

# Improving Results

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Transforming the Teaching Profession in Illinois



Report of the Task Force on Teacher Preparation and Initial Professional Development

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# Foreword

**T**he Civic Committee of The Commercial Club of Chicago represents senior executives from leading businesses, professional firms and universities in the Chicago region. Its mission is to enhance the economic and social vitality of Chicago and the surrounding metropolitan area. In carrying out this mission, the Civic Committee has been deeply committed to improving public education. In particular, the Civic Committee has participated in a number of efforts to improve student achievement, such as improving management and educational programming in the Chicago Public Schools, addressing statewide funding inadequacies, and increasing educational options for low-income parents. What has become clear through this involvement is that the single most important factor in student success is quality teachers.

Accordingly, the Civic Committee, in partnership with the University of Illinois at Chicago and National-Louis University, established a Task Force on Teacher Preparation and Initial Professional Development in Illinois. The Task Force was funded primarily with a grant from the Illinois Board of Higher Education.

The objective of the Task Force was to undertake a thorough examination of the broad professional conditions that are required to improve teacher quality in Illinois, particularly in economically disadvantaged areas. Additionally, the Task Force sought to break new ground by comparing the existing system of teacher preparation, the function of the labor market for teachers and the professional conditions under which teachers operate, with parallel systems and conditions in other established professions.

The Civic Committee enlisted leaders in the fields of education, business, labor and government to serve on the Task Force in an effort to reflect the diversity of interests in public education today in Illinois. Arnold R. Weber, President Emeritus of Northwestern University and former Civic Committee President, served as the Task Force Chair; and Stanley O. Ikenberry, President Emeritus of the University of Illinois and former President of the American Council on Education, served as the Vice-Chair. Working together and utilizing the expertise of its members, the Task Force reached consensus on a broad vision for improving the quality and supply of teachers in Illinois.

What follows in this report is a plan for fundamentally transforming teaching in Illinois. It is clear to the Task Force that a successful response to the increasing educational demands of the 21st century depends on a more expansive concept of teacher preparation and, more broadly, of teaching as a modern profession. Improvements in the formal education, clinical training, support, and professional conditions for teachers are critical to serious progress in raising student achievement. Illinois' children deserve no less than the best teachers. To meet this high standard, bold action is needed, and it will require the combined efforts of academics, teachers, policymakers, the business community, and others to make a meaningful difference.

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## Executive Summary

**E**ducation is the foundation of a stable democracy and the cornerstone of a strong economy. But public education in Illinois, as in many states, continues to fall short of its promise. Each year, hundreds of thousands of the state's two million students fail to meet basic performance standards in core academic subjects. Academic achievement is particularly poor among low-income and minority populations – so poor that entire generations of Illinois students are being left behind. Overall, more than one out of every three elementary, middle school, and high school students failed to meet state standards in such subjects as reading, math, writing, science and social studies in 2003. In some subjects, the failure rate of minority and low-income students was twice the average rate of their more affluent and non-minority counterparts.

As policymakers and parents search for solutions, there has been a growing focus on the role of teachers in raising student achievement. Years of educational research have conclusively established that good teaching matters. In fact, teacher quality is the single most important factor in student achievement (holding income and family factors constant). The federal *No Child Left Behind* (NCLB) law embraces this principle and requires immediate improvement in the area of teacher quality.

In Illinois, we have many highly-skilled teachers dedicated to improving the education of our children. Unfortunately, not all children in the state have these teachers. Highly qualified teachers are particularly scarce in the places they are needed the most – schools with high-poverty and high-minority student populations. This inequity must be addressed if all students are to succeed in today's knowledge-based economy.

This task force was established on the premise that improving teacher education and enhancing teaching as a modern profession are essential if we are to improve the educational experience and success of children in Illinois. Similar improvements were accomplished in medical education at the turn of the 20th century and in business education in the mid-20th century, revolutionizing each occupation and dramatically improving their results.

Building on past teacher quality efforts by other groups, the Task Force examined all aspects of the teaching profession – including the way candidates are recruited, the initial education and training they receive, the way new teachers are brought along on the job, and the professional conditions they experience. We gathered data, reviewed research, and listened to local and national experts. All of these efforts helped us to better understand the challenges facing the Illinois teaching workforce and the best strategies available for addressing them.

# Executive Summary

## Major Findings

**C**ompared to other states, Illinois' efforts to improve the quality and supply of teachers are no better than average. Given the ongoing deficiencies in student achievement, average is not good enough. The most glaring inadequacies in Illinois' teacher workforce include the following:

- Thousands of teaching positions remain unfilled or are staffed by individuals who lack basic qualifications to teach;
- An even greater number of positions are filled by teachers teaching a subject outside their field of training. Over half of Illinois' middle school teachers and nearly a quarter of Illinois' high school teachers lack either a subject matter major or a teaching certificate in the subjects they teach. These rates are much higher in high-poverty schools;
- Rates of turnover and attrition are highest among new teachers. Research indicates that 40 percent of new teachers in the state leave the profession within the first five years. In certain hard-to-staff Chicago schools, five-year turnover rates reach as high as 73 percent. This turnover is costing the education system in Illinois millions of dollars and adversely affecting student achievement; and
- Overall, students in high-poverty districts in Illinois are five times more likely to have an unqualified teacher than students in other districts.

*Over half of Illinois' middle school teachers and nearly a quarter of Illinois' high school teachers lack either a subject matter major or a teaching certificate in the subject they teach.*

# Executive Summary

Several factors contribute to the inadequate supply of highly-qualified teachers in Illinois. These factors include:

- Wide variation in the quality of the basic academic and clinical preparation many teacher candidates receive in Illinois, and inadequate focus on the specific training needs of teachers for hard-to-staff schools;
- Lack of effective programs to help ease new teachers into the classroom (i.e., mentoring and induction);
- Inadequate and outdated teacher compensation rates and structures;
- Outdated school organizational structures, which contribute to inconsistent supervisory assessment and evaluation, limited opportunities for peer interaction, and limited career progression for teachers who want to stay in the classroom;
- Inadequate recruitment initiatives that also tend not to be responsive to the needs of schools, and inefficient hiring practices that act as a barrier to employment; and
- Insufficient administrative leadership to make fundamental improvements in teacher quality and a lack of organizational capacity in schools and districts to implement reforms.

***Overall, students in high-poverty districts in Illinois are five times more likely to have an unqualified teacher than students in other districts.***

There are, of course, many other issues, including the system of school funding and the quality of administrative leadership. These issues clearly need to be addressed as part of a broader education reform effort. However, it is clear that a successful response to the challenge of raising student achievement must include better teacher preparation. Our teachers should be professionals in reality as well as in theory.

## Recommendations

**T**he transformation of teacher preparation and continuing development will require a fundamental shift in education philosophy in Illinois. School districts and practitioners must become more deeply involved in developing and supporting teachers; and higher education institutions must take a more active role in school improvement. Above all, greater collaboration will be needed between all education stakeholders; and renewed commitment and support from state policymakers for improvements in teacher quality will be essential.

In this report, the Task Force identifies four major challenges that must be met to improve teacher quality in Illinois:

- 1. Improve the basic academic and professional preparation of teachers;**
- 2. Transform clinical training and support, beginning with initial teacher preparation and extending through the early years of practice;**
- 3. Enhance the professional conditions of teaching that help to attract and retain talented candidates; and**
- 4. Develop new organizational capacity and administrative leadership to improve teaching and learning in Illinois.**



## Recommendations

**T**he recommendations within each of these four categories form a systemic approach to improving the quality and supply of the teaching workforce in Illinois. Only by addressing the system of teacher preparation and the conditions of the profession can meaningful improvements be accomplished.

### **1. Improve the basic academic and professional preparation of teachers.**

**Colleges and universities should commit themselves to improving teacher education and professionalism. The state should support this effort and hold programs more accountable by strengthening the system of program review and candidate assessment.**

- College and university presidents, provosts and academic deans – from education to arts and sciences – should undertake joint strategic planning processes to improve teacher preparation programs on their campuses. These plans should focus on policies and programmatic elements (i.e., admissions standards and curriculum), resources, inter-departmental collaboration, and research. Institutions also should develop systems to track the performance of graduates as an accountability measure.
- The state should implement more rigorous candidate exams (both in basic skills and specific subject-matter areas), require independent accreditation as part of its program approval process, and enforce accountability measures.
- Higher education institutions in collaboration with school districts and external partners should expand alternative certification programs to attract more mid-career professionals, particularly in areas of teacher shortage, such as math and science. The state should provide financial support to the programs and candidates, and remove restrictive regulations that act as barriers to entry.

## Recommendations

- 2. Transform clinical training and support beginning with initial teacher preparation and extending through the early years of practice.**

**The state and school districts should establish a comprehensive system of clinical training and support for new teachers, elevating such training and support to a level that is comparable to the practice in the most advanced states and to the norms of other established professions. We view this as the most promising strategy for reducing attrition and increasing quality.**

- Teacher preparation programs should expand student teaching to at least a full-semester “residency” in a school. Residency programs should be supported by full-time clinical faculty from the programs and by high-quality, trained supervising teachers and managers from the schools.
- The state should develop and help fund a comprehensive system of professional induction, support and evaluation designed to help all new teachers meet Illinois Professional Teaching Standards. The program should incorporate best practices from other exemplary state and district-based programs, such as frequent mentoring, continuing professional education, and independent evaluation, while allowing sufficient flexibility on the local level for implementation.

We estimate the cost of a comprehensive induction program to be, at a minimum level, about \$7,600 per new teacher (or about \$50 million) over four years. If targeted more narrowly to underperforming schools, the cost is estimated at \$34 million over four years. An induction program could help reduce the significant academic and financial costs associated with high rates of teacher turnover.

## Recommendations

### 3. Enhance the professional conditions of teaching that help to attract and retain talented candidates.

**Higher education institutions and school districts – with the support of the state – should make meaningful changes in the conditions under which teachers work and correct inefficiencies in the labor market in order to recruit and retain more talented candidates.**

- The state should develop a teacher recruitment center and marketing program to attract high-quality candidates into teaching, especially for hard-to-staff schools. The center should operate an interactive website and centralized job bank and offer scholarships.
- Districts and teachers should work together to develop differentiated roles and career ladders for teachers; reconfigure school leadership structures with teachers integrated into leadership roles to enhance systems of support and assessment; and restructure the school day and year to provide more time for teacher development and interaction.
- Districts and teachers should work together to improve compensation systems, including higher pay for shortage areas, salary differentials linked to career ladders/teacher leadership roles, and experimentation with “knowledge-and skill-based” and performance-based compensation systems.
- Districts and teachers should develop and implement rigorous evaluation systems that link performance assessment, career ladders and compensation.

## Recommendations

- 4. Develop new organizational capacity and administrative leadership to improve teaching and learning in Illinois.**

**The state should consolidate the development and administration of policy related to the teaching profession into a single lead agency. The agency should implement reform initiatives through local, strategic teacher quality partnerships with key education stakeholders.**

- The Governor and Legislature should establish an Illinois Professional Teachers Council with responsibility for statewide policy development and administrative oversight of teacher recruitment, preparation, certification, retention and leadership development. The function of the Council would be to provide high-profile leadership and support for structural reform of teacher education and professional development in Illinois, serving both the teaching profession and the public interest.

The alternative ways to implement this recommendation include the following:

- The Council could be created within the Illinois State Board of Education (ISBE) as part of a broader effort to reform the agency;
- It could be placed under the authority of the Joint Education Committee, which represents both higher education and K-12 education constituencies and was revitalized in 1999 in large part to improve the recruitment, preparation, and development of teachers; or
- It could be created as an entity that reports directly to a new education agency, should one be created.

# Executive Summary

## Recommendations

- To whom the Council reports is less important than the larger goal of improving leadership and oversight of teacher quality enhancement in the state. It is critical, however, that the Council is aligned with the broader funding and accountability structure for education in the state.
- Through a system of grants and performance contracts, the Council should develop a network of local partnerships led by the senior leadership of school districts, teachers' unions, higher education institutions and other key stakeholders. The function of these partnerships would be to develop and implement cross-institutional strategies that improve teacher preparation, professional development and student achievement, and to do so with a renewed sense of urgency and collective ownership.



**T**he future of Illinois depends on the quality of education in the state – from pre-school through graduate school. Teacher quality is the critical factor in this equation.

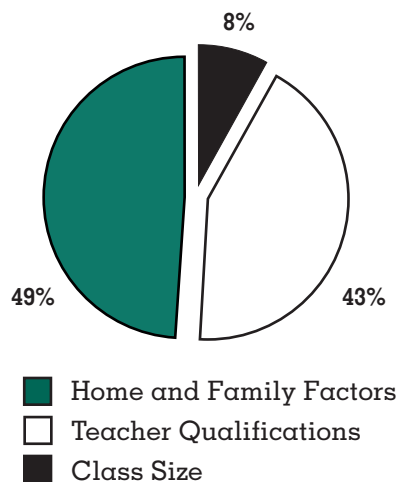
If Illinois can implement the strategies listed above, and improve the quality and supply of its teacher workforce in a systemic fashion, this state will rise to the top of the list in terms of providing a quality public education and helping to ensure that all children have the opportunities they deserve to succeed in life.



## Introduction

Since the National Commission on Excellence in Education published *A Nation at Risk* in 1983 warning of a “rising tide of mediocrity” in American public education, there have been two decades of education reform in Illinois and across the nation designed to improve teaching and learning in public schools. Many of these reforms have produced meaningful changes, such as rigorous new learning standards and statewide assessment procedures (1988; 1997), reforms in governance and accountability within the Chicago Public Schools (1988; 1995), and numerous other initiatives. Yet, student achievement continues to fall far short of state standards, and achievement gaps based on race and family income remain large and intractable.

*Factors Affecting Student Achievement*



Source: NCTAF

Surprisingly, efforts to improve teacher preparation and new teacher support have only recently begun to play a prominent role in Illinois’ overall school improvement agenda. Unlike the broader standards and accountability movements that followed *A Nation At Risk*, early efforts at teacher education reform failed to achieve a broad action consensus and remained largely internal to the higher education community. Then, in 1996, The National Commission on Teaching and America’s Future (NCTAF) published *What Matters Most*, a manifesto that raised the profile of teacher education reform nationally with an ambitious and highly pragmatic 10-year agenda.

Consolidating two decades of school and teacher effectiveness research, the NCTAF agenda was built around three core principles:

- What teachers know and do is the single most important determinant of student learning, accounting for over 40 percent of all learning differences after controlling for family income, race and other factors;
- Recruiting, preparing and retaining good teachers should be the central strategy for improving our schools; and
- Creating professional conditions in which teachers can teach well is the essential foundation for all other efforts to improve student performance.



## Introduction

**I**n the fall of 1996, Illinois became one of the original 14 states to enter into a formal partnership with NCTAF. Since then, efforts to advance NCTAF principles in Illinois have largely focused on the adoption of clear performance standards for students, teachers, and teacher preparation programs and on the creation of infrastructure to monitor and assess progress toward those standards. Results of these efforts include:

- Publication of the *Illinois Framework for Restructuring the Recruitment, Preparation, Licensure and Continuing Professional Development of Teachers* in 1996;
- Adoption of new accreditation standards for departments and colleges of education and the programs they operate;
- Adoption of rigorous statewide learning standards and implementation of new standards-based student assessment procedures;
- Implementation of a three-tiered certification system that differentiates between the initial and standard certificate for teachers and establishes state support for a third level, Master Teacher, to be achieved through certification with the National Board for Professional Teaching Standards (NBPTS);
- Implementation of a more rigorous assessment system for entry into teacher preparation programs, student teaching, and initial certification (i.e., enhanced basic skills and subject matter exams);
- Creation of the Illinois Data Warehouse and the Illinois Education Research Council (IERC) to gather and review data on teacher supply and other related issues; and
- Experimentation with local, school-university partnerships to support mentoring and induction of new teachers.



