective bargaining agreement in which neither the district nor the union placed priority on the PAR program, because it required a budget of over two million dollars. A union official from Cleveland noted that the PAR led to high levels of teacher retention. Upon its elimination, "they lost a lot of new teachers."

Three Cases of Urban Induction: Cleveland, Toledo, and Cincinnati

BACKGROUND FACTS - CLEVELAND

- Identified in 2001 as having the lowest graduation rate (28%) of the fifty largest districts in the nation

- Cleveland has been placed on "Academic Watch" by the state since 2002-03[37]
- In the past year, 1,400 positions were eliminated within Cleveland Municipal School District, 900 of which were teachers
- In 2003-4 CMSD had a one-hundred-million dollar deficit
- There are currently very few new teachers in Cleveland

INDUCTION IN CLEVELAND

We had initially targeted Cleveland, second largest urban district in Ohio, as the third urban case for examination. After conducting two interviews and a brief Internet search for information about the Cleveland Municipal School District (CMSD), we were convinced that new teacher induction was not a major concern of Cleveland educators. The *"massive economic meltdown"* in the city has led to low morale, low student motivation, low achievement, an overemphasis of standardized testing, staggering dropout rates, lack of connectedness between schools and communities, instability of both central administration and the teaching community, and a general survival mentality.

Despite the lack of focus on induction in Cleveland, we were able to gain an understanding of what induction looks like for the few CMSD new teachers that remain in CMSD, mostly in the high need area of special education. We were also able to gain a basic understanding of what Cleveland's induction program looked like before the Ohio *Entry Year Program*. Prior to the recent financial crisis, new teachers were required to participate in 30 hours of paid professional development. They were exposed to seminars, an informal network of teachers, and a mentor/evaluator (often a retired teacher) trained by the state to carry out the terms and conditions of the Praxis evaluation.

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BACKGROUND FACTS: TOLEDO AND CINCINNATI

- Since the 1980s, the many urban schools in Ohio have been privatized
- In both Toledo and Cincinnati, student populations and the financial resources that accompany them are moving into charter schools
- The loss of revenue from student migration into charter schools has led to extreme cuts in personnel and instructional supplies
- Toledo is currently faced with closing two or three elementary schools as they lose nearly

thirty million dollars a year to charter schools

- Cincinnati Public Schools are offering teachers severance packages to help cut $10m from the overall budget of approximately $400m
- Retention rates are reportedly high in both places

Marshall[38] explains many of the above challenges as follows:

> *"During the 1970s and 1980s Toledo [and it could be argued that Cleveland and Cincinnati also] experienced all the problems of declining rust-belt cities: the loss of high-wage industrial jobs, white flight, an influx of low-income minorities and immigrants, and serious problems exacerbated by harder-to-educate school populations—a declining resource base and increasing dependence on state legislatures with limited understanding of, and even hostility to, urban school districts"*

The one positive factor, high retention rates, was attributed by our respondents not to teacher satisfaction..: *"Teachers are leaving either due to their spouse leaving or just, you know, going to another part of the country or going into another field"* (Union Official); or *["We hire a new teacher and then they are on shaky ground because they are not sure whether they're [going to be] able to keep their job, or not, and then we lose good teachers to suburbia because they know that they're [going to] have a job there every year"* (District Official, Cincinnati Public Schools).]

INDUCTION IN TOLEDO

- Developed in 1973 and started in 1981, the Toledo Induction Program was the forerunner of all induction programs in Ohio if not the nation
- It is a PAR program developed through the leadership of the Toledo Federation of Teachers (TFT) with the assistance of Toledo Public Schools (TPS)
- The Toledo Plan is unique in that its development was initiated through the strong impetus of the TFT
- Between 1981 and 2003-4 a total of 3,719 new teachers participated in the Toledo Plan
- 65% of Toledo's teachers completed the program and of the remaining 35%, 108 were not renewed, 31 were terminated, and 158 resigned
- The average annual rate of attrition from teaching was 8%
- In 2002, The Toledo plan won the prestigious American Government Innovation Award from Harvard's John F. Kennedy School of Government and has received attention from education experts and the media
- A model for Ohio's mandate, the Toledo model includes components for both new (The Intern Plan) and veteran teachers (the Intervention Program)
- The new teacher component of the plan includes seminars, a one week new teacher academy, an informal network of teachers, and a mentor who evaluates new teachers for reassignment and Praxis III
- The full-time release mentor/evaluators work with 8-10 new teachers for a maximum of

three years before returning to their classrooms

- Mentors are veteran teachers trained by the district and by the state in the Praxis process
- New teachers are evaluated twice a year on the following: teaching procedures, classroom management, subject area knowledge, personal characteristics, and professional responsibility
- New teachers meet with their mentors between 20-40 hours per school year and are observed between 13-18 hours per school year
- Based on these observations, mentors evaluate new teachers and make a case for the new teacher twice a year in front of the nine-member Board of Review

As one might imagine, the state mandate has only minimally affected Toledo's induction program: *"The only thing [the mandate] has changed is the additional licensure part…It's now just like an added duty"* (Union Official). As noted above, the Ohio mandate also requires two distinct induction positions, one for mentoring and one for evaluating. The Toledo model does not comply with this section of the mandate, but the Ohio Department of Education has agreed to allow Toledo to keep its formula thereby giving mentor/evaluators in Toledo an exceptional degree of control. In fact, since 1981 the Toledo Induction model has *"screened out somewhere over four hundred [new teachers] because they don't meet the performance standards"* (Union Official).