## Introduction



**I**n addition to these NCTAF-oriented measures, Illinois approved several alternative certification options for non-traditional teacher candidates, and several educational institutions in the state have been awarded major grants for broader efforts to improve teacher quality.

As ambitious as these efforts may appear, their impact is only now beginning to be felt by teacher candidates and the programs that prepare them. And to date, they have had no discernable impact on statewide student performance or on the professional conditions that exist in the 3,900-plus public schools across the state.

## Introduction

### No Child Left Behind

**T**he federal *No Child Left Behind* (NCLB) law, signed by President Bush in January 2002, has provided a fresh reminder that the current pace of education reform, however well-intentioned, is simply not enough. The premise of *No Child Left Behind* is that the continuing failure to serve all students diminishes our prosperity, weakens democratic institutions, and undermines social stability across the state and nation.

*No Child Left Behind* requires that all students must meet or exceed state learning standards by 2014 and that students in all major demographic groups must make meaningful annual progress during the intervening years. The law also stipulates that no later than 2006, the widespread practice of hiring under-prepared teachers will no longer be acceptable and that all students everywhere must be taught by a “highly-qualified” teacher. In fact, all newly hired teachers in Title I supported programs were required to meet this mandate in the 2002-2003 school year. According to the definition set forth in NCLB, teachers are considered “highly-qualified” if they have:

1) a bachelor’s degree; 2) full state certification; and 3) demonstrated subject-matter competence in the areas taught.<sup>1</sup>

In short, NCLB calls for immediate, transformational improvements in the system’s capacity to prepare, place and retain teachers who can deliver high-quality educational services to all economic, racial, and ethnic groups. To accomplish these ambitious goals, NCLB creates a mix of requirements, incentives and resources.

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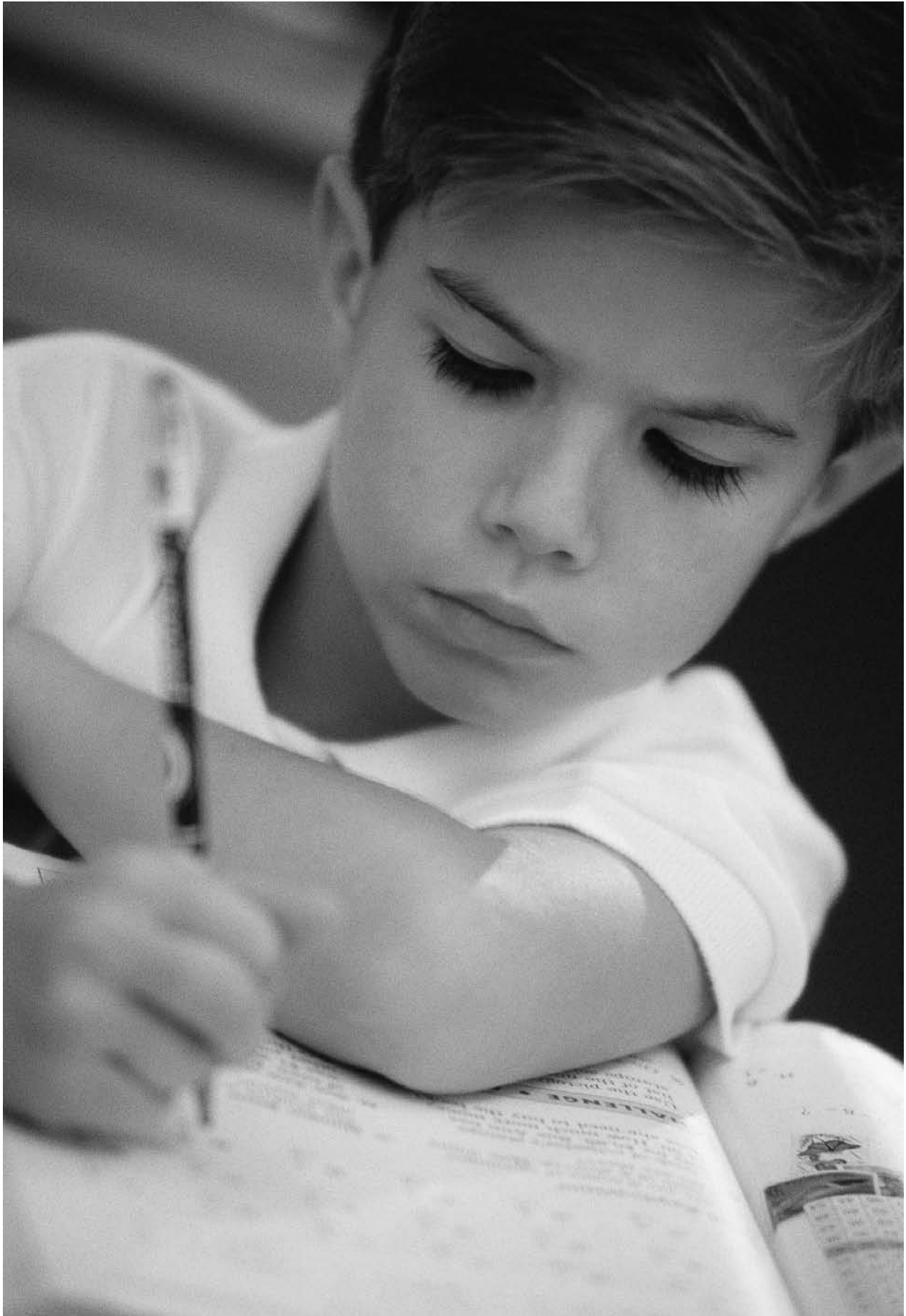
## Introduction

**M**any educators and other citizens have welcomed the attention that NCLB has brought to the widespread inequities of American public schooling. At the same time, the accountability measures of NCLB have produced anxiety, discomfort and denial throughout much of the educational establishment. NCLB's premise that all children can learn means that chronic school failure can no longer be rationalized as an unavoidable consequence of economic, racial/ethnic or community circumstances.

Recognition that teacher quality is the single most important factor in student success is another fundamental premise of NCLB. Throughout the history of public education, low regard for the professional standards of teaching has consistently undermined teaching's status as a bona fide profession. This low regard does much to explain why high standards for initial preparation, induction and professional practice that are common to other professions are still relatively rare in the experience of many teachers. And it sheds important light on why almost two decades of intense school reform efforts in Illinois have failed to yield better results.

*Improvements in teacher preparation, new teacher support and professionalism in teaching are the keys to serious progress in public school performance.*

It is now clear that future progress in public education rests on investing in teaching, what we currently take for granted in other established professions. Without this expectation, reforms in public education will continue to nibble at the margin of school effectiveness without addressing core issues. Improvements in teacher preparation, new teacher support and professionalism in teaching are the keys to serious progress in public school performance. It is up to us to make these critical improvements.



## Defining the Problem

### Poor Student Achievement

**A**lthough Illinois has experienced progress in some areas of student achievement during the past three years, overall growth rates and achievement levels are unacceptably low.<sup>2</sup> Since 1999, when the Illinois Standards Achievement Test (ISAT) was first administered, student progress has been essentially flat.<sup>3</sup> Overall, 36.1 percent of elementary and middle school students in Illinois failed to meet ISAT standards in reading, math, science, and social studies in 2003. In 11th grade, 44.8 percent of students failed to meet standards on the Prairie State Achievement Exam (PSAE) in these subject matter areas in 2003.<sup>4</sup>

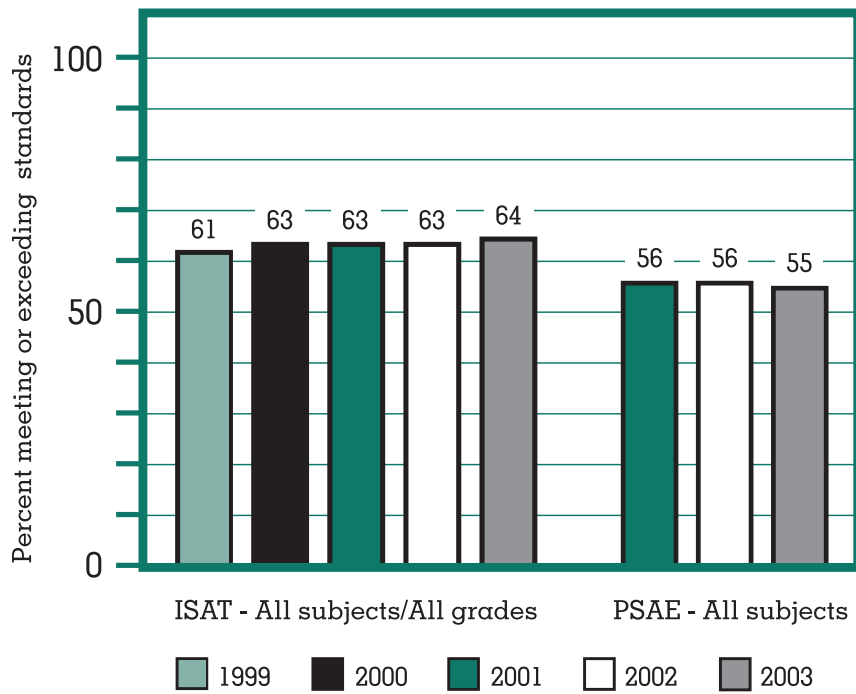
*More troubling still, a chronic achievement gap persists between poor and middle class students.*

More troubling still, a chronic achievement gap persists between poor and middle class students, and between minority and non-minority students. In 3rd grade reading, a strong predictor of later student success, 74.6 percent of middle- and upper-income students met or exceeded state standards in 2003, compared to only 41.3 percent of students from low-income families. Similarly, 76 percent of all white students met or exceeded state reading standards in 3rd grade in 2003, compared to 49.4 percent of Latino students and only 34.7 percent of African-American students. In 11th grade mathematics, 60.3 percent of middle- and upper-income students met or exceeded state standards in 2003, compared to only 24.9 percent of low-income students. Similarly, 62.7 percent of white students, but only 29.4 percent of Latino students and 20.5 percent of African-American students, met or exceeded 11th grade mathematics standards statewide in 2003.

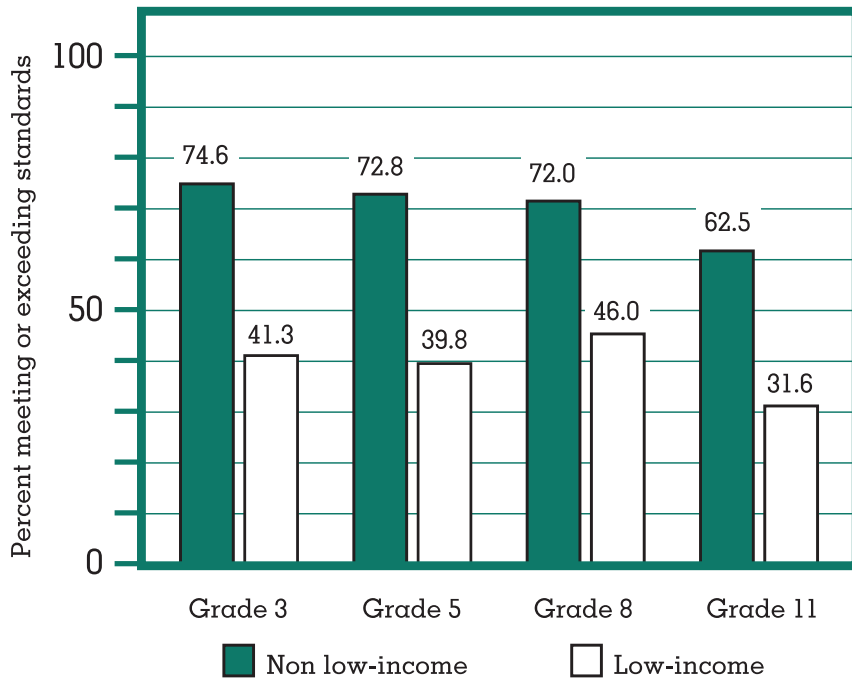
Poor educational achievement in Illinois, however, is not limited to minority or low-income status. According to data from the National Assessment of Educational Progress (NAEP), the population of students performing below national standards far exceeds the population of poor and minority students, where the educational inequalities are most severe.<sup>5</sup> In Illinois, about 68 percent of 4th graders failed to meet NAEP standards in mathematics in 2003 and about 65 percent of 8th graders failed to meet NAEP standards in reading in 2003. In contrast, about 40 percent of Illinois public school students come from low-income families and about 41 percent come from African-American, Latino, Asian-American or Native-American families.<sup>6</sup>

# Defining the Problem

## Student Achievement in Illinois



## Illinois Reading Achievement in 2003 by Family Income Level



Source: Analysis of data supplied by ISBE

## Defining the Problem

### Inadequate Supply of Qualified Teachers

Illinois has a large teacher preparation system and a large teacher population. Overall, 57 colleges and universities (public and private) operate approved teacher preparation programs in Illinois, and these programs produced over 12,000 graduates in 2001.<sup>7</sup> Overall, there are about 129,000 public school teachers in Illinois.<sup>8</sup> However, when graded on the quality and supply of its teaching workforce – the single most important variable affecting student achievement – Illinois only receives a C, according to *Education Week's Quality Counts 2004* report, which is a decrease from a grade of C+ in 2003.<sup>9</sup> Although Illinois has made progress in improving teacher quality, including raising professional standards, the state “has a long way to go to reach an equitable distribution of highly-qualified teachers among rich, poor, urban, suburban, and rural school districts.”<sup>10</sup>

As of October 1, 2002, more than 4,300 teachers in Illinois lacked even basic credentials to teach and worked instead with provisional certificates or “emergency” certificate waivers. Over 70 percent of those teachers were employed in high-poverty schools.<sup>11</sup>

Further, these figures do not include teachers teaching “out-of-field.” When this is factored in, over half of Illinois’ middle school teachers, and nearly a quarter of Illinois’ high school teachers, lack either a subject-matter major or a teaching certificate in the subjects they teach.<sup>12</sup> Predictably, these deficiencies are most severe in the very schools and districts where student performance is the lowest – schools located in isolated rural and inner-city areas, and schools that serve high percentages of poor or minority students. *Education Week* reports that Illinois students from high-poverty districts are five times more likely to have teachers that are not fully certified than students from other Illinois districts.

**When graded on the quality and supply of its teaching workforce, Illinois only receives a C.**



## Defining the Problem

**H**igh rates of teacher attrition and turnover contribute to the inadequate supply of skilled teachers in hard-to-staff schools and in specific subject matter areas. Again, these problems are especially acute in schools where student achievement is the lowest. Research indicates that about 32 percent of new teachers in Illinois leave the profession within the first five years, with math and science teachers leaving at a higher rate than others. In addition, 26 percent of new teachers move from one district to another during their first five years. Overall turnover rates (leavers and movers) are highest in high-poverty (66 percent) and urban districts (79 percent).<sup>13</sup> In Chicago, for example, certain public schools with high-poverty and high-minority student populations record new teacher turnover rates as high as 73 percent over five years.<sup>14</sup>

*In Chicago, certain public schools with high-poverty and high-minority student populations record new teacher turnover rates as high as 73 percent over five years.*

Recent studies of beginning teachers by Metropolitan Life and the IERC indicate that it is not the quality and behavior of students that is the primary reason for teachers leaving the profession; it is the conditions of the profession itself.<sup>15</sup> These conditions include the way schools are organized and led, the lack of support for professional growth, and the limited status, rewards and advancement for teachers.

As of October 1, 2003, about 750 Illinois school districts reported 1,394 unfilled teaching positions.<sup>16</sup> At the beginning of 2001, Illinois school districts reported 2,458 unfilled teaching positions – a 77 percent increase since 1996. Nearly half of all unfilled positions were in Chicago, where 85 percent of the district’s 426,000 students come from low-income families. Chronic shortages continue in specific subject matter areas such as mathematics, science, special education and bilingual education.<sup>17</sup> Once again, the burden of these shortages is borne disproportionately by districts and schools that serve large numbers of poor and minority students.

These problems can be expected to increase over the next five years. In 2002, nearly 17,000 teachers in Illinois – about 13 percent of the workforce – were eligible to retire. By 2005, this number will increase to over 24,000 teachers – 18 percent of the workforce. Roughly 49,000 teachers, or 39 percent of the current workforce, are over 50 years of age.<sup>18</sup>



## Defining the Problem

### Why We Are in This Position

**M**any factors contribute to the present condition of the state's public education system. Throughout the 20th century, public commitment to educate children from all social classes, all ethnic groups, and females as well as males, was confirmed and expanded. At the same time, changes in family and community demographics have made the tasks of teaching and school organization more complex than ever before. In addition, the growth of the information economy has made it imperative for all students to meet high academic standards that, until recently, were only expected of a few.

In Illinois, the effects of these changes have been further compounded by a school funding system that is inequitable and in need of restructuring. The funding gap between the wealthiest 25 percent of Illinois districts and the remainder of the state is the second largest in the nation.<sup>19</sup> According to ISBE, operating expenditures per pupil in Illinois range from about \$4,000 to more than \$18,000.<sup>20</sup> In *Quality Counts 2004*, Illinois was the only state to receive an "F" for School Resource Equity. In overall Funding Adequacy, Illinois ranked 35th among the 50 states, leading to a C+ rating in this category. Several efforts have been made to address the school finance system in Illinois, but most have been unsuccessful or not implemented in a comprehensive manner.<sup>21</sup>

There are many other issues in the state's education system, including school organization, policy, and administrative leadership, that contribute to problems in student achievement and teacher quality. It was not within this Task Force's mandate to address all of these issues; each one is sufficiently complex to warrant in-depth study in its own right. Given the importance of these issues, however, we will touch on several that relate directly to the policies and procedures underlying teacher preparation and ongoing development.

**The funding gap between the wealthiest 25 percent of Illinois districts and the remainder of the state is the second largest in the nation.**

## Defining the Problem



Illinois has made strides over the past few years in addressing problems of instructional quality. Recent reforms have focused primarily on implementing rigorous standards for student and teacher performance, teacher preparation programs, and teacher certification. For the most part, however, these reforms have not adequately focused on the problems of out-of-field teaching, teacher attrition and the disproportionate concentration of under-qualified teachers in schools that serve poor and minority students. In addition, some of the reforms have been watered down during the implementation process.

The Task Force believes that the reform efforts to date, while meaningful, will not be enough to significantly improve student learning and teacher quality in Illinois. Nor will they reduce chronic disparities of instructional quality, which exacerbate socio-economic differences and belie the promise of equal opportunity for all. To achieve these goals, more fundamental change will be required—change that extends teacher preparation into the early years of classroom practice and that alters the structural conditions of the teaching profession as a whole.

## Defining the Problem

### Moving Toward a Modern Teaching Profession

**L**ess than a century ago, American medical education faced many of the same concerns about quality that confront teacher education today. American business education was at a similar crossroads less than 50 years ago. In both cases, exponential growth in what professionals needed to know and be able to do simply overwhelmed conventional approaches to professional preparation and induction. The result was a rapidly widening gap between service levels that were needed and the ability of professionals to meet the demand. In the medical community, outdated practices continued for decades in the face of expanding scientific knowledge. In the business community, outdated conventions led to loss of competitive advantage in an increasingly complex and competitive marketplace.

These gaps ultimately led leaders in both fields to press for fundamental changes in professional education and induction. Common to reform initiatives in both arenas was an effort to build professional education around formal bodies of knowledge and practice, and to exploit that knowledge in ways that would improve day-to-day effectiveness.

A pioneering study of the condition of medical education led to its rapid transformation from a loosely coupled system of proprietary apprenticeships into the present-day system of formal medical education, teaching hospitals and a practicing clinical professoriate.<sup>22</sup> Similar research into business education in the late 1950s transformed the MBA in less than a decade from a patchwork of disparate applications into a formal matrix of applied knowledge based on modern economic principles and emerging understandings from information systems, statistics, and organizational and related sciences.<sup>23</sup> In both cases, mechanisms were found—clinical training, internships, case studies, and others—to link professional

*Common to reform initiatives in both medicine and business was an effort to build professional education around formal bodies of knowledge and practice, and to exploit that knowledge in ways that would improve day-to-day effectiveness.*

## Defining the Problem

preparation more directly with the conditions and rapidly-changing knowledge base of professional practice.

Current conditions in the field of teaching and learning contain important parallels to those experienced earlier in medical education and business education. Explosive growth in cognitive science, information and systems technologies, and formal knowledge about school and teacher effectiveness has opened gaps between known potentials and current levels of effectiveness. Growth in economic demand and public expectation, and the continuing under-preparation of large numbers of Illinois students, have created unprecedented pressure to close these gaps.

It is clear that a successful response to this challenge must begin with a more expansive concept of teacher preparation and, more generally, of teaching as a modern profession. Deep knowledge of subject matter, including the incorporation of knowledge from new disciplines, and more systematic linkages between academic knowledge and effective teaching will be essential.

The narrow view of teacher preparation as something that happens only before teaching begins will need to be replaced by a commitment to a continuum of preparation and ongoing development in which teacher educators and school and district personnel create schools where teachers, as well as students, develop and learn. This, in turn, will require stronger ties with disciplinary and clinical faculty in higher education and a deeper professional support capacity at the school and district levels.



## Four Major Challenges

The Task Force has identified four major challenges that must be met to improve teacher quality in Illinois.<sup>24</sup> This report provides recommendations to address each of the following challenges:

- 1. Improve the basic academic and professional preparation of teachers;**
- 2. Transform clinical training and support that begins in initial teacher preparation and extends through the early years of practice;**
- 3. Enhance the professional conditions of teaching that help to attract and retain talented candidates, including the organization and operation of the labor market for teachers; and**
- 4. Develop new organizational capacity and administrative leadership to improve teaching and learning in Illinois.**

Successful efforts to meet these challenges can be found throughout the state. For the most part, however, these successes are concentrated in those districts with the greatest resources and cannot be easily replicated on a statewide scale. Improved teacher quality for *all children* will require a broad, systemic approach. Such an approach will require us to think differently about the teacher education process and about the teaching profession as a whole. This is likely to be the greatest challenge.

## Challenge I

*Concerns about inadequacies in our traditional system of teacher preparation are widely documented, and they are connected to the conditions in the profession that lead to high rates of attrition.*

### **Improve Basic Academic and Professional Preparation**

**S**ince *A Nation at Risk* was first published in 1983, the conviction that teacher preparation must be improved has garnered strong support, though there are disagreements about how to achieve that goal. In the teaching profession, the formal educational process is complex, and the responsibility for the quality of programs is often fragmented. The process involves educating individuals in a variety of areas, including general education, specific subject matter content, pedagogy, social/psychological and learning theory, and classroom management. The traditional teacher education track generally occurs within the four-year undergraduate framework and to a lesser degree within a 1-to 2-year graduate school framework.<sup>25</sup> General education and subject-specialty courses are usually taken in the arts and sciences colleges or (for some 40 percent of students preparing to be teachers) in a community

college. Professional education courses and the clinical portion of the programs are offered by colleges and departments of education.

Concerns about inadequacies in our traditional system of teacher preparation are widely documented, and they are connected to the conditions in the profession that lead to high rates of attrition.

- First, many teacher education programs are not as selective in their admissions policies as other professional programs.

## Challenge I - Academic and Professional Preparation

- Second, concerns about the lack of rigor in the academic-content curriculum have been raised for many years — both in the general education of the teacher and subject-matter majors. These problems are attributable, at least in part, to inadequate collaboration between Arts and Sciences departments and Education departments on many campuses.
- Third, concerns persist about the relevance of the professional teaching coursework (i.e., the social contexts of teaching, learning theory, teaching methods) and the relative paucity of leadership training and rigorous clinical experience for a profession that is so performance-oriented. Many of the limitations in the clinical portion of teacher preparation can be traced back to poor collaboration between higher education institutions and school districts.
- Fourth, there is a surprisingly large void of compelling and reliable research as to what teacher characteristics lead to improved student performance. Hence, there is little evidence to show which elements of teacher education programming are most effective.
- Finally, teacher preparation is often accorded limited institutional attention and investment within colleges and universities.

These concerns are especially acute in the context of training teachers for economically disadvantaged schools – a task that few teacher preparation programs adequately address.

The traditional structure of teacher preparation, which emphasizes coursework over clinical experience, has also discouraged many career-changers from moving into teaching.

**Many of the limitations in the clinical portion of teacher preparation can be traced back to poor collaboration between higher education institutions and school districts.**



# Challenge I - Academic and Professional Preparation

**I**n response to these problems, Illinois enacted two alternative certification laws to facilitate the training of non-traditional candidates – Alternative Teacher Certification (1997) and Alternative Route to Teacher Certification (1998). As a result, there are several innovative alternative models in the state. But overall, alternative certification has expanded slowly and the number of programs remains small. Currently, only 14 of the 57 teacher education institutions in Illinois operate an alternative program, and about 400 individuals have completed programs (as of November 2002).<sup>26</sup> The limited growth is due to a number of factors, including initial resistance from the education establishment, high program implementation costs, limited financial support for candidates in the programs, and lack of collaboration between higher education and school districts. Additionally, the two separate, but similar alternative certification statutes are confusing and duplicative in many areas, and each statute contains some restrictive regulations that act as a barrier to entry (i.e., a five-year work requirement in an area related to the subject to be taught).

In addition, little attention has been paid to improving graduate education for practicing teachers. According to ISBE, over 46 percent of Illinois teachers have an advanced degree (Master's degree or above).<sup>27</sup> But, there is growing disenchantment with graduate education for teachers. Many advanced degree programs are increasingly viewed as credentialing mechanisms that raise teachers' salaries but do not enhance their knowledge or skills. In addition, many of the more meaningful academic programs are not conducive to teacher schedules, as they often take place during business hours instead of nights and weekends.

**Many advanced degree programs are increasingly viewed as credentialing mechanisms that raise teachers' salaries but do not enhance their knowledge or skills.**



# Challenge I - Academic and Professional Preparation

## Assessment and Accountability

*Possession of a college degree is no guarantee that the candidate has the knowledge and skills to be a good teacher.*

The State of Illinois bears the ultimate responsibility for ensuring that teaching candidates who graduate from its colleges and universities are well-educated and competent professionals. Illinois has a system of assessment and accountability for preparation programs and candidates to enable it to meet its quality assurance responsibility, but historically the system has been ineffective. Until recently, the accreditation of teacher education programs was based mainly on course offerings and other program inputs. Certification requirements and assessments for teacher candidates were widely

regarded as weak. Before 2001, the Illinois basic skills exam for teachers was equivalent to a 9th grade level of proficiency in reading, writing, and mathematics.<sup>28</sup> Thus, for many teachers in Illinois today, we do not have any assurance that they have an adequate level of basic skills or subject matter competence. Possession of a college degree is no guarantee that the candidate has the knowledge and skills to be a good teacher.

Following national trends, Illinois has improved its quality assurance system for both programs and candidates. The state has implemented a stronger accreditation and program approval process based on new standards and procedures developed by National Council for Accreditation of Teacher Education (NCATE). Illinois contracted with National Evaluation Systems (NES) to enhance the basic skills exam for teacher candidates, and to develop more rigorous exams to assess candidate knowledge in specific subject fields (projected availability in 2004-2005). Also, Illinois recently unveiled an exam to assess candidate knowledge of teaching practices, entitled the Assessment of Professional Teaching, which is required for initial certification after October 1, 2003.

While few have questioned the value of higher standards and more rigorous forms of assessment, concerns persist that the reforms go too far in certain areas and not far enough in others. Candidate exams may not be challenging enough, and they do not yet provide sufficient information to help programs and candidates improve. The exams do not allow for cross-state comparisons because most other states use different exams, mainly the

## Challenge I - Academic and Professional Preparation

*The quality and validity of NES' teacher exams, like those used in Illinois, could not be determined because the company would not allow its tests to be subjected to independent evaluation.*

PRAXIS exams developed by the Education Testing Service (ETS). In addition, the NES exams have not been subjected to independent analysis. In 1999, the National Academy of Sciences commissioned an examination of the appropriateness and quality of teacher licensure exams. The results of the review, released in a 2001 report, concluded that the quality and validity of NES' teacher exams, like those used in Illinois, could not be determined because the company would not allow its tests to be subjected to independent evaluation.<sup>29</sup> However, NES' chief competitor, ETS, did allow an evaluation of its PRAXIS exams, and, in general, the tests were deemed to meet the criteria for technical quality.

In addition to the concerns about the candidate exams, the new program accreditation and approval procedures developed by the state appear to be duplicative and overly bureaucratic. Though the Illinois Board of Higher Education (IBHE) has a limited role in this process, teacher preparation programs still must undergo several layers of review. For example, NCATE member programs submit to a parallel process of NCATE accreditation and ISBE program review that is loosely coordinated. Further, while the state has the power to close sub-standard teacher education programs, it has yet to exercise this power.

## Recommendations

**Colleges and universities should commit themselves to improving teacher education by raising standards to a level comparable to other established professions. The state should hold educational institutions accountable by strengthening the system of program review and candidate assessment and, if necessary, use its power to close substandard programs.**

The state, in collaboration with higher education, has taken a number of positive steps over the last few years to improve the quality of teacher education programs. The Task Force is mindful that a great deal of work has gone into these initiatives. We also recognize that many of the initiatives are currently in the process of implementation, and, thus, it may be premature to judge their overall success. Nonetheless, we believe that additional measures need to be taken to enhance the reforms already in place.