Prior to implementing the Toldeo Plan, TPS administration had terminated only one teacher and in 1995–1996, when TFT suspended the PAR program over an unrelated contract dispute, no teachers were terminated by the administration. Support from the teachers for the Toledo Plan has been consistently strong. In a 1996 TFT membership survey 71% of teachers said that they would strike to prevent a return to principal evaluation. In the latest teacher survey of 1998, 91% percent of respondents agreed that the Toledo Plan "was the basis of greater professionalism" and only 8% said principals should evaluate teachers[39]. Furthermore, only 18% of teachers surveyed said principals should decide what to ultimately do about the unsatisfactory performance of tenured teachers.

The Toledo Plan formed the model for the expansion of PAR programs to other Ohio districts (e.g. Columbus, Cincinnati, Cleveland). PAR became a model for other districts in the nation (e.g. Seattle, Rochester, Minneapolis). Despite, this expansion and its award-winning status, the Toledo Plan, and specifically the role of the mentor/evaluator, has met with criticism and is in obvious opposition to the Ohio guidelines. Seventy-two percent of teachers in a 1997 *National Education Association Today* poll thought PAR would negatively impact teachers and their unions[40]. These member teachers argued that peer review and evaluation could weaken the solidarity that unions aim to support. Regardless, Toledo continues to use the PAR program with mentors evaluating new teachers for retention and promotion. They *"don't worry about the state [because they've] been at it twenty years longer [and have developed a seemingly successful program for retaining quality teachers while] weeding out [the people who are] never going to be decent teachers."* (Union Official, Toledo).

INDUCTION IN CINCINNATI

- In the early-1980s, Cincinnati Public Schools (CPS) was a pilot school for Ohio's Praxis development which was in turn highly influenced by the Toledo Plan
- With a $50,000 grant, Cincinnati started an induction program using "consulting teachers" who served primarily as evaluators, not as mentors
- The following year they developed the concept of entry-year mentoring and, based on evaluations of both programs, the overwhelming request was for separate mentor and evaluator roles
- CPS, with strong union support, developed an induction program in which every new teacher is assigned both a consultant teacher from another district (who evaluates) and also an entry year mentor at their building site
- Other elements of the Cincinnati induction program include: a two-day seminar for new hires, 11 new teacher practica geared toward classroom management and procedures, mentors and evaluators for entry year teachers, and an online network for second year teachers
- New teachers are not given a reduced workload, but they are occasionally offered common planning time with other teachers in their subject area
- Mentors are recommended by principals and trained by the district using the Ohio First/Pathwise Kit
- Mentors do not receive release time, but they are paid $850 per new teacher
- Evaluators or "consulting teachers" are full-time release veteran teachers who evaluate a maximum case load of 14 new teachers (or in some cases veteran teachers placed on probation)
- Consulting teachers observe and evaluate "appraisees" six times per year and make recommendations to the school principal and the governing body of the Peer Assistance and Evaluation Program PAEP called the Peer Review Panel (PRP) regarding the appraisees alignment with the state teaching standards

The details of Cincinnati's induction program are generally the same as Toledo's with the notable exception of both mentor and evaluator roles. Praxis III and the Ohio guidelines for new teacher induction have impacted Cincinnati, but according to our district informant, CPS had a strong structure to begin with: *"we've been mentoring first year teachers forever."* The state guidelines have helped Cincinnati develop a stronger program with additional mentor training in Praxis III and a greater emphasis on the evaluation of the induction program..

Funding for the Entry Year program in Cincinnati comes primarily from state revenue, but one district official stated that his/her job overseeing the entry year program was supported through the general district fund. The school-based mentors are also supported through the general district fund. While both Cincinnati informants agreed that more time was needed for working with the new teachers, they were not in agreement where this time should be best allocated (i.e. whether it should go to the consulting teachers or to the school-based mentor teachers). More commitment from the state was noted – not through more personnel necessarily,

but more resources.

STATE ROLES IN URBAN OHIO

Overall our district level informants from Ohio were generally in agreement on the state's role regarding induction at the district level. Toledo and Cincinnati were minimally impacted by the state guidelines since their induction programs were developed before implementation of the state mandate. Though their programs differ, Toledo (after negotiating with the Ohio State Board of Education) and Cincinnati are both in compliance with the state guidelines. Both programs were developed early because induction *"was perceived as a way to find and support the best teachers from the beginning"* (Union Official, Cincinnati).

One district official raised a concern that the fluctuation in EYT funding frustrates the process of hiring mentors, but this informant also noted that the people in charge of the mandate have been *"very supportive."* Working with entry-year teachers and their mentors is easier from the district perspective when the state gives clear guidelines (i.e. mentors should meet with their entry-year teachers for approximately 40 hours over the course of the school year). One district official mentioned that these guidelines allow the district to say, *"This is what the state wants, this is what we expect."* Yet, the same informant stated, *"I wouldn't really want [the state] going into the business of saying, 'this is exactly what your program has to look like.'"*

Beyond these basic concerns are more compelling arguments for equity and clarity from the state. These are the sentiments of a district official from Cleveland:

> *"They should take the recommendations of the governor's commission for teaching success and implement them – particularly the ones about hard to staff schools, cultural competency, and better working conditions. I also think that there should be an explicit introduction to make that distinction between the bureaucratic definition of both quality teaching and teacher induction and an authentic definition that reflects what's needed in day-to-day life in high poverty school districts."*

DISCUSSION

Local control can prove to be challenging in the implementation of any statewide program. Ohio has mandated and funded an induction program, a rare feat in the current educational system. The state has also struggled with an economic crisis and the challenge of mandating without prescribing in a state driven by local control. As the district models show, there is a clear tension between knowing the best thing to do and telling districts how they should do it. Ohio has provided guidelines that need to be monitored more closely in order to make sure that they are fully understood. Many state-level informants reemphasized what the district level ones did: most of the induction components we mentioned were very desirable, but not enough to mandate them.

Ohio has sustained EYP funding even during difficult financial times. This could be because the funding was secured and the program initiated during better budget days. A related reason may be the form of induction implemented and its recognition as a successful and effective model. And finally it may be that the strong link between credentialing and induction is now an

undisputed institution in Ohio. Districts currently receive $1,100 per entry year teacher from the state and they may choose to use local funds for additional elements. If more funding is truly needed for the ideal induction program to be enacted in each district, the future may hold disparities in the quality of Entry Year Programs throughout the states. Therefore, it would be wise for the state to research the costs of various induction programs and the consequences of variation. Finally, while the state only mandates a basic version of induction, it is clear from interviews that some districts offer a more comprehensive versions of induction.

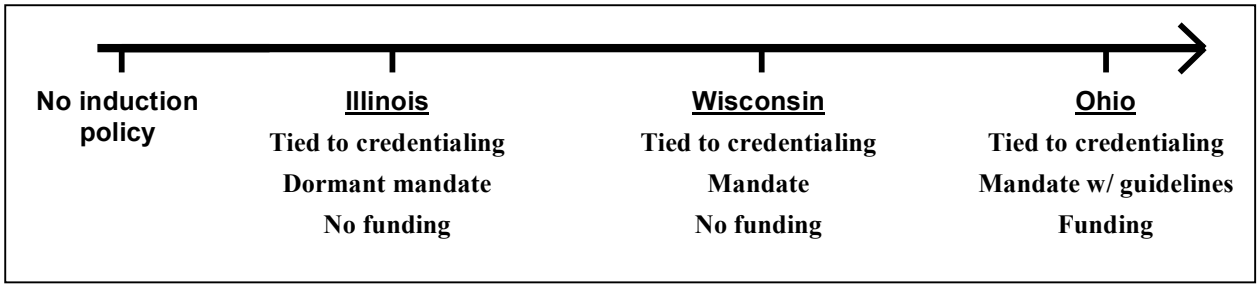
Conclusion

RECOGNITION OF IMPORTANCE OF INDUCTION – CLARITY NEEDED REGARDING GOALS - MAKING STRIDES TOWARDS MORE COMPREHENSIVE INDUCTION PROGRAMS

Illinois, Ohio, and Wisconsin are part of the induction movement afoot across the nation. They have made real strides toward comprehensive induction programs and there is reason to believe this forward trajectory will continue. All three states have linked induction to teacher credentialing and all three have passed induction legislation in the last four years. Both Wisconsin and Ohio have mandated induction. Ohio is one of only 16 states to fund induction with state money while Wisconsin is working to allocate funds.

The three states' orientations to induction policy can best be understood as points along a developmental policy continuum, spanning from no induction to a fully funded and mandated induction program. There is reason to believe that movement along this continuum will continue for each state. Illinois has passed "dormant" induction legislation that will take effect as soon as funds can be allocated to it. Wisconsin has a mandate in place and is actively working to allocate funds to support the implementation. Ohio has a state mandate and funding in place – but only a few years ago Ohio looked like Illinois with its dormant mandate pending funding.

Figure 2: Induction policy continuum



This continuum is represented in Figure 2. It is not hierarchical nor is it necessary sequential – but it is developmental. It represents different and evolving orientations to state level induction policy. It could be said that Ohio's policy package is more comprehensive in that, like the other two states it links induction policy to the credentialing process, and like Wisconsin it mandates induction for all new teachers. Unlike Wisconsin, however, its mandate offers clear guidelines around mentor training, length of mentor support and the nature of mentoring. It requires mentoring based on a system of formative assessment for at least a year and requires participation in, ideally, a state approved training program. Wisconsin mandates induction – most notably a mentor – for all new teachers – but leaves the length and nature of mentoring to be determined locally. Unlike either Wisconsin or Illinois, Ohio provides per new teacher funding to support induction programs across the state.

The continuum is not necessarily sequential. If Illinois were to allocate funds for induction this legislative session, it would move to share Ohio's place on the continuum without ever sharing Wisconsin's place. The now dormant mandate, once activated with funding, offers detailed guidelines regarding the length and nature of mentoring, calling in particular for formative assessment based on the Illinois Professional Teaching Standards. Wisconsin, however, could allocate funds tomorrow, but it would still not join Ohio without increasing the details of its guidelines regarding the nature and length of mentoring. While Wisconsin calls for mentoring to address the state's ten teacher standards – it does not detail how that is to occur, nor does it specify the length of the mentor experience, except to say it should be for some period less than five years. Ostensibly this could mean a one-day workshop with an assigned mentor focused on designing a plan to meet two of the ten standards. It does not require an on-going formative assessment based on and directed at improving evolving teacher practice, as the other two states do.