- 1. University and college presidents, provosts and academic deans should make teacher education a top priority and engage in an institutional improvement effort by launching strategic planning processes for programs on their campuses. The State of Illinois should incorporate these plans into its quality assurance process.**

Teacher preparation is a campus-wide endeavor that involves faculty and programs from many departments and colleges, not just education programs. Without the necessary institutional leadership, these diverse units will not make teacher preparation a priority for collaborative action. It is only with strategic leadership and the financial support of campus programs that the quality of teacher education can be raised to a level comparable to that of other professions. Building on the “Action Agenda” from the American Council on Education report *To Touch the Future*, we recommend that college and university presidents, provosts and deans undertake a strategic planning process for their preparation programs. The process should include a review of the following areas:

## Recommendations

- **Policies and programmatic elements that define the structure of teacher education programs** (i.e., recruitment efforts, admission standards, curriculum, and graduation requirements). This effort would help ensure that policies and program designs are up-to-date and provide high-quality training, and that programs and their graduates meet standards. This review should pay particular attention to whether programs are providing candidates with high-quality subject matter and clinical preparation and whether new knowledge in fields such as cognitive science, information technology, literacy training, and school leadership are being incorporated into the teacher education curriculum;
- **Resources, facilities, and faculty.** The goal should be to ensure that teacher education programs receive resource levels comparable to other professional programs on campus;
- **Responsiveness to supply and demand in the teacher labor market.** Innovative programming to train teachers for economically disadvantaged schools and subject-matter shortage areas, including alternative route programs, should be expanded. Institutions should adjust recruiting goals and reallocate resources away from programs that contribute to oversupply problems (i.e., elementary education);
- **Collaboration across disciplines within the institution** (i.e., Arts and Sciences and Education), with community colleges and with school districts. Institutions should work to align general education coursework with standards for teaching. This is especially important as it is the initial building block for ensuring a teacher's subject matter competence. The recent efforts to align curriculum between four-year institutions and community colleges (the Illinois Articulation Initiative) and the development of an Associate Arts in Teaching degree, which provides transfer course recommendations for community college students interested in majoring in education at a four-year institution, are positive steps in this direction. These efforts should be continued and augmented;
- **Program assessment and accountability.** Institutions should hold teacher education programs accountable for the quality of their graduates. In addition

## Recommendations

to tracking candidate performance on certification exams, programs should track their graduates into the classroom and should measure the learning outcomes of students taught by their graduates and the retention rates of their graduates.<sup>30</sup> As part of this effort, the state and higher education institutions should mandate participation in the Illinois Teacher Data Warehouse;

- **Graduate education for practicing teachers.** Institutions should review the relevance and quality of graduate programs and make improvements designed to enhance the cycle of teaching and learning, rather than serving as a credentialing mechanism for teachers. Institutions should encourage new graduate programs that reflect the modern needs and careers of teachers (i.e., programs in teacher leadership). As part of this process, graduate programs should work closely with schools and research “best practices” in teaching; and
- **Research into factors associated with effective teacher education programming.** With new data from the Teacher Data Warehouse, institutions should be better equipped to support new research into what works and what doesn’t in teacher education.

Higher education institutions and their teacher preparation programs should develop plans to address the issues raised in the review. The strategic plan (including the results of the review and planned improvements) should be submitted to the state entity with oversight of teaching matters. The state should work with the leaders of the 57 institutions with teacher education programs and community colleges to implement this agenda and develop substantive benchmarks to measure annual institutional progress toward these goals as part of the higher education reporting process for Title II and the *Illinois Commitment*.<sup>31</sup>

## Recommendations

- 2. The state's assessment and accountability system for teacher candidates and preparation programs should be expanded and strengthened. These assessments should be made more rigorous, and the results of these assessments should be disseminated to foster program improvement and informed choice on the part of students planning to pursue a career in education. This information should also inform the general public and the state's efforts to enforce system accountability.**
- The state should replace its existing basic skills and subject matter exams (developed by NES) with the PRAXIS teacher assessment system (developed by ETS) and disseminate testing results to support formative program improvement. PRAXIS exams have been independently evaluated and meet the overall criteria for quality and validity developed by the Committee on Assessment and Teacher Quality.<sup>32</sup> The PRAXIS exams also allow for comparison across states, and they provide performance information to help programs and candidates improve. These assessments should measure achievement against Illinois student and teaching standards and the pass/fail threshold for the exams should be competitive. Institutional results from the assessments (both pass and fail results) should be published and made available to the press and public at large.
  - The state should revise its accreditation and program review process to ensure independence and eliminate duplication. To accomplish this task, the state should require all teacher education programs to be reviewed by an independent national professional accrediting body, such as NCATE or the Teacher Education Accreditation Council (TEAC), and should remove ISBE from direct institutional review. The state should retain its powers of program approval based on its review of NCATE or TEAC program assessment results. More importantly, the state should aggressively exercise its powers of program approval to remediate and ultimately close down poorly performing programs.

## Recommendations

- Within three years, the state should conduct an independent review of its revised program assessment and accountability system. Benchmarks for these reviews should be established within the next 12 months, and the benchmarks should include the academic performance of students taught by the graduates of these programs and the retention rates of the graduates.

### **3. Illinois higher education institutions, school districts, and external partners should expand alternative certification programs with state support, particularly for areas of teacher shortage.**

- State support on a per capita basis (i.e., based on the number of individuals enrolled in alternative programs) should be provided to colleges/universities, as well as approved external partners, such as Golden Apple and the state's charter schools, to develop new alternative programs or expand existing programs.
- The state should streamline the alternative certification statutes and remove restrictive barriers to entry in an effort to attract more candidates. The teaching certificates awarded to alternative candidates should be standardized. Enrollment caps and the five-year work requirement should be eliminated.
- The state, in collaboration with colleges/universities and external partners, should launch a targeted marketing campaign to attract talented candidates into programs. As part of this effort, additional financial support should be provided to candidates, and alternative certification coursework should be creditable toward a Master's degree.
- Alternative certification programs should partner with school districts and external providers to develop stronger mechanisms for placing alternative certification graduates in jobs. In addition, graduates should be given compensation credit for extensive previous experience and subject-matter

## Recommendations

specialization. This is a common practice in other professions, and there is precedent for such action in education – for example, many districts provide additional compensation for service in the military and other national service programs (i.e., the Peace Corps).

Well-designed alternative certification programs – those developed in close collaboration with school districts and with a strong commitment to clinical training and support – can prove to be a valuable asset in improving the quality and supply of Illinois’ teacher workforce. If Illinois colleges and universities do not significantly expand alternative certification opportunities and seek ways to make them more affordable and accessible within the next two years, then the state should provide greater program development authority to other entities, such as school districts, charter schools, and not-for-profit organizations like Golden Apple.



# Improving Teacher Quality in Illinois

## Challenge II

*Long considered a hallmark in other professions, clinical training and support in the teaching profession have been embarrassingly uneven and often weak.*

### **Transform Clinical Training and Support in Initial Teacher Preparation and the Early Years of Teaching**

One of the most important vehicles for change, in the view of the Task Force, is the need for dramatic enhancements in the clinical training and support that teachers receive in their preparation programs and on the job. Clinical training in teacher preparation programs includes early field experiences and student teaching. In the context of actual paid practice, it includes ongoing developmental

activities and support mechanisms, such as professional development seminars, mentoring from talented veteran teachers, and/or reduced workload. Long considered a hallmark in other professions, clinical training and support in the teaching profession have been embarrassingly uneven and often weak. The cause of these deficiencies can largely be traced back to a fundamental disconnect between the practice of teaching and the preparation of teachers, and to the tenuous relationship between higher education and school districts.

In teacher preparation programs, the clinical component often is underfunded and lacks a clear definition and structure. Also, clinical training and support generally do not continue into the first few years of teaching. Beginning teachers hired by school districts sever ties with their preparation programs, entering the profession with the expectation that they are fully prepared, and are given teaching assignments at least as demanding as the assignments given their more experienced counterparts. Many new teachers take jobs in hard-to-staff schools, which adds an additional layer of complexity and difficulty to their initial experience.

## Challenge II - Clinical Training and Support

**Just as there are usually no support mechanisms in place, so are there few rigorous assessment mechanisms to evaluate teacher performance or to help teachers effectively build on their strengths and remedy weaknesses.**

Limited clinical experience and a lack of ongoing development and support are leading causes of the high percentage of turnover among beginning teachers. This turnover places real costs on the education system. A recent study in Texas estimated that the cost for each new teacher lost was about \$8,000. Overall, the study estimated that the annual cost of new teacher turnover for Texas schools was about \$36 million.<sup>33</sup> If these estimates are accurate, new teacher attrition alone (those that leave the profession) could be costing the Illinois education system at least \$16 million annually.<sup>34</sup> This cost is likely much higher when accounting for the percentage of new teachers who transfer to another district, which is disproportionately common in high-poverty districts. For example, a recent study in Chicago estimates new teacher attrition and turnover at 64 high-poverty and high-minority public schools cost CPS \$5.6 million in 2001-2002.<sup>35</sup> And these are just the financial costs. Research also indicates that turnover has a detrimental impact on student achievement.

Those who stay in teaching may or may not be effective teachers – available direct evidence is virtually non-existent – but student achievement results do not paint an encouraging picture. Just as there are usually no support mechanisms in place, so are there few rigorous assessment mechanisms to evaluate teacher performance or to help teachers effectively build on their strengths and remedy weaknesses.

## Challenge II - Clinical Training and Support

### Pre-service Clinical Training

**A**lthough teaching is a performance-oriented profession, Illinois requires only 10 weeks of student teaching along with other field experiences for initial certification and does not have a coordinated system for placing student teachers. Teacher preparation programs compete among themselves for limited placements, and there is wide variation in vetting and training of both supervising and cooperating teachers to ensure quality in this process. While some teacher preparation programs are models in this area and have exemplary partnerships with local school districts, many rely almost completely on a patchwork of ad hoc partnerships and part-time staffing relationships.

NCATE unit accreditation requirements now call for teacher preparation programs and their school partners to develop student teaching experiences jointly, using established standards of practice. This expectation has raised awareness levels in all Illinois teacher preparation programs, but actual practice still has room for improvement.

Many of the state's 10-to 15-week student teaching experiences are conducted by part-time "adjunct professors" and unvetted "cooperating teachers" who rarely meet or collaborate. Adjunct professors often are retired teachers or retired school principals who supervise from 5 to 15 candidates located at different school sites. Clinical readiness for an initial teaching certificate often is determined largely on the basis of limited classroom observations conducted by the adjunct supervisor during the student teaching period.

*Although teaching is a performance-oriented profession, Illinois requires only 10 weeks of student teaching along with other field experiences for initial certification and does not have a coordinated system for placing student teachers.*

## Exemplary Model

### **Illinois State University Professional Development Schools and Partnerships**

*Illinois State University (ISU) is the largest producer of teachers in Illinois and the second largest in the country. As part of its broader teacher education programming, ISU's College of Education operates an innovative professional development school and partnership model for select students. Professional Development Schools (PDS) are special sites for the delivery of enhanced clinical teacher training through a collaborative relationship between the university and public school districts. The goal of the model is to move teacher preparation closer to the schools.*

*Participants in the ISU program, primarily fourth-year education majors, complete a year-long pre-service clinical experience at one of eight professional development sites (individual schools or districts) throughout the state. Participants complete a 17-week coursework/field instructional requirement and a 17-week practicum during which they experience total immersion in the school culture and intensive clinical training. In the fall semester, participants take professional education coursework delivered at the school site by university faculty, work with a mentor teacher in the classroom, and observe other classrooms. In the spring semester, participants teach under the supervision of a mentor teacher. Throughout the year, the participants are expected to work as a regular professional member of the school staff.*

*ISU and its partner school districts share resources to support the program, and they both benefit as the model acts as a tool for training new teachers, developing veteran teachers and providing a research base for improved practice. According to ISU, research indicates that PDS students have a higher employment rate than traditional education students, are more successful and stay in their teaching assignments longer.*

## Challenge II - Clinical Training and Support

### Clinical Development and Support

*As a rule, new teachers are routinely assigned the same responsibilities and workload as veteran teachers with few linkages to more experienced professionals or to each other.*

**S**ystematic provisions for clinical development, assessment and support during the early years of practice are common elements in other professions. Accountants, nurses, bankers, physicians, lawyers, engineers and other professional groups all enjoy extended periods of internship, incremental growth in job responsibilities, support and regular cycles of evaluation that are linked to clear performance benchmarks. This generally has not been the case in education, which historically has devoted minimal resources, attention and commitment to ongoing professional development and support for new teachers.

As a rule, new teachers are routinely assigned the same responsibilities and workload as veteran teachers with few linkages to more experienced professionals or to each other. Support is typically limited to informal relationships that new teachers develop with

other full-time faculty members. Even this meager support is severely compromised by a lack of shared planning and release time. Overall, effective experienced practitioners are insufficiently involved in new teacher support.

Supervision and assessment of new teachers is generally limited to a small number of random observations by an administrative supervisor. Most observations are 20 to 30 minutes in duration. Each one is followed by a short post-observation conference. In most districts, only two to three such observation cycles are required each year. Completion of four continuous years of teaching in such an environment is the principal criterion for tenure.

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## **The Academy for Urban School Leadership**

*The Academy for Urban School Leadership (AUSL), founded in January 2001 by a group of business, civic and education leaders in Chicago, serves a unique dual mission of training teachers and managing two elementary schools in the Chicago Public School system (CPS). The goal of the CPS-AUSL collaboration is to improve student achievement by attracting, training and retaining Chicago's next generation of exceptional teachers and school leaders. In partnership with National-Louis University, AUSL targets recent college graduates and mid-career professionals and provides them with a rigorous, full-year teacher preparation program complete with graduate coursework and a residency in a school. The training is designed to bridge the gap between theory and practice. The Academy also manages two elementary schools, which serve as the locus for teacher training activities, and it expects to add a high school next year.*

*Program participants begin with a summer of intensive, full-time graduate coursework delivered by National-Louis faculty and external education consultants serving as adjunct faculty. Participants then complete a 10-month residency at one of the Academy's elementary schools under the supervision of a mentor teacher. Residents are assigned in pairs to a mentor teacher and they participate in every aspect of instructional activity during the residency period. The Academy schools operate on an extended schedule (20 percent longer than the average CPS schedule), which allows residents and mentor teachers to participate in daily reflection and weekly grade-level meetings either after school during two structured hours of professional development and collaboration or during common planning time allotted in the school day. Residents also complete significant classroom observation and guided teaching, taking on greater responsibility over time and eventually lead teaching before the end of the school year. Throughout the residency, participants continue with graduate-level coursework two or three nights a week at the school site and develop a portfolio for evaluation at the end of the term.*

*AUSL residents receive a living stipend, a tuition-reduced Master of Arts in Teaching and an Illinois Teaching Certificate. Residents agree to a five-year commitment to work in a carefully selected underperforming CPS school after they complete their training. Residents are placed in cohorts and receive ongoing professional development and support from the Academy, including bi-monthly meetings at the Academy, on-site classroom observation and feedback, continuous training and career progression support.*

## Challenge II - Clinical Training and Support

*Continued from page 43*

**M**any schools and districts simply do not have the capacity to provide effective new teacher support or assessment. Generally, it is the schools with the greatest needs – those with high proportions of underqualified teachers and underperforming students – that lack the necessary resources and staffing to develop and deliver a comprehensive new teacher support program. For example, many of these schools lack a sufficient number of qualified practitioners to mentor new teachers, and those who are able are usually overburdened with other responsibilities.

Several states, including Connecticut and California, have taken significant steps to develop a system of new teacher support and build capacity at the state and local levels. Sixteen states now mandate and fund induction programs for new teachers, with annual costs ranging from \$1,000 to \$5,000 per new teacher, plus additional funding from local districts.<sup>36</sup> Several large urban districts also have initiated new teacher support and assessment programs. In addition to the developmental benefits of such programs, research shows that they reduce teacher attrition. For example, California's Beginning Teacher Support and Assessment system reduced attrition from 37 percent to 9 percent in five years.<sup>37</sup> Rochester's (NY) Career in Teaching program reduced new teacher attrition from about 35 percent to about 14 percent over 10 years.<sup>38</sup>

In Illinois, considerable statewide attention has been given to new teacher support since the publication of *What Matters Most* and the *Illinois Framework* in 1996. However, Illinois has yet to embrace fully a statewide system of new teacher support and assessment. The current system under development in Illinois stops short of mandating and funding a statewide system of support. Mentoring and induction, as currently proposed, remain a voluntary obligation for both school districts and new teachers, and is not extended to teachers on emergency certificates or those teaching out-of-field.