It is important to remember this continuum reflects the development of state level policy – it implies neither negative nor positive quality of programs and teacher experience. In fact, the evidence indicates there is as much variety within each state as there is across the states.

REALIZING THE FULL POTENTIAL OF INDUCTION

GOALS, POLICY FRAMES AND LEVERS

While there are clear indications that the value of induction is recognized in all three states – it is less clear exactly what states want to achieve with induction. Respondents expressed a general belief in the value of induction, but that does not always translate into clear, measurable and analyzable goals. This lack of clarity affects policy. None of the three states had a systematic data collection and evaluation system in place to track the progress of induction, and state level respondents offered a variety of goals for induction both within and across states. These included:

- Student achievement
- Teacher Learning
- Teacher Retention
- Weeding out unsatisfactory teachers
- Cost savings

How policy makers identify the problem and goals of new teacher induction frames how the solutions will be sought. Thus their framing of these issues may result in differing policies that may limit or foster quality induction practices. While there is disagreement among respondents regarding the goals of induction, the frame of the policy indicates an orientation to the teacher learning frame. In all three states, induction policy is framed primarily as a teacher learning issue premised on the belief that induction increases teacher learning, thereby improving the quality of teaching and by extension increases student learning (see Figure 1). All three have directly linked new teacher induction programs to reformed three-tiered teacher credentialing systems.

This linkage is significant. It institutionalizes induction in an already established and recognized structure, and makes it an integral part of teachers' professional development.

Linking induction with credentialing gives teachers and schools a vested interest and helps ensure a base of support and attention to programs. As a policy lever it is useful for establishing, expanding and sustaining new induction programs. Useful and effective - but alone it is not sufficient to ensure that the full potential of induction is realized.

The connection to the credential process frames induction as a contribution to teacher learning. Taken alone, however, this frame does not capture the full potential of induction. Another pathway to improve student learning starts with decreasing teacher turnover, thereby increasing the supply of experienced and qualified teachers which in turn improves the quality of teaching and the level of student achievement[41]. A further expansion to the frame captures the potential of induction to reduce school costs related to training and hiring teachers.[42] Teacher induction increases teacher retention, reducing hiring costs (and perhaps induction costs) resulting in cost savings.

In order for the full potential of induction to be realized, it must be framed in expanded terms including teacher learning, student learning, teacher retention and cost savings. Expanding the frame clarifies the vision for induction, and orients policy to the full spectrum of possible beneficial outcomes. Furthermore, posing the problem of teacher induction in a more complex way highlights the interconnections among the outcomes of teacher learning, retention, student learning, and cost savings. Recent research highlights how the classes of novices supported by a comprehensive mentoring program showed achievement gains similar to those students in classes taught by more experienced teachers.[43] This same program demonstrated new teacher retention rates above the state and national averages,[44] and because the new teachers were performing like more experienced teachers (who receive higher salaries) the induction support may have saved district costs.[45] Finally, not seeing the interrelatedness of the outcomes and the full potential of induction also means that policy makers may ignore how an upfront investment in comprehensive induction support will deliver a substantive savings in dollars and human capacity.

INCENTIVES AND EVALUATIONS

Incentives and evaluations result from the policy frame. Linking teacher induction with movement from an initial to a more permanent teaching credential creates induction incentives for individual teachers. Individual districts pursue induction and mentoring to their own capacities with no noted consequences if they fail to provide quality support. Teachers, however, who in many cases are required to participate in induction and mentoring programs in order to advance up their professional ladder, may fall victim to disorganized, incomplete, or insufficient programs. For example, a broader frame that included teacher retention as a goal, would also offer incentives to encourage districts to attend to teacher attrition. While a certain amount of turnover is not problematic, and may even be beneficial, districts with extremely high turnover rates of early career teachers should be asked to examine their induction programs closely. This would require states to monitor the progress and performance of induction programs, something that is not happening now.

In all three states the evidence points to a crucial missing element of induction policies: comprehensive evaluation and documentation of program implementation and learning. This

may be due to the lack of clarity regarding the goals of induction efforts, but also reflects a lack of specific criteria for evaluating programs. In order to inform districts on the benefits of induction, states must also demonstrate how they intend to measure effectiveness, thus instating some form of program evaluation. There are three key reasons why comprehensive evaluation is necessary:

TRACKING INDUCTION RESULTS HELPS IDENTIFY ITS BENEFITS:

There is substantial research showing the effects of induction on teacher retention rates. States and districts with induction programs should collect and analyze teacher turnover rates in relation to induction programs. In many cases, these data may already be recorded and readily available for analysis. Ignoring retention rates as a means of evaluating induction means that the state is overlooking a valuable and easy means for tracking the beneficial effects of induction. Furthermore, teacher supply data are useful in determining potential cost-benefits of induction. The fact that all three states now link induction so closely to teacher credentialing implies that induction is relevant primarily on the individual level, as they attempt to promote teacher quality through teacher learning while ignoring issues of teacher retention. Tracing outcomes of induction in terms of student achievement also demonstrates the effectiveness of the programs. Systematically collecting data on the achievement gains of classes taught by supported novices, as well as evidence of teacher learning, can identify a more complete picture of induction benefits.

EVALUATING PROGRAMS AS QUALITY CONTROL:

State governments have an obligation to ensure some quality consistency across local contexts. While the elements and operationalization of induction programs may vary significantly by district, the quality and effectiveness of programs should not. Tracking program progress in terms of teacher retention rates, teacher learning, rates of credentialing, and student achievement would help enable districts to target areas in need of improvement and fine-tune their induction efforts to help reach higher levels of effectiveness. Furthermore, the process of identifying the desired outcomes would take states and districts a long way towards a clearly articulated set of goals and expectations.

DEVELOPING KNOWLEDGE ABOUT EFFECTIVE INDUCTION:

Evaluation of induction is also needed to determine what elements of induction are working as intended, and what aspects may need improving and where. If significant data is collected across a variety of districts, it will be possible to identify the kinds of programs that have the greatest impact on retention, teacher learning and student achievement. Ongoing evaluation can thus be used as formative assessment for program development and help to identify best practices across programs.

Maximizing the full potential of induction requires that states clarify broad and integrated goals for new teacher induction coupled with evaluation plans. A broad and clear frame will identify all areas of possible affect and target policy accordingly. Linking teacher credentialing to new teacher induction is an inspired move. It integrates induction with an already established

system and recognizes its connection to teacher learning. Similar policy levers need to be found to encourage attention to teacher retention and cost savings to realize the full benefits of new teacher induction.

BALANCING STATE AND LOCAL CONTROL

States can and should provide a roadmap to effective teacher induction. This roadmap needs to guide rather than direct local programs, as local programs need the autonomy to adapt the programs to local context. To maximize the benefits of induction, state policy needs to be very clear about the goals and best practices of induction programs. Much is known about the effective elements of induction, and states can serve districts well by brokering that knowledge. As a clearinghouse of information, states can save local districts a great deal of time and money in program design and development. There is no reason for districts to be learning through trial and error, a process about which much is already known.

It is clear that all three states are grappling with the balance between state and local control. All have a long history of local control and state respondents referenced this tradition in explaining their states orientation to induction policy:

> *There is a big sentiment of local control here, so similar school districts do not want to be told what to do about anything. (state respondent)*

However, there is also an awareness of the need to guide local programs to ensure quality consistency, efficiency and effectiveness:

> *Why would you, why would you default to local control over at least even examining what kinds of programs have a rich history of data showing effectiveness?* (state respondent)

For example, under current policy, Illinois has induction as one of many options for moving from a provisional initial stage of credentialing to a renewable professional teaching license. This suggests all of the options are equal and leaves it up to local districts to determine whether or not they will offer a state approved induction program to their new teachers as an avenue to professional advancement. In fact, compared to some of the other options, induction looks to be a more time consuming and demanding option. Districts and teachers in Illinois need a clearer message from the state about the value of induction in relation to other professional development options. However, in Ohio the state guidelines overstepped their usefulness in Toledo's long established induction program. Toledo's program was founded on a principle of interwoven mentoring and peer evaluation – but the more newly established state-wide program broke out the two roles and went so far as to mandate the new teacher evaluator be from a different school district. Toledo thought their program was working well for them and experienced the state policy as a disruption. This created a conflict between the state's requirements and the district's local needs and preferences.

Given this tension between control at the state and local level, state level respondents in all three states spoke of the need to find a balance between the two:

> *I think whenever you can allow for localities to make their own decisions and to allow different policy areas to blossom, I think there is always a benefit to that, but I think in some cases when you know something is the right thing to do as a state policymaker I*

think it is worth putting forth some standards and requirements for localities to follow. (Wisconsin)

I think that one of the things that would have to be done is to develop a program that had enough flexibility that induction and mentoring could be permeated throughout the state without jeopardizing the kinds of local abilities, if you will, what the local administrator wants to have succeed in that school or district, and I think that that is really important. I think when we get a one size fits all - it just doesn't work. (Illinois)

We do have something of a concern with, for example, orientations. We in Ohio leave a lot up to local school districts to decide how they're going to implement policy. And we support that, on the other hand we want to make sure that "Entry Year" teachers and mentors are getting the minimum standard with regard to the orientation. (Ohio)

Districts agree. They want the states to provide clear goals and guidelines. They want the autonomy to adapt the programs to meet local needs – but want the state to provide clarity of purpose, guidelines for program development and definitions of success.

I think one of the things that the state could say is "These are the things that we know work. This is what the research says about induction programs and your plan should have some or all of these elements and we'll grade your plan based on how close it is to implementing what the research says works." And then I think the state ought to provide some funding to make it happen." District level respondent

I think that the policy options and so on that [the state] sets in terms of guidelines and the clarity they can bring to districts would be useful" District level respondent

Districts need clear goals and state guidelines – but they do not need to be constrained by overly prescriptive requirements that limit local adaptation**.** Policy that directs rather than guides can impede the effectiveness of local programs. For example, requiring same subject mentors sounds ideal, but not if the nearest same-subject teacher is not easily accessible. A rural music teacher may be the only subject teacher in the area. The local program should be free to determine whether a geographically closer art teacher would better serve the teacher than a long-distance same subject mentor. On the other hand, a policy that merely requires a mentor but does not define effective mentoring (training, selection, focus, etc.) fails to guide districts toward effective practice and leaves room for inaccurate local interpretation. These are just two of many examples. The state needs to provide clear guidelines rather than restrictive regulations, as the districts need guidance as opposed to direction. It is a delicate balance: states shirk their responsibility when they are overly deferential to local control, but they limit effectiveness when over-regulation constrains local adaptation.