**California's  
Beginning Teacher  
Support and  
Assessment system  
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years.**

*Continued on page 47*



## Exemplary Model

### **DePaul University/Glenview District 34 Clinical Model Teacher Preparation Program**

*DePaul University and Glenview Elementary School District 34, in cooperation with the Glenview Education Association (IEA-NEA), operate an innovative teacher preparation program with the goals of increasing teacher professionalism, empowering teachers to play more substantial roles in school and district decision-making, and revitalizing the professional learning of pre-service, beginning and experienced teachers. The program, which began in 1990 and is now authorized under the Illinois Resident Teacher Certification statute, trains career changers, who already have a Bachelor's degree, using a medical school model. The model, which was adopted because of the intensity of the clinical training, provides for a three-year sequence with a supervised paid internship and a salaried two-year residency while candidates complete their Master's degree in teaching and learning.*

*In the first year of the program, candidates participate in an internship under the close guidance of a mentor teacher. The internship year is divided into four phases, with the candidates rotating to a different mentor during each phase. Interns participate in every aspect of teaching, from working with individual students to whole-class instruction. They also take coursework that is jointly planned and taught by full-time university faculty and veteran Glenview teachers. During the second and third years of the program, candidates serve as resident teachers with full teaching responsibilities. The resident teachers receive ongoing guidance and assistance from a mentor teacher, although the mentor is no longer in the classroom with them. The residents also continue with their Master's coursework, including an induction course and a graduate research project. The candidates are evaluated regularly by university and district faculty throughout the three years of the program.*

*Participants receive a stipend of increasing value over three years. Glenview pays for their tuition, which is negotiated at a significant discount from DePaul. The experienced mentor teachers who support the candidates also receive a stipend. The program has a very high retention rate and high satisfaction levels among participants, school principals and parents.*



## Challenge II - Clinical Training and Support

*Continued from page 45*

**I**n addition, the guidelines established by the state for mentoring and induction fall short of the best practices found in other states. Some of the major deficiencies in the guidelines include:

- Lack of provisions for limiting the responsibilities or workload of new teachers during their first year(s) of practice;
- Insufficient amount of interaction between new teachers and mentors – only three observations per year are required for a total of six classroom observation cycles over a two-year period;
- Limited assessment mechanisms for new teacher performance against Illinois Professional Teaching Standards and no link between these assessments and certification or tenure; and
- Insufficient provisions for the vetting, support and assessment of mentor teachers over time.

Funding is a major obstacle to building a new teacher support system in Illinois. Districts that developed mentoring and induction programs approved by the state were to receive \$1,500 for each new teacher. The Illinois General Assembly originally appropriated \$8.1 million for FY 2003 to support district programs, and the funding level was set to increase to \$11.5 million in FY 2004. However, 2003 induction funds were transferred to mandated categorical programs, and they were eliminated altogether for 2004 due to the state's budget shortfalls. Without adequate funding, improvements in clinical development and new teacher support will not be possible.

***The guidelines established by the state for mentoring and induction fall short of the best practices found in other states.***

## Challenge II - Clinical Training and Support

### Recommendations

**Illinois should transform clinical training and professional support for teachers, elevating them to a level comparable to practices in the most advanced states and to the norms of other established professions. We view this recommendation as the most promising strategy for reducing turnover and increasing quality among new teachers. This goal cannot be accomplished by higher education or K-12 school districts alone. It will require a statewide strategy with shared ownership by academics, practitioners and other key stakeholders.**

#### **1. Pre-service Clinical Training**

Teacher preparation programs should provide clinical experiences to their students early and often. They also should expand existing student teaching models and consolidate them into full “clinical residency” programs. The duration of these programs should be at least one full semester of the public school calendar. Student teacher residents should be placed in cohorts and engage in all aspects of faculty practice and responsibility. Professional education coursework should be delivered at the school site during the course of the residency.

- Residency programs must meet NCATE standards, which call for partnerships between teacher preparation programs, school districts, and other members of the professional community in the design, delivery and evaluation of field experiences and clinical practice.
- Residency programs should be supported by full-time clinical faculty from the colleges/universities and by trained supervising teachers and managers from the schools/districts. Only highly-qualified, effective teachers should be assigned to supervise teacher candidates.
- The state should provide financial support for the development of residency programs; direct funding should be provided on a priority basis to support the establishment of clinical residencies in underperforming schools/districts.

### Recommendations

#### 2. Clinical Development, Support, and Assessment During the First Few Years of Practice

Illinois should develop, help fund, and implement a comprehensive system of professional induction, support and assessment designed to help all new teachers (including those from alternative certification programs) meet Illinois Professional Teaching Standards. Participation should be a mandatory component of certification and tenure. The programs should incorporate best practices from other exemplary state and district-based programs, such as:

- Systematic instructional support and formative assessment for all first-time teachers provided by a trained mentor;
- Reduced class load and/or released-time provisions for professional development for new teachers during the induction period;
- Released time or reduced teaching assignments for trained mentors;
- Realistic ratios between mentors and new teachers should not exceed 10:1;
- Subject-specific pedagogy seminars for all first-time teachers provided by high-quality instructors throughout the induction period;
- Ongoing developmental assessment and feedback provided to new teachers throughout the induction program. Examples include curriculum-based portfolio development (i.e., Connecticut) and instructional assessment based on standards of practice (i.e., PRAXIS III or Charlotte Danielson's Framework for Teaching);<sup>39</sup>
- Independent, state-sponsored assessment of candidate performance in induction programs linked to progression from initial to standard licensure. Practitioners should have a strong role in the development and implementation of the evaluation system, which may include standards-based portfolio assessment and/or instructional assessment, such as PRAXIS III;<sup>40</sup>

## Challenge II - Clinical Training and Support

### Recommendations

- Completion/approval of a professional development plan as a formal condition of full certification; and
- Strong leadership and support from principals – without which mentoring programs can rarely be effective.

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*At the very least, Illinois should begin by implementing a three-to-four year induction program for new teachers.*

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**S**uccessful induction programs come in different shapes and sizes, depending on the breadth and depth of the elements included and the individual needs of schools and districts. The Task Force believes that the state should set comprehensive guidelines and criteria for the programs while allowing enough flexibility for districts to tailor programs individually to meet their circumstances. Districts and/or partnerships that meet the eligibility criteria should be provided with state funds to support the program. Additional financial support should be provided to districts that lack adequate capacity to implement a comprehensive induction program.

At the very least, Illinois should begin by implementing a three to four year induction program for new teachers that incorporates the following elements:

- Intensive school-based or district-based mentoring (i.e., mentor teacher assigned to one or two new teachers within the same school or assigned to a cohort of about five new teachers within a district);
- Ongoing professional development seminars linked to Illinois Professional Teaching Standards; and
- Independent, state-sponsored evaluation of candidate performance at the end of the program.

## Challenge II - Clinical Training and Support

### Recommendations

**B**ased on our analysis (see Appendix I), a statewide program such as this would cost a minimum of \$7,600 per new teacher or about \$50 million over three years (about \$2,545 per new teacher per year on average). If limited to underperforming schools, the estimated cost for such a program would be \$34 million over three years. Any amount below this threshold is unlikely to enable districts to launch and maintain effective induction programs.

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*It is important to recognize that these programs should lead to significant savings if, as anticipated, they lead to reductions in new teacher turnover.*

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It is important to recognize that these programs should lead to significant savings if, as anticipated, they lead to reductions in new teacher turnover. Currently, each new teacher lost already costs the education system an estimated \$8,000 and has a detrimental impact on workforce stability and student achievement.

Ideally, we would like to see a more aggressive overhaul of the way new teachers are brought into the profession. Elements such as extended internships and reduced workload for new teachers should be phased into induction programs over time. However, these elements are more expensive, and we recognize that the current budget environment makes these elements more difficult to implement in the short-term. Nevertheless, some districts may choose to implement more expansive programs, especially those in areas with high teacher turnover, and they should receive the necessary financial support to help them do so.

# Improving Teacher Quality in Illinois

## Challenge III

*While education is the foundation for all professions, teaching is one of the least rewarded in terms of compensation or social status.*

### **Enhance Professional Conditions That Attract and Retain Talented Teachers**

**A**lthough improvements in teacher preparation, clinical training, and new teacher support are key leverage points to improving student achievement and teacher quality, policymakers must also address the need to enhance conditions of teaching that attract and retain talented candidates in the profession.

The teaching profession is in a powerful paradox. The goal of successfully teaching students from very different backgrounds with differing skill levels and personalities is so

technically demanding that it cannot ever be fully mastered. Yet the amount of professional preparation and support we provide teachers is far less than that provided for other professions, many of which require graduate programs for professional certification. Additionally, while education is the foundation for all other professions, teaching is one of the least rewarded in terms of material compensation or social status. Finally, while sustained teacher collaboration is a widely recognized prerequisite for school performance, teachers continue to work in greater isolation than virtually any other professional group.

In general, the professional culture, status and rewards of teaching are such that many academically gifted high school and college graduates seek higher-status and better-paying professions; and a high percentage of candidates who complete teacher preparation programs do not take teaching jobs or stay in the field only a short time.

## Challenge III - Professional Conditions

**The professional culture, status and rewards of teaching are such that many talented individuals seek higher-status and better-paying jobs.**

Several factors constrain the ability to attract, train, and retain quality teachers. First, the overall system of teacher compensation is not sufficiently flexible for the realities of today's marketplace and schools. Unlike other professions, the single-salary schedule used in teaching is based largely on years of service and formal educational credentials, rather than expertise, quality of performance or difficulty of school environment. The average teacher salary continues to fall below the average wages of other white-collar occupations. Nationally, teachers averaged \$44,367 in 2002 (\$49,702 in Illinois, not including benefits). By comparison, accountants earned an average of \$54,503, computer systems analysts an average of \$74,534, and engineers an average of \$76,298.<sup>41</sup> There are also wide salary disparities for teachers in rich and poor

districts. In the 2002-2003 school year, starting salaries for teachers in Illinois ranged from \$20,229 to \$42,009, and top salaries ranged from \$28,846 to \$109,102, not including benefits.<sup>42</sup> In addition, teachers who transfer from one district to another often do not receive credit for all of their years of teaching experience, and professionals who become teachers after working in other fields rarely receive credit for the experience they bring to the classroom. Clearly, this compensation system hampers the teaching profession's ability to attract and retain quality individuals, especially in economically disadvantaged schools.

Second, schools generally are not organized to foster continuing teacher development and a supportive professional culture. There is little systematic feedback and support available to teachers. School supervisory report ratios are rarely lower than 15 to 1 and are often much higher at the elementary school level. Accordingly, supervisory assessment and evaluation for teachers is often inconsistent and perfunctory. The average teacher's work day provides little time for planning or interaction with peers. Teachers lack differentiated roles and responsibilities and have few promotion and leadership opportunities. Generally, a new teacher has the same level of responsibility as a teacher with 5 or even 25 years of experience. A teacher's best opportunity for advancement usually is to move out of the classroom and into administration.

## Challenge III - Professional Conditions

Certainly, issues of compensation and career advancement have an impact on the supply of teachers. But other deficiencies in the labor market for teachers also must be addressed. Overall, the teacher recruitment and preparation system is not adequately responsive to the needs of schools. According to the IERC, Illinois will need fewer elementary teachers (projected decrease of about 1,400), but more secondary teachers (projected increase of about 3,000) by 2007-2008, based on student enrollment projections.<sup>43</sup> Yet the number of candidates who completed an elementary education program in Illinois increased by 14 percent in 2001, while the number of candidates completing a preparation program in secondary education decreased by 13 percent in 2001.<sup>44</sup> This imbalance between supply and demand for specific categories of teachers obviously impairs the efficient allocation of professional resources.

**Minorities account for 41.5 percent of the student population in Illinois, but only 15.4 percent of the teacher workforce.**

In general, the profession of teaching does not compete well with other professions in attracting and retaining talented college graduates from virtually any demographic group. In Illinois, this problem is particularly acute for minority teachers. Minorities account for 41.5 percent of the student population in Illinois, but only 15.4 percent of the teacher workforce.<sup>45</sup> Unfortunately, many prospective minority teacher candidates have been poorly educated by the very schools in which we hope to ask them to teach. In addition, there are now many more lucrative professional options available to minority students who graduate from college.

Overall, little effort has been made in Illinois to recruit into teaching highly-qualified candidates – particularly minority candidates – from high schools, community colleges, four-year institutions and from other professions. Efforts to recruit and train high-quality teaching candidates must be improved if Illinois is to keep pace with educational demands.

*Continued on page 56*



# Exemplary Model

## **Project Nueva Generación**

*Project Nueva Generación is a collaboration between the Logan Square Neighborhood Association (LSNA) and Chicago State University to train local talent to be highly-qualified teachers working in their neighborhood schools. The program is part of a broader strategy known as "Grow-Your-Own," which is an innovative, yet practical approach to addressing teacher recruitment and retention shortfalls in low-income, high-minority schools. Grow-Your-Own initiatives attract individuals from disadvantaged communities – parents, paraprofessionals, and even high school students – and train them to be teachers in hard-to-staff schools where they are likely to remain long term.*

*Started in 2000 with a grant from the U.S. Department of Education, Nueva Generación is a teacher preparation program leading to a bilingual teaching certificate for residents of the Logan Square neighborhood in Chicago – an ethnically and economically diverse area with a very high percentage of low-income students in local schools. Program participants are largely immigrant Latina mothers who are also enrolled in a separate program that trains them to assist teachers in local schools. The program caters to individuals with varied academic backgrounds and includes developmental coursework and academic review and support for those candidates who need it prior to entering the teacher preparation phase. The program is delivered at community learning centers run by LSNA and at Chicago State University. In the first year of the program, Chicago State professors teach classes to a cohort of participants at the community center. In the second year of the program, participants, who generally also have jobs, begin to travel to the Chicago State campus for coursework. Participants also have the opportunity to spend time in bilingual classrooms in Logan Square neighborhood schools. Participants must meet all requirements for teacher certification, including successful completion of basic skills and academic content assessments.*

*Given the Chicago Public Schools' severe teacher turnover problem, which can reach as high as 70 percent over five years in some schools, Grow-Your-Own teacher training initiatives, such as Nueva Generación, hold tremendous promise for recruiting and retaining high-quality teachers in hard-to-staff schools in the city. The Association of Community Organizations for Reform Now (ACORN) and the University of Illinois at Chicago are currently working together to launch a similar program targeted to paraprofessionals in West Side schools.*

## Challenge III - Professional Conditions

*Continued from page 54*

According to ISBE, Illinois will need approximately 44,000 teachers through 2006 (of which about 27,000 are estimated to be first-time teachers). There will be particularly acute needs in certain subject matter areas, including English as a second language (need equivalent to about 63 percent of current workforce in this subject), special education (59 percent), bilingual (46 percent), science (44 percent), and math (36 percent of current workforce).<sup>46</sup> Given Illinois' commitment to expanding early childhood education, the state also will need a significant number of additional educators certified in this area.