Building in room for negotiated exemptions is one way to achieve the balance between the state and local level – this is how Toledo and Ohio resolved their differences. They agreed that Toledo could opt out of the state required separation between evaluation and mentoring. Another way to balance the state and local level is for states to 1) clarify goals regarding teacher learning, teacher retention, student learning and cost savings, 2) provide districts with guidelines that emphasize 'best practices" and 3) avoid overly restricting regulations, but leaving room for local adaptation. Defaulting to local control can be seen as shirking responsibility in the same way that

dictating local practice can be seen as constraining local practice. A balance between the two must be sought, and the balancing point may differ somewhat by state.

DEFINING HIGH QUALITY INDUCTION

Induction matters – and the type of induction matters even more. It is clear that there is much variation in the form that induction takes in practice, and within the many possible components that programs may include. Mentoring, for example, in its most basic form, is a buddy system that provides new teachers with a supportive friend in the earliest days of their teaching careers. At the opposite end of the continuum, mentoring provides new teachers with highly trained and networked members of an 'induction/learning community,' offering formative assessment and feedback based on and directed at their improvement of their evolving teaching practice aligned with professional standards. Under this vision of teacher professionalization, new teacher development is intimately linked to the immediate and proximal development of their experienced mentor partner. California, for example, provides guidelines for induction programs that comprise 20 standards set forth by the California Commission on Teacher Credentialing (2002), but allow flexibility within those standards so that there may be considerable variability throughout the state in how they are operationalized.

Although such variation exists, it is clear that mentoring is happening in some form in most districts in Illinois, Wisconsin, and Ohio. State-level policy informants, however, invariably agreed that quality mentorship was an essential characteristic of induction. They also almost unanimously responded that a specified selection process and continuing professional development requirements were crucial features of induction. While these two components stood out, matching mentors to new teachers in grade level or subject matter, and mentor release time and compensation were also rated 'highly desirable' by policy informants. If mentoring is a fundamental component of induction, it must be accompanied by these supportive and regulative practices to ensure new teachers receive quality mentoring.

The research of Smith and Ingersoll[46] indicates the "induction package" experienced by new teachers affects the new teacher turnover rate. There is a danger in just 'doing induction" or "doing mentoring" without ensuring sufficient quality or quantity of support components. An inadequate program fails to support new teachers while adding to educational costs and increases the demands on new teachers and schools. States and districts must examine their own policies and practices to ensure the induction package offered is designed to maximize the possible benefit from induction. Right now most teachers appear to be getting a basic version of induction – one with rather small returns on investment. While the basic +++ package offers the highest yield, the fewest teachers also experience it. This disparity can contribute to other types of educational inequity.

INDUCTION FUNDING AND THE ACHIEVEMENT GAP

Following the logic of induction, participation in a comprehensive program leads to increased teacher learning resulting in higher quality teachers and eventually increased student learning. This suggests that student achievement inequities could be further widened if the states do not

ensure that all districts have equal induction funds. Furthermore, districts that can afford to promote induction programs also benefit from decreased teacher turnover rates, reducing the cost of hiring and supporting new teachers, thus economically advantaging them further. The issue of funding for induction raises serious concerns about how states and districts are truly meeting the need to develop high quality teachers, particularly in the neediest schools.

The interest in and commitment to induction is evident – but the money is often missing. It is clear that the state governments in Illinois, Wisconsin and Ohio are all struggling to raise support for and sustain adequate funding for induction and mentoring efforts. Even in Ohio, where districts receive state funding for induction, the amount has been reduced from $2000 to $1200 per new teacher.

Districts in states with budget shortages are differently positioned to compensate for lack of state funds. Significant differences in district funding per student across and within the states create a funding gap that hinders the ability of some local districts to supplement state programs with local funds.

Table 5 : State Education Funding

Overall Funding Per Student to Highest Poverty and Lowest Poverty Districts: 2000

	Overall Funding Gap	Rank	Funding to Highest Poverty District	Rank	Funding to Lowest Poverty District	Rank
Illinois	$2,060	2	$5,400	34	$7,460	8
Wisconsin	$151	26	$7,375	4	$7,526	7
Ohio	$394	18	$6,338	16	$6,732	14

(IERC, Policy Research Brief: 2002)

Given that these inequities already exist, failing to fund teacher induction and mentoring only serves to exacerbate the disparities between contrasting districts and to inhibit districts' ability to develop and implement quality programs equally.

For example, Illinois has the second largest funding gap between its highest and lowest poverty districts in the nation, in part due to a long standing dependency on local property taxes for education funds – as is evident in Wisconsin and Ohio as well (see table):

> *We have some of the worst funding inequalities here in the US, in the state of Illinois. Those funding inequalities affect the quality of the teaching that you can sustain in the district, and they also affect the quality of leadership that you can get. It is the whole resource question. When you have some school districts spending three times the amount of other school districts on resources, then it is a huge problem of inequities and student learning [inequities] result from that."*

Induction, therefore, is often restricted to teachers in the "urban and the affluent" districts, as one state policy informant eloquently stated. The latter can afford the induction programs and the former can attract soft money support:

> *People that have the resources get the better qualified and trained teachers. Those aren't the places that need it the most so right there you have a huge teacher quality issue in terms of allocating resources to where they're needed most*.

In Wisconsin, alternatively, induction is mandated and not funded, thereby placing the burden on the individual districts to develop funding for the required induction programs. Districts that already have ample resources are able to implement and sustain quality induction programs, advantaging them in terms of supporting teachers and future financial saving. Looked at in these terms the uneven development of induction programs across and within states is more than a problem of implementation. It becomes an essential issue in the struggle to ensure equitable distribution of educational resources. Teachers are a valuable commodity in the quest for equity and states must be careful lest their efforts to improve induction exacerbates the distribution of well qualified teachers. This can be avoided by ensuring adequate funding for teacher induction in all districts – and perhaps differentiated funding based on need.

SUMMING UP AND LOOKING AHEAD

Illinois, Wisconsin and Ohio are focused on improving supports for new teachers. They have each made significant steps toward improving and expanding induction programs within their states. Linking teacher induction to credentialing was an inspired and effective policy move. It has helped institutionalize induction by tying it to already existing structures and systems and identifying induction as a professional development/teacher learning tool. All three states, however, need to expand the induction frame to include teacher retention, student achievement and cost savings. They need to develop systematic data collection and analysis systems to track progress toward clearly defined goals and use the findings to improve induction efforts and guide new policy development. Much is already known about 'good induction' and there is much to be learned. States need to communicate what is known to districts in clearly articulated guidelines that leave room for local adaptation. Marginal programs may do more harm than good – and while induction matters the form induction takes matters more. Ensuring consistency of quality across the state is essential to ensuring equitable resource distribution. Systematic data collection and analysis will improve the quality and consistency of programs. It will also develop knowledge about the form and focus of effective induction.

This paper accomplishes much, but it also leaves more to be explored. The experience of teachers at the local level and a more detailed investigation of induction programs in a local context are needed. We report here on the accounts of district level and state level perceptions – but there is far more to each program story that can only be captured through a closer look at participant and experience of local programs. There is much knowledge and understanding of the complexities, benefits and complications to be gained through this work. Also, our analysis of the local level experience is limited to the urban districts and does not account for the experience of more rural districts. By many accounts, the rural experience is different and yet the challenge of recruiting and retaining teachers is no less real. Future work should address this area.

It is our hope that the analysis in this paper will help states - Illinois, Wisconsin, Ohio and others - to move their new teacher induction efforts forward. All three should be proud of their accomplishments to date. They are at the forefront of a national trend and others can learn from their experiences. As these three states move forward in the expansion and improvement of their new teacher induction programs so the career prospects of new teachers are advanced. Advancements in induction improve the supply of well-qualified teacher and ultimately the educational prospects for America's students.

Notes

[1] Smith, T. & Ingersoll, R. (2004, Fall) What are the Effects of Induction and Mentoring on Beginning Teacher Turnover? *American Educational Research Journal*, Vol41, #3, pp681-714.

[2] American Federation of Teachers (1998, September). Mentor Teacher Programs in the States. Educational Issues Policy Brief, No. 5. Burmaster, E. (2002).

[3] Education Counts, 2005.

[4] Source: Villar, A., & Strong, M. (2005). *Is Mentoring Worth the Money? A Benefit-Cost Analysis and Five-year Rate of Return of a Comprehensive Mentoring Program for Beginning Teachers*. Presented at WEAC Research Work Group (2004, August).

[5] California Commission on Teacher Credentialing (2002). Dolton, P., & Newson,D. (2003 July). The Relationship between Teacher Turnover and School Performance. *London Review of Education,* Vol 1, #2 pp 131-140. Education Counts Database (2005). EdWeek website. Retrieved from http://www.edweek.org/rc/edcounts/

[6] Smith, T. & Ingersoll, R., (2004) ibid

[7] Teachers in the same field/subject area but representing a mix of years of teaching experience

[8] Ohio does not have a mechanism for ensuring administrator communication although it does require a mentor and recommends the mentor be matched by field. It also mandates meeting time for dyad meetings (meetings between the mentor and new teacher). Given this combination it was challenging to classify.

[9] Smith and Ingersoll do not have a Basic ++ category but as the programs examined had more than the + but less than the +++, we categorized them as ++

[10] Source - ISBE Annual Report *Educator Supply and Demand in Illinois* (2002)

[11] Source - NCREL report, 2002

[12] In most districts, completion of an induction and mentoring program is not mandatory and teachers may choose from any of these varied options to facilitate their move from the Initial to the Standard Certificate. Even when new teachers have access to induction programs, some may chose not to participate. Some districts offer induction programs that are not state approved and participation in these programs does not qualify teachers for their Standard teaching certificate. Once issued, the Standard Certificate is valid for 5 years and is renewable. The qualification for a

Masters Teaching Certificate is contingent upon completion of the National Board for Professional Teaching Standards process. It is valid for up to 10 years and is renewable. According to the ISBE, in the year 1994 there were only 3 National Board Certified teachers, and by 2004 there were 827. This is quite possibly a direct reflection of the impact of the new certification system (www.isbe.net/profprep/PDFs/ltr_master_cert.pdf).