Illinois must also address imperfections that plague the systems and procedures for hiring teachers. According to data from the 2002 Illinois Teacher Study, district hiring practices are inefficient and do not foster easy entry into jobs.

Twenty-eight percent of new teachers in Illinois were hired one month or less before the beginning of the school year (the rate was 38 percent in Chicago).<sup>47</sup> Information concerning available teaching positions and the pool of candidates is often fragmentary and does not meet current labor market requirements. Recruitment and hiring practices often fail to meet minimal standards of human resource administration or to facilitate an optimal match between available supply and demand. These deficiencies are particularly acute in filling positions in rural and inner-city schools.

Some of the most persistent needs that must be addressed include the following:

- Insufficient organizational capacity and incentives to attract candidates to chronic areas of teacher shortage;
- Inadequate systems of assessment, accountability and compensation that do not reflect the realities of the labor market;
- Limited time within the school day for planning and interaction among peers and limited leadership opportunities for talented teachers who wish to remain in the classroom; and
- Limited collaborative relationships in most districts between teachers' unions and schools that could substantially improve professional conditions.

***Illinois will need  
approximately  
44,000 new teachers  
through 2006.***

## Challenge III - Professional Conditions

**T**hese professional conditions have important consequences for efforts to build a stable teaching force of academically strong candidates who are committed to attaining professional excellence over a period of years. While improvements in the status and rewards of teaching are likely to come slowly, significant progress can be made. That some Illinois districts and schools – including some in economically disadvantaged areas – have been able to attract and retain a stable force of high-quality, committed professionals with very little attrition, shows that progress is possible.



## Challenge III - Professional Conditions

### Recommendations

**Illinois should aggressively recruit more talented candidates into the teaching profession, and retain them in the classroom by making meaningful changes in the conditions under which teachers work and by addressing inefficiencies in the labor market. This will require shifting existing resources, committing new resources and changing the way schools operate.**

- 1. The state should establish a program, with the involvement of teacher preparation programs, school districts and teachers, that promotes teaching as a career and actively recruits skilled candidates into teaching beginning early in their educational career and continuing along various stages of the educational and professional pipeline. This program should also foster efficient placement of individuals into teaching and administrative positions in the state.**
- Building on models such as the California Center for Teaching Careers and the South Carolina Center for Teacher Recruitment, Illinois should develop a teacher recruitment center with a special focus on attracting teachers for hard-to-staff schools and subject matter areas. The center should have an interactive website that promotes teaching and serves as a one-stop information and referral service for individuals interested in teaching. It should develop targeted recruiting programs to attract candidates from various educational and professional sectors – high schools, community colleges and other professions.
  - The center should also serve as a central job bank for teaching and administrative (principal and superintendent) positions in the state and establish a referral database for qualified teachers seeking public school employment. In addition, recruitment efforts in the state should be expanded beyond traditional local markets. They should include regional and national markets and involve systematic, ongoing visits by recruiters to key campuses in these markets.

### Recommendations

- Public and private scholarship programs, such as the Golden Apple Scholars of Illinois, should be expanded and advertised through the recruitment center to attract high-quality, dedicated candidates into the teaching profession. Such programs should be targeted to attracting and training candidates to teach in hard-to-staff schools and should involve multi-year commitments to teach in these schools.

**2. School districts – with state support – should improve the organizational structure of schools and enhance professional opportunities available to teachers. Districts, in collaboration with teachers, should:**

- Reconfigure staffing models to allow for differentiated roles and responsibilities for teachers – for example, some teachers could be full-or part-time specialists to mentor and support new teachers;
- Develop career ladders for teachers (i.e., plans that link these differentiated roles and responsibilities to stages of career advancement and pay);
- Reconfigure school leadership structures to enhance systems of support and assessment. Integrate teachers into the leadership structure. Teacher leadership measures should be linked to improvements in graduate education for teachers that were previously noted; and
- Develop innovative models for restructuring the school day and year to include more time for teacher development and shared planning.

## Challenge III - Professional Conditions

### Recommendations

**3. Teacher compensation systems should be overhauled. They should be modified to reflect teacher quality and performance, and also to address special needs and promote the more efficient allocation of teaching staff. School districts in collaboration with teachers should:**

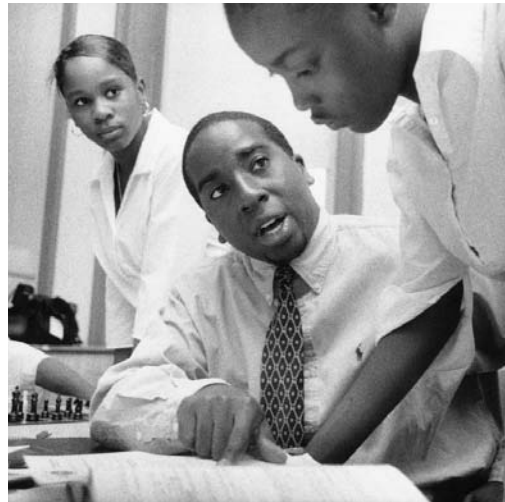
- Target incentives for subject-matter shortage areas (i.e., math or science) and hard-to-staff schools, including incentives to attract high-quality, veteran teachers to these schools;
- Increase pay in schools or districts that experience the greatest teacher shortages;
- Target salary increases for the most talented teachers and those who take on additional responsibility (i.e., mentoring and other leadership roles); augment increases for “Master Teachers” who complete the National Board Certification process;
- Experiment with new compensation systems that give weight to factors such as “knowledge and supplementary skills” and professional performance; and
- Provide additional credit for previous experience to teachers who move from one district to another or from another profession in setting compensation. This provision will facilitate recruitment within a larger geographical market area, including adjoining states, or within the national market.

Flexible, competitive compensation systems are the norm in most established professions. Yet, the Task Force recognizes that teacher compensation reform is a sensitive issue in most school contract negotiations. Compensation reform measures will have to be addressed creatively and in good faith by union bargaining agents and school districts.

### Recommendations

- 4. School districts, in collaboration with teachers' unions and with incentives from the state, should develop and implement rigorous evaluation systems for teachers that link performance assessment, career ladders and compensation.**

The implementation of these recommendations should help improve the efficient allocation of the teacher workforce and reduce unacceptably high rates of attrition. Further, these recommendations would begin to address inequities in local conditions that result in the distribution of highly-qualified teachers in some districts and poorly-qualified teachers in others. Finally, the profession would be more likely to attract and retain talented individuals when opportunities for professional advancement and reward are more abundant, and when high performance levels lead to increased responsibilities and compensation — as is the case in other professions.





# Improving Teacher Quality in Illinois

## Challenge IV

*Collaboration between higher education and K-12 educational institutions in the state has been sporadic at best.*

### **Develop New Organizational Capacity and Administrative Leadership To Improve Teaching and Learning in Illinois**

Transforming teacher preparation into a continuum of professional learning that begins with initial teacher education and extends into the first few years in the classroom will require a fundamental shift in education philosophy in Illinois. It will mean that school districts become more deeply involved in developing new teachers and informing the teacher education process; and

that higher education takes a more active role in school improvement. As a result, this transformation will require more strategic collaboration among decision makers in higher education, school districts, teachers' unions, and the public at large.

Adopting and implementing a collaborative partnership model in Illinois will be no small task. The state's education system is large and diverse, with nearly 900 school districts and over 100 institutions of higher education involved in some aspect of preparing new teachers. Moreover, collaboration between higher education and K-12 educational institutions in the state has been sporadic at best. This lack of collaboration is not entirely surprising given the fact that teacher preparation and development has traditionally been viewed as the responsibility of education departments in colleges and universities, not schools and districts. Teacher preparation programs, on the other hand, continue to turn out certified candidates without sharing any of the formal accountability that schools and districts have for improving student learning. To date, Illinois' teacher quality reform agenda reflects this situation, having focused heavily on improvements in initial teacher preparation at the higher education level with little focus on the ongoing support needs of new teachers or the development of strong teacher leadership teams at the school and district level. As the national education reform organization, Achieve, Inc., concluded in a 2000 study, "Illinois has a promising strategy for ensuring the quality of new entrants into the teaching profession, a weak strategy for supporting the continuous development of its

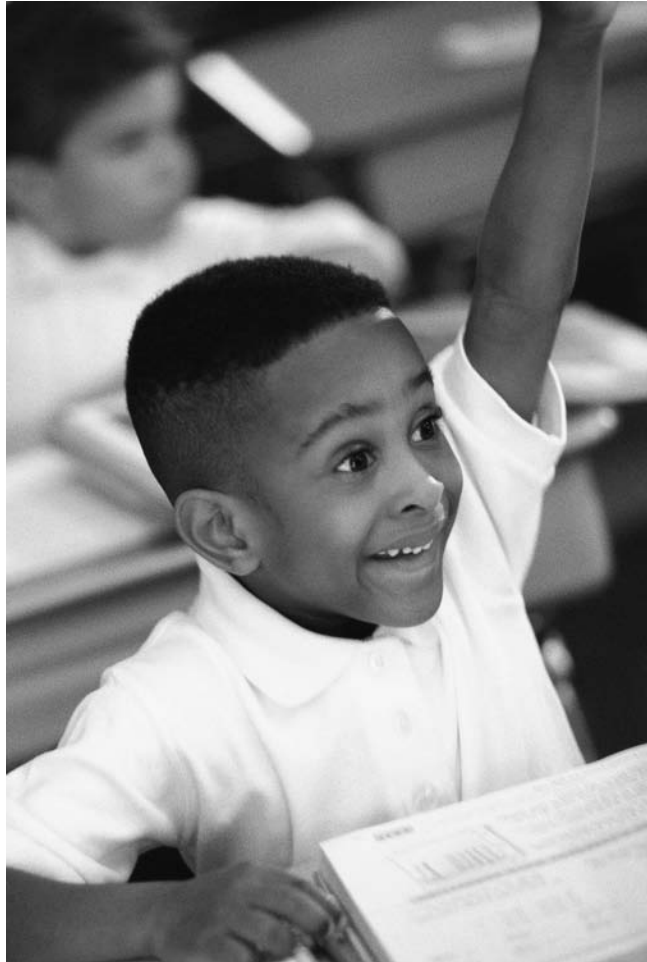


## Challenge IV - Capacity & Administrative Leadership

current teaching force, and virtually no strategy in place for strengthening the organizational capacity of districts and schools to implement the state's ambitious reform agenda."<sup>48</sup>

**I**ncreased collaboration, capacity building, and shared accountability among education stakeholders are critical components of serious teacher preparation reform. Promising models of this kind are currently operating in other parts of the country and are emerging in Illinois.

One of the most fully developed examples is in Milwaukee, Wis., where a broad array of education stakeholders formed an urban P-16 council called The Milwaukee Partnership Academy with early funding from the federal government and other sources. The partnership is a collaboration between the University of Wisconsin-Milwaukee, the Milwaukee Public Schools, the Milwaukee Board of School Directors, the Milwaukee Teachers' Education Association, the Milwaukee Area Technical College, the Metropolitan Milwaukee Association of Commerce, and the Private Industry Council of Milwaukee County. A primary goal of the Academy is to improve education through better preparation, recruitment and retention of teachers for urban schools. The Milwaukee Partnership Academy has launched



several initiatives thus far, including a balanced literacy and mathematics program for teachers and a "teachers-in-residence" program whereby 20 Milwaukee public school teachers are specially assigned to the faculty of the University of Wisconsin-Milwaukee to help develop a teacher education prototype for high-need schools in the area.

## Exemplary Model

### **University of Illinois at Chicago Partnership with Chicago Public Schools**

*The University of Illinois at Chicago (UIC), one of the largest suppliers of teachers for Chicago, was recently awarded a Title II Teacher Quality Enhancement (TQE) grant by the U.S. Department of Education for a partnership to increase hiring and retention rates of highly-qualified teachers and improve student achievement in public schools on the West Side of Chicago. The project will be undertaken through a partnership between the UIC College of Education, the UIC College of Liberal Arts and Sciences, and the Chicago Public Schools (CPS).*

*In response to high teacher turnover rates within CPS, the partnership abandons the notion of investing in “more of the same” and seeks to reshape the process of teacher development, from initial preparation through induction and leadership development. The partnership will focus on enhancing clinical instruction and mentoring, capitalizing on the different strengths of each stakeholder to improve the academic content knowledge and instructional skills of teachers in underperforming schools. To help accomplish this goal, K-12 educators will have an innovative role in the design and implementation of the program.*

*The UIC partnership is part of a broader P-16 initiative sponsored by the University of Illinois system. The P-16 initiative has focused on improvements in teacher recruitment and preparation, teacher retention and professional development, and research and data gathering to inform these areas.*

*Several other educational institutions in the state also have been awarded major grants to improve teacher quality, including the Illinois State TQE grant entitled *A Common Vision: Teacher Quality Enhancement in the Middle Grades in Illinois* (IBHE), the *Illinois Professional Learners Partnership* (Illinois State University), the *Illinois Teacher Education Partnership* (National-Louis University), and *Preparing Tomorrow’s Teachers to Use Technology* (Illinois Community College Board).*

## Challenge IV - Capacity & Administrative Leadership

### Administrative Structure for Teacher Preparation and Development

**T**o accomplish the transformation of teacher preparation, Illinois should evaluate the overarching administrative structure for teacher preparation and development in the state, which is fragmented, overly bureaucratic, and ineffective. Most importantly, it lacks the capability and strategic vision to link key stakeholders and build organizational capacity at the local level to make fundamental improvements in a systematic way.

The educational governance structure in Illinois is highly diffuse, and none of the major stakeholders, either collectively or individually, have been significant drivers of improvements in teacher quality. ISBE and the State Teacher Certification Board (STCB) – an advisory division of ISBE – have primary oversight of the teaching profession, including professional standards, the review and approval of teacher preparation programs, and teacher certification.<sup>49</sup> There are also 45 Regional Offices of Education (ROEs), headed by elected superintendents, that serve as intermediaries between ISBE and school districts. ROEs are charged with a variety of administrative responsibilities, including professional development services, dissemination of information about teacher vacancies, and processing certification requests.



The Illinois Board of Higher Education oversees teacher preparation programs as part of its broader program approval authority for colleges and universities. The Illinois Community College Board (ICCB) also plays a role through its oversight of general education programming, articulation with colleges and universities, and the development of an Associate Arts in Teaching degree (in collaboration with IBHE).

Illinois has taken steps to increase collaboration among the various boards. The Illinois P-16 Partnership agreement, for example, led to the revitalization of the previously dormant Joint Education Committee (JEC).<sup>50</sup> The JEC, comprised of representatives from all three

## Challenge IV - Capacity & Administrative Leadership

education boards (ISBE, IBHE, ICCB) and the Illinois Workforce Investment Board, serves as the formal mechanism for recommending new or revised P-16 Partnership policies, including those designed to address the patchwork of policies that have fragmented the teacher preparation and professional development process in the state. To date, however, the JEC has acted mainly as a coordinating body, not as a change agent for teacher quality improvements or collaborative arrangements between colleges/universities and school districts.

These agencies are inadequately organized to carry out fundamental improvements in teacher quality. In particular, ISBE, which has experienced significant budget cuts and staffing reductions, has struggled to meet its responsibilities as the primary authority over issues related to teaching and learning in Illinois. In 2002, Deloitte & Touche conducted a study of ISBE's organizational effectiveness, outlining several challenges the board has faced, including:

- ISBE's historic organization was centered around the disbursement and administration of program funding;
- The agency's customer base is too broad to be adequately served and its span of responsibilities is far greater than its organizational skill set; and
- The agency's planning and program development functions are often reactive (i.e., mandated by legislature), short-term and lacking in strategic vision.

Overall, the study concluded that ISBE's poor public image is largely attributable to a wide gap between the public's view of the board's mission and the board's own view of its mission.<sup>51</sup>

**The void in leadership on teacher quality issues is not unique to Illinois, but other states have taken more aggressive action to address the problem.**

## Challenge IV - Capacity & Administrative Leadership

**A**lthough the leadership void on teacher quality issues is not unique to Illinois, other states have taken more aggressive action to address the problem. Seventeen states have created independent (or semi-independent) boards of standards and practice for teaching – a practice common in other professions. In most cases, these teacher boards oversee everything from teaching standards to program accreditation to candidate certification and have memberships consisting of teachers and other educators, as well as representatives from business and community groups. Despite widespread support for professional teacher boards, it is difficult to establish them in a manner that is truly independent and serves in the public interest. There is significant power at stake and various political interests seek to control the boards.

The composition and method of appointment for teacher boards vary by state. Some have a teacher majority, others do not. The independent teacher boards in Kentucky and Oklahoma are generally considered leading examples in the U.S. The Oklahoma Commission for Teacher Preparation currently has 20 voting members – five teachers, five representatives from higher education, six representatives from the community and private sector, two school administrators, and two members of the State Board of Education. Various government officials, including the Governor, Speaker of the House, and the President Pro-Tem, appoint the commissioners. The Kentucky Education Professional Standards Board currently has 15 members, appointed by the Governor – nine teachers, two administrators, one representative of a local school board, and three representatives of higher education.<sup>52</sup>

Development of an independent teacher board has been discussed in Illinois in recent years. Most recently, in the spring 2003 legislative session, the Illinois Senate approved a bill to create a Professional Teachers Standards Board, but the bill was never brought to a vote in the House. The bill would have transferred ISBE's policymaking responsibilities on educator preparation and licensing to a board composed primarily of educators who would be appointed by the Governor and accountable to the legislature.

This proposal represented a positive step toward creating a professional organization to improve teaching in the state and reduce inefficiency in the education bureaucracy. However, the board as proposed would not have provided balanced representation of all stakeholders in public education. The proposal called for an 11-member board appointed by the Governor, including: six teachers (nominated by the largest teachers' unions in the state), two representatives from higher education, two administrators, and one representative from the private sector. This board composition raised a host of conflict of interest issues that undermined its ultimate purpose of regulating and leading the profession in the public interest.

### Recommendations

The state should consolidate the development and administration of state level policies related to the teaching profession into a single organization with strong executive authority. The organization in turn should implement reform initiatives through the development of strategic, local partnerships among districts, teachers, higher education institutions and other key stakeholders. For all of this to happen, the Governor and state legislature must raise the profile of teacher quality reform and champion its implementation.

1. **The Governor and legislature should establish an Illinois Professional Teachers Council with the responsibility for statewide policy development and administrative oversight of teacher recruitment, preparation, retention and leadership development. The Council would provide high-profile advocacy and support for structural reform of teacher education and professional development in Illinois, serving both the teaching profession and the public interest.**

There are several ways to approach this recommendation:

- The Council could be created within ISBE as part of a broader effort to reform the agency;
- It could be placed under the authority of the Joint Education Committee, which represents both higher education and K-12 education constituencies and was revitalized in 1999 in large part to improve the recruitment, preparation, and development of teachers; or
- It could be created as an entity that reports directly to a new education agency, should one be created.

### Recommendations

**T**o whom the Council reports is less important than the larger goal of improving leadership and oversight of teacher quality enhancement in the state. The Council should be aligned, however, with the broader funding and accountability structure for education in Illinois. To that end, the Council should:

- Oversee teaching standards, accreditation/approval of preparation programs, candidate assessment, articulation, certification, new teacher support, professional development, and the collection and dissemination of data;<sup>53</sup>
- Have a balanced membership comprised of education professionals and external stakeholders to ensure that both the teaching profession and the public interest are served. Members should be appointed by the Governor and the Majority and Minority leaders of the Illinois General Assembly and should include representatives from the teaching profession, higher education (including schools of education, departments of arts and sciences, and community colleges), school district administrative ranks (principals and superintendents), local school boards and the private sector. Membership composition should be weighted in favor of teachers (some of whom should be National Board Certified) and other education professionals, but no one constituency should have majority control;
- Employ an Executive Director and a staff with the capabilities to administer the duties of the organization; and
- Provide an annual report to the Governor, General Assembly, and the public at-large on the progress and obstacles in attaining its goals and the major tasks that lie ahead.

### Recommendations

- 2. To support the implementation of its policies, the newly created Illinois Professional Teachers Council should develop a network of strategic teacher quality partnerships around the state. The function of these partnerships will be to develop and implement bold, cross-institutional strategies that improve teacher preparation, professional development and student achievement, and to do so with a renewed sense of urgency and collective ownership.**
- Through a system of grants based on five-year performance contracts, the Council should support the formation of partnerships between higher education institutions, school districts (or a consortia of districts), teachers' unions and other key stakeholders.<sup>54</sup> The Council should set the basic guidelines and criteria for obtaining the partnerships funds. Responsibility for all other aspects of partnership formation should be left to the local stakeholders. Because accountability for improvement lies squarely with local school districts, districts or district consortia will necessarily assume the role of lead partner in most partnership arrangements. Higher education institutions and other service providers should be encouraged to consider collaborations with school districts or district consortia outside of their immediate geographic area so long as such collaborations are consistent with the mission and capacity of the institution.
  - The principal focus of five-year performance contracts with the Council should be to improve student achievement by strengthening local capacity for teacher education and professional development in the following areas:



### Recommendations

- Pre-service observation and student teaching experiences, including systemic improvements in the quality and consistency of student teacher placements and in the vetting and training of supervising and cooperating teachers for the student teaching residencies;
- New teacher induction and support during the first two to four years of full-time practice, including assistance in vetting and training mentor teachers and assessors; and
- Teacher leadership development in schools and districts.

The partnerships should be linked to the state's proposed System of Support, which is intended to provide assistance to districts with schools on the state's academic watch and academic early warning lists as part of NCLB compliance.<sup>55</sup> Under the system of state and federal support, it is expected that all schools and districts identified for support will be served.



## A Vision for Illinois

**T**he future of Illinois will be defined by the quality of education in this state – from pre-school through graduate school – and by what students know and can do. Improved teacher quality will be the most important contributor to greater student success. The energies of ALL stakeholders – school districts, universities, community colleges, teachers, policymakers, business leaders and the public – must coalesce around a single-minded focus on teacher quality. To accomplish this goal:

- Colleges and universities should commit themselves to improving teacher preparation and professionalism;
- The clinical training and professional support available to teachers must be transformed, and the resources of universities and schools must be harnessed in new and powerful P-16 coalitions toward that goal;
- The professional conditions of teaching must be enhanced to attract and retain talented, high-performing teachers. This includes better organizing the labor market for teachers by aggressively recruiting talented young people and qualified mid-career candidates to the profession, promoting the efficient matching of supply and demand and developing differentiated position classifications and compensation structures; and
- The organizational infrastructure must be refocused to bring schools, universities and community colleges together and empower the partnerships essential to the practical implementation of this vision.

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*If Illinois can successfully meet these four goals, it will help ensure for all its citizens, their children and families, the bright future they expect and deserve.*

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# Appendix I

## Clinical Training and Support Models

### General Overview

To quantify the estimated costs associated with the Task Force’s recommendation for a comprehensive induction program for new teachers in Illinois, three different sample models were developed. The main cost assumptions in the models are:<sup>†</sup>

- Projected number of new teachers hired in a given year – 6,750
- Statewide average beginning teacher salary – \$31,222
- Statewide average veteran teacher salary – \$47,865

Below is a summary of each model:

### Model A

This model represents a basic induction program with intensive mentoring support, ongoing professional development, and evaluation over three to four years. Under this model, new teachers would receive:

- Mentor support in the first and second years – for estimation purposes we tried to account for different mentoring program structures. The model incorporates two different mentoring structures:
  - 1) a “school-based” model (covers 60 percent of the participants) under which a new teacher is assigned a mentor from the same school. The new teacher to mentor ratio is 1:1. The mentor teacher receives a five percent bonus to base salary, but no released time; and
  - 2) a “district-based” structure under which a mentor teacher is assigned to several new teachers at different schools around the district (we chose a ratio of five new teachers to each mentor). The mentor teacher receives a 10 percent bonus and 50 percent released time.\*
- Structural support and evaluation in first, second and third years – this includes professional development seminars, ongoing feedback, and independent, state-sponsored evaluation at the end of the program.

The estimated average annual cost of this model is \$2,545 per new teacher. The estimated aggregate cost is \$7,636 per new teacher or \$51.5 million over three years.

### Model B

This model contains all the elements in Model A, but also includes a 25 percent workload reduction (i.e., class size or class load) for new teachers in year one. The teachers receive a full teaching class load thereafter.

The estimated average annual cost of this model is \$5,147 per new teacher. The estimated aggregate cost is \$15,441 per new teacher or \$104.2 million over three years.

# Appendix I

## Model C

This is the most expansive of the three clinical training and support models we sampled. It includes a full-year internship in year one for all new teachers (i.e., they would not be the teacher of record). Interns would receive 80 percent of base pay and their supervising teacher would receive a stipend of \$1,500.

In years two and three, the beginning teachers would receive a 25 percent workload reduction and intensive mentor support (same school/district-based assumption as in Model A). They would also receive ongoing professional development, feedback, and evaluation throughout the duration of the program.

The estimated average annual cost of this model is \$10,143 per new teacher. The estimated aggregate cost is \$40,572 per new teacher or \$273.8 million over four years.

For the sake of discussion, we also factored in a teacher contribution in the form of a pay reduction (50 percent) in the first and second years as a potential strategy to offset the cost of this model. With the offset, the aggregate cost of the model decreases to about \$78.1 million over four years.

## Underperforming Schools

We also ran a sensitivity analysis targeting models A, B, and C only in underperforming schools (defined as schools with less than 40 percent of students meeting or exceeding state standards on the ISAT and PSAE). The assumptions were adjusted to the following:<sup>‡</sup>

- Projected number of new teachers hired in these schools in a given year – 4,167
- Weighted average beginning teacher salary – \$33,972
- Weighted average veteran teacher salary – \$52,081

Targeted only to underperforming schools, the estimated average annual cost of Model A is \$2,725 per new teacher. The estimated aggregate cost is \$8,176 per new teacher or \$34.1 million over three years.

The estimated average annual cost of Model B is \$5,556 per new teacher. The estimated aggregate cost is \$16,669 per new teacher or \$69.4 million over three years.

The estimated average annual cost of Model C is \$10,961 per new teacher. The estimated aggregate cost is \$43,843 per new teacher or \$182.6 million over four years. With a pay reduction (50 percent in first two years) factored in as a potential offset, the estimated aggregate cost is \$51.2 million.

<sup>†</sup> These assumptions were derived from data in ISBE's 2002 Educator Supply and Demand Report and 2001 Teacher Salary Study. In the Supply and Demand Report, ISBE projects that 27,000 new teachers will be needed by 2006, which we averaged at 6,750 new teachers per year.

<sup>\*</sup> This mentoring structure is based on the Rochester Career in Teaching Program.

<sup>‡</sup> These assumptions are based on the total number of teachers in these schools and the average salary of these teachers (segmented by schools in Chicago and schools outside of Chicago) as reported in the 2002 Illinois State School Report Card. We took the total number of teachers and multiplied it by a 20 percent attrition rate to estimate the number of projected new teachers that would be needed in these schools. The salaries are weighted to balance out the proportion of teachers in Chicago and outside Chicago.

# Clinical Training and Support Models

## Model Assumptions

	<u>Model A</u>	<u>Model B</u>	<u>Model C</u>
<b><u>General Cost Assumptions</u></b>			
Number of New Teachers	6,750	6,750	6,750
Statewide Average Beginner Teacher Salary	\$31,222	\$31,222	\$31,222
Statewide Average Veteran Teacher Salary	\$47,865	\$47,865	\$47,865
Percentage of State Using School-Based Model	60%	60%	60%
Percentage of State Using District-Based Model	40%	40%	40%
<b><u>First Year Cost Assumptions</u></b>			
Class Load Reduction	-	25%	-
Mentor Released Time	-	50%	50%
Mentor Support Ratio	100%	100%	-
Full Year Internship Salary (per teacher)	-	-	-
Full Year Internship Stipend (per teacher)	-	-	-
Structural Support Costs (per teacher)	\$590	\$590	\$24,978
Mentor Bonus	5%	5%	\$1,500
Potential Pay Differential	-	10%	\$590
<b><u>Second Year Cost Assumptions</u></b>			
Class Load Reduction	-	-	-
Mentor Released Time	-	50%	25%
Mentor Support Ratio	100%	20%	50%
Full Year Internship Salary (per teacher)	-	-	-
Full Year Internship Stipend (per teacher)	-	-	-
Structural Support Costs (per teacher)	\$590	\$590	\$590
Mentor Bonus	5%	5%	5%
Potential Pay Differential	-	-	10%
<b><u>Third Year Cost Assumptions</u></b>			
Class Load Reduction	-	-	-
Mentor Released Time	-	-	-
Mentor Support Ratio	-	-	-
Full Year Internship Salary (per teacher)	-	-	-
Full Year Internship Stipend (per teacher)	-	-	-
Structural Support Costs (per teacher)	\$320	\$320	\$590
Mentor Bonus	-	-	5%
Potential Pay Differential	-	-	10%
<b><u>Fourth Year Cost Assumptions</u></b>			
Class Load Reduction	-	-	-
Mentor Released Time	-	-	-
Mentor Support Ratio	-	-	-
Full Year Internship Salary (per teacher)	-	-	-
Full Year Internship Stipend (per teacher)	-	-	-
Structural Support Costs (per teacher)	-	-	-
Mentor Bonus	-	-	-
Potential Pay Differential	-	-	-

Source: Scott Balice Strategies

## Clinical Training and Support Models Model A

	<u>First Year</u>		<u>Second Year</u>		<u>Third Year</u>		<u>Cumulative Total</u>
	<u>School</u>	<u>District</u>	<u>School</u>	<u>District</u>	<u>School</u>	<u>District</u>	
<b><u>Assumptions</u></b>							
Reduced Class Load	-	-	-	-	-	-	-
Mentor Released Time	-	\$8,429,940	-	\$8,429,940	-	-	\$16,859,880
Structural Support	\$2,389,500	\$1,593,000	\$2,389,500	\$1,593,000	\$1,296,000	\$864,000	\$10,125,000
Mentor Bonus	\$9,692,663	\$2,584,710	\$9,692,663	\$2,584,710	-	-	\$24,554,745
<b>Sub-Total</b>	<b>\$12,082,163</b>	<b>\$12,607,650</b>	<b>\$12,082,163</b>	<b>\$12,607,650</b>	<b>\$1,296,000</b>	<b>\$864,000</b>	
<b>Annual Total School &amp; District</b>	<b>\$24,689,813</b>	<b>\$24,689,813</b>	<b>\$24,689,813</b>	<b>\$24,689,813</b>	<b>\$2,160,000</b>	<b>\$2,160,000</b>	<b>\$51,539,625</b>
<b>Cost Per New Teacher</b>		<b>\$3,658</b>		<b>\$3,658</b>		<b>\$320</b>	<b>\$7,636</b>

Source: Scott Balice Strategies

## Clinical Training and Support Models Model B

	<u>First Year</u>		<u>Second Year</u>		<u>Third Year</u>		<u>Cumulative Total</u>
	<u>School</u>	<u>District</u>	<u>School</u>	<u>District</u>	<u>School</u>	<u>District</u>	
<u>Assumptions</u>							
Reduced Class Load	\$31,612,275	\$21,074,850	-	-	-	-	\$52,687,125
Mentor Released Time	-	\$8,429,940	-	\$8,429,940	-	-	\$16,859,880
Structural Support	\$2,389,500	\$1,593,000	\$2,389,500	\$1,593,000	\$1,296,000	\$864,000	\$10,125,000
Mentor Bonus	\$9,692,663	\$2,584,710	\$9,692,663	\$2,584,710	-	-	\$24,554,745
<b>Sub-Total</b>	<b>\$43,694,438</b>	<b>\$33,682,500</b>	<b>\$12,082,163</b>	<b>\$12,607,650</b>	<b>\$1,296,000</b>	<b>\$864,000</b>	
<b>Annual Total School &amp; District</b>		<b>\$77,376,938</b>		<b>\$24,689,813</b>		<b>\$2,160,000</b>	<b>\$104,226,750</b>
<b>Cost Per New Teacher</b>	-	<b>\$11,463</b>	-	<b>\$3,658</b>	-	<b>\$320</b>	<b>\$15,441</b>

Source: Scott Balice Strategies

## Clinical Training and Support Models Model C

	<u>First Year</u>		<u>Second Year</u>		<u>Third Year</u>		<u>Fourth Year</u>		<u>Cumulative Total</u>
	<u>School</u>	<u>District</u>	<u>School</u>	<u>District</u>	<u>School</u>	<u>District</u>	<u>School</u>	<u>District</u>	
<b>Assumptions</b>									
Reduced Class Load	-	-	\$31,612,275	\$21,074,850	-	-	-	-	\$52,687,125
Mentor Released Time	-	-	-	\$8,429,940	-	\$8,429,940	-	-	\$16,859,880
Yearly Internship Salary	\$93,920,772	\$62,613,848	-	-	-	-	-	-	\$156,534,619
Yearly Internship Stipend	\$5,640,300	\$3,760,200	-	-	-	-	-	-	\$9,400,500
Structural Support	\$2,218,518	\$1,479,012	\$2,389,500	\$1,593,000	\$2,389,500	\$1,593,000	\$1,296,000	\$864,000	\$13,822,530
Mentor Bonus	-	-	\$9,692,663	\$2,584,710	\$9,692,663	\$2,584,710	-	-	\$24,554,745
<b>Sub-Total</b>	\$101,779,590	\$67,853,060	\$43,694,438	\$33,682,500	\$12,082,163	\$12,607,650	\$1,296,000	\$864,000	
<b>Annual Total School &amp; District</b>		\$169,632,649		\$77,376,938		\$24,689,813		\$2,160,000	\$273,859,399
Cost Per New Teacher		\$25,131		\$11,463		\$3,658		\$320	\$40,572
Potential Pay Reduction	(\$58,700,482)	(\$39,133,655)	(\$58,700,482)	(\$39,133,655)					
<b>Annual Total with Pay Reduction</b>		\$71,798,512		(\$20,457,200)		\$24,689,813		\$2,160,000	\$78,191,125

Source: Scott Balice Strategies



# Clinical Training and Support Models Underperforming Schools Only Model Assumptions

	Model A	Model B	Model C
<u>General Cost Assumptions</u>			
Number of New Teachers	4,167	4,167	4,167
Weighted Average Beginner Teacher Salary	\$33,972	\$33,972	\$33,972
Weighted Average Veteran Teacher Salary	\$52,081	\$52,081	\$52,081
Percentage of State Using School-Based Model	60%	60%	60%
Percentage of State Using District-Based Model	40%	40%	40%
<u>First Year Cost Assumptions</u>			
Class Load Reduction	-	25%	-
Mentor Released Time	-	50%	50%
Mentor Support Ratio	100%	100%	-
Full Year Internship Salary (per teacher)	-	-	-
Full Year Internship Stipend (per teacher)	-	-	-
Structural Support Costs (per teacher)	\$590	\$590	\$27,178
Mentor Bonus	5%	5%	\$1,500
Potential Pay Differential	-	10%	\$590
			50%
<u>Second Year Cost Assumptions</u>			
Class Load Reduction	-	-	25%
Mentor Released Time	-	50%	50%
Mentor Support Ratio	100%	100%	20%
Full Year Internship Salary (per teacher)	-	-	-
Full Year Internship Stipend (per teacher)	-	-	-
Structural Support Costs (per teacher)	\$590	\$590	-
Mentor Bonus	5%	5%	\$590
Potential Pay Differential	-	10%	10%
			50%
<u>Third Year Cost Assumptions</u>			
Class Load Reduction	-	-	-
Mentor Released Time	-	-	50%
Mentor Support Ratio	-	-	20%
Full Year Internship Salary (per teacher)	-	-	-
Full Year Internship Stipend (per teacher)	-	-	-
Structural Support Costs (per teacher)	\$320	\$320	-
Mentor Bonus	-	-	\$590
Potential Pay Differential	-	-	5%
			10%
			50%
<u>Fourth Year Cost Assumptions</u>			
Class Load Reduction	-	-	-
Mentor Released Time	-	-	-
Mentor Support Ratio	-	-	100%
Full Year Internship Salary (per teacher)	-	-	-
Full Year Internship Stipend (per teacher)	-	-	-
Structural Support Costs (per teacher)	-	-	-
Mentor Bonus	-	-	\$320
Potential Pay Differential	-	-	-
			5%
			10%
			50%

## Clinical Training and Support Models Underperforming Schools Only Model A

	<u>First Year</u>		<u>Second Year</u>		<u>Third Year</u>		<u>Cumulative Total</u>
	<u>School</u>	<u>District</u>	<u>School</u>	<u>District</u>	<u>School</u>	<u>District</u>	
<u>Assumptions</u>							
Reduced Class Load	-	-	-	-	-	-	-
Mentor Released Time	-	\$5,662,453	-	\$5,662,453	-	-	\$11,324,906
Structural Support	\$1,475,118	\$983,412	\$1,475,118	\$983,412	\$800,064	\$533,376	\$6,250,500
Mentor Bonus	\$6,510,646	\$1,736,172	\$6,510,646	\$1,736,172	-	-	\$16,493,636
<b>Sub-Total</b>	<b>\$7,985,764</b>	<b>\$8,382,037</b>	<b>\$7,985,764</b>	<b>\$8,382,037</b>	<b>\$800,064</b>	<b>\$533,376</b>	
<b>Annual Total School &amp; District</b>	<b>\$16,367,801</b>		<b>\$16,367,801</b>		<b>\$1,333,440</b>		<b>\$34,069,042</b>
<b>Cost Per New Teacher</b>		<b>\$3,928</b>		<b>\$3,928</b>		<b>\$320</b>	<b>\$8,176</b>

Source: Scott Balice Strategies

## Clinical Training and Support Models Underperforming Schools Only Model B

	<u>First Year</u>		<u>Second Year</u>		<u>Third Year</u>		<u>Cumulative Total</u>
	<u>School</u>	<u>District</u>	<u>School</u>	<u>District</u>	<u>School</u>	<u>District</u>	
<b><u>Assumptions</u></b>							
Reduced Class Load	\$21,234,199	\$14,156,132	-	-	-	-	\$35,390,331
Mentor Released Time	-	\$5,662,453	-	\$5,662,453	-	-	\$11,324,906
Structural Support	\$1,475,118	\$983,412	\$1,475,118	\$983,412	\$800,064	\$533,376	\$6,250,500
Mentor Bonus	\$6,510,646	\$1,736,172	\$6,510,646	\$1,736,172	-	-	\$16,493,636
<b>Sub-Total</b>	<b>\$29,219,962</b>	<b>\$22,538,170</b>	<b>\$7,985,764</b>	<b>\$8,382,037</b>	<b>\$800,064</b>	<b>\$533,376</b>	
<b>Annual Total School &amp; District</b>	<b>\$51,758,132</b>	<b>\$51,758,132</b>	<b>\$16,367,801</b>	<b>\$16,367,801</b>	<b>\$1,333,440</b>	<b>\$1,333,440</b>	<b>\$69,459,373</b>
<b>Cost Per New Teacher</b>		<b>\$12,421</b>		<b>\$3,928</b>		<b>\$320</b>	<b>\$16,669</b>

Source: Scott Balice Strategies

## Clinical Training and Support Models Underperforming Schools Only Model C

	<u>First Year</u>		<u>Second Year</u>		<u>Third Year</u>		<u>Fourth Year</u>		<u>Cumulative Total</u>
	<u>School</u>	<u>District</u>	<u>School</u>	<u>District</u>	<u>School</u>	<u>District</u>	<u>School</u>	<u>District</u>	
<b><u>Assumptions</u></b>									
Reduced Class Load	-	-	\$21,234,199	\$14,156,132	-	-	-	-	\$35,390,331
Mentor Released Time	-	-	-	\$5,662,453	-	\$5,662,453	-	-	\$11,324,906
Yearly Internship Salary	\$63,090,081	\$42,060,054	-	-	-	-	-	-	\$105,150,134
Yearly Internship Stipend	\$3,482,100	\$2,321,400	-	-	-	-	-	-	\$5,803,500
Structural Support	\$1,369,626	\$913,084	\$1,475,118	\$983,412	\$1,475,118	\$983,412	\$800,064	\$533,376	\$8,533,210
Mentor Bonus	-	-	\$6,510,646	\$1,736,172	\$6,510,646	\$1,736,172	-	-	\$16,493,636
Sub-Total	\$67,941,807	\$45,294,538	\$29,219,962	\$22,538,170	\$7,985,764	\$8,382,037	\$800,064	\$533,376	\$182,695,717
<b>* Annual Total School and District</b>		\$113,236,344		\$51,758,132		\$16,367,801		\$1,333,440	
Cost Per New Teacher		\$27,175		\$12,421		\$3,928		\$320	\$43,843
Potential Pay Reduction	(\$39,431,300)	(\$26,287,534)	(\$39,431,300)	(\$26,287,534)					
Annual Cost with Pay Reduction		\$47,517,510		(\$13,960,702)		\$16,367,801		\$1,333,440	\$51,258,049

Source: Scott Balice Strategies

# Sources and Notes

<sup>1</sup> NCLB distinguishes between new and “current” or veteran teachers. Under guidelines developed by the Illinois State Board of Education, new teachers, those who were first certified on or after July 1, 2002, are considered highly-qualified if they have a valid certificate for the grade level of assignment and have demonstrated competency by passing a subject-area test, holding a master’s or other advanced degree in the subject area, or having an endorsement in the subject area or coursework equivalent to a major. Veteran teachers, those who were certified on or before June 30, 2002, must have a valid certificate for the grade level of assignment and meet one of the following five options for competency: 1) pass a subject-area test; 2) have a major, or coursework equivalent to a major, in the subject area; 3) have a master’s degree or other advanced degree or credential in the subject area; 4) be certified by the National Board of Professional Teaching Standards in the subject area; or 5) have an endorsement, or its coursework equivalent, that is sufficient to meet the Illinois minimum requirements for the area of teaching responsibility; have teaching experience in the area of teaching responsibility; and have engaged in continuing professional development in the area of teaching responsibility.

<sup>2</sup> In July 2003 the Civic Committee released a report, entitled *Left Behind*, that included a detailed analysis based on the 2002 ISATs and PSAEs. The report found that the majority of students in the Chicago Public Schools do not meet state standards in reading, math and science. To improve student performance, especially in inner-city neighborhoods, *Left Behind* recommends greater competition and choice in public education, better information about student and teacher performance and stronger commitment to early childhood and primary education.

<sup>3</sup> The data in this section comes from the following sources released by the Illinois State Board of Education: *2003 Illinois State Report Card*, *2003 ISAT Statewide Results*, *2003 PSAE Statewide Results*. The ISAT measures individual student achievement relative to the Illinois Learning Standards. The results give parents, teachers and schools one measure of student learning and school performance. Students in grades 3, 5, and 8 take the ISAT in reading, writing and mathematics. Students in grades 4 and 7 take the ISAT in science and social science.

<sup>4</sup> The PSAE measures the achievement of grade 11 students relative to the Illinois Learning Standards for reading, writing, mathematics, science, and social science.

<sup>5</sup> NAEP is the only nationally representative and continuing assessment of what America’s students know and can do in various subject areas. Since 1969, assessments have been conducted periodically in reading, mathematics, science, writing, U.S. history, civics, geography, and the arts. NAEP is administered by an

independent governing board appointed by the U.S. Secretary of Education. NAEP results are from a representative sample of the student population. Illinois’ results are on par with national averages. The Illinois state profile can be found at <http://nces.ed.gov/nationsreportcard/states/profile.asp>.

<sup>6</sup> *2003 Illinois State Report Card*, page 1.

<sup>7</sup> *Educator Supply and Demand in Illinois. 2002 Annual Report*. Illinois State Board of Education, pages 6-7.

<sup>8</sup> *2003 Illinois State Report Card*, page 1.

<sup>9</sup> *Quality Counts 2004, Education Week*. January 8, 2004, page 133. *Quality Counts 2003, Education Week*. January 9, 2003, page 128.

<sup>10</sup> *Quality Counts 2003*, page 128.

<sup>11</sup> *The Condition of Public Education 2003*. Illinois State Board of Education, page 30.

<sup>12</sup> *Quality Counts 2003*, page 128.

<sup>13</sup> *Teacher Turnover in the Midwest: Who Stays, Leaves, and Moves?* Research Report and Interactive Data Tool. North Central Regional Educational Laboratory. 2002. See [www.ncrel.org/quality/mobility/turnover.htm](http://www.ncrel.org/quality/mobility/turnover.htm).

<sup>14</sup> *Where Have All the Teachers Gone?* Chicago Association of Community Organizations for Reform Now (ACORN), June 2003.

<sup>15</sup> *The MetLife Survey of the American Teacher, 2001: Key Elements of Quality Schools*.

*Teacher Supply in Illinois: Evidence from the Illinois Teacher Study*. Karen J. DeAngelis, Michael T. Peddle and Charles E. Trott, with Lisa Bergeron. IERC, December 2002. In the IERC study, 19 percent of teachers cited working conditions as the primary reason for leaving the profession, but almost the same percentage – 17 percent – cited that their job was not renewed.

<sup>16</sup> ISBE *2003 Condition of Public Education*, page 30.

<sup>17</sup> ISBE *2002 Supply and Demand Report*, page 20.

<sup>18</sup> *Ibid.*, pages 15-17.

<sup>19</sup> ISBE *2002 Condition of Public Education*, page 15.

<sup>20</sup> *QUICKSTATS: Elementary and Secondary Education Statistics 2003*. Illinois State Board of Education.

<sup>21</sup> *Quality Counts 2004*, page 133.

<sup>22</sup> *Medical Education in the United States and Canada*. Abraham Flexner. A Report to the Carnegie Foundation for the Advancement of Teaching, 1910.

<sup>23</sup> *Higher Education for Business*. Robert A. Gordon and James E. Howell. (New York: Columbia University

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Press). 1959. Commonly known as The Gordon-Howell Report sponsored by The Ford Foundation