[13] Public Act 0355

[14] Presley, J. B., & Randolph, I. D. (2002, November). *The School Funding Gap: How Illinois Ranks.* Policy Research Brief, Illinois Education Research Council. Retrieved from http://ierc.siue.edu/documents/Nov2002.pdf

[15] From *Teacher Induction in Illinois*, 2003, pages 9-11.

[16] Source: IERC, 2002; Congressional Quarterly, Inc, 2003

[17] Source: CPS, 2004

[18] Source: Consortium on Chicago School Research, 2002

[19]Before the development of GOLDEN, a comprehensive induction and mentoring program called MINT (Mentoring and Induction for New Teachers) provided ten workshops geared to new teacher issues. MINT was initially funded through a three-year pilot program by the Joyce Foundation and also included 30 hours of comprehensive training and a mentoring program.

[20] The University of Illinois at Chicago provides an induction program for their graduates placed in many of Chicago's hard-to-staff schools. The Retired Mentor's Program, affiliated with AARP and the Retired Teachers Association of Chicago, has been supporting new teachers in the city's "notoriously" hardest to staff schools since January 2004 with 125 retirees supporting 170 new teachers at 30 schools. While this practice is controversial (i.e. retirees earn both pensions and $200 paychecks for each full day of mentoring, and may be out of the loop with regard to teaching in today's public schools), the program has tripled in the last year.

[21] Source: NCREL report, (NCREL, 2000, Exhibit 1)

[22] Source: Final Report of Governor's Task Force, 2004, p. 21-22

[23] Smith, T. & Ingersoll, R. (2004), ibid

[24] The rule defines a mentor as: "an educator who is trained to provide support and assistance to initial educators who will have input into the confidential formative assessment of the initial educator and who is not to be considered as part of the formal employment evaluation process."

[25] The rule states: "The state superintendent shall design an application and assessment process for awarding a Wisconsin master level license in educator categories not covered by the national board of professional teaching standards, and may design such a process and award master level licenses for categories covered by the national board of professional teaching standards as appropriate to address issues of accessibility, equity, or quality." The message that DPI staff is giving in all of their workshops and presentations is that if the NBPTS offers a license for your category of teaching, that Wisconsin will not provide an alternative pathway. The second part of the rule, stated above, gives them the loophole that they need for extenuating circumstances.

[26] Informal networks have also been developed by the Milwaukee Teachers' Education Association and by some of the schools in the district.

[27] Source: Hanby, D. (undated) *Polishing the apple: mentoring Ohio's entry year teachers during the 2002-2003 academic year.* Ohio Department of Education. Retrieved from http://www.ode.state.oh.us/teachingprofession/ Word/Edited_Entry_Year_Report_MB2.doc.

[28] The provisional license is lost if entry year requirements are not met within two years time (but can be renewed when appropriate semester hours in classroom teaching or subject area are completed, according to the amount of time lapsed since the previous license was held.) In order to progress from the provisional to the 5-year renewable professional license, teachers must teach for one full year, complete their EYP and pass the Praxis III exam. Teachers may progress to the professional license after the first year of the two-year provisional license.

[29] Hanby, D. (undated) ibid

[30] The state requires a 'quality' mentor but does not define what is meant by quality. That is to be determined locally.

[31] The 80% pass rate requirement only applies to programs with at least five entry year teachers

[32] 60% of the schools reported specific time was allocated, 17% no time, and 23% did not respond

[33] The overall rating of what is currently happening is only 2.81 but that reflects the responses of two state legislators who self-identified as uncertain about current implementation. All other respondents gave it a 3

[34]The other respondent said it was very, but not extremely desirable

[35] One said it was happening in most places, one said in some places, and one did not respond.

[36] Respondents were torn on this issue, with three indicating it was happening in some places, three in all places, one in most places, and one did not respond .

[37] Source: Catalyst Cleveland, 2004

[38] Marshall, R. (in press*). A Teachers' Union Leads Urban School Reform: The Toledo Experience.* Manuscript submitted to the Economic Policy Institute. Nusbaum, L.C. (2001). Teacher education and licensure standards. Ohio Department of Education. Retrieved from http://www.ode.state.oh.us/teachingprofession/ teacher/certification_licensure/standards/standards.asp

[39] Marshall, R. (in press), ibid

[40] Marshall, R. (in press), ibid

[41] see Dolton & Newson, 2003

[42] Villar, A. & Strong, M. (2005). ibid

[43] Fletcher, S., Strong, M., & Villar, A. (2005). An investigation of the effects of variations in mentor-based induction on the performance of students in California. Presentation at ISATT Conference, Sydney, Australia.

[44] Strong, M. & St. John, L. (2001). *A study of teacher retention: The effects of mentoring for beginning teachers.* Research Working Paper, #3. Santa Cruz, CA: New Teacher Center, UC Santa Cruz.

[45] Villar, A., & Strong, M. (2005), ibid.

[46] Smith, T., & Ingersoll, R. (2004), ibid.

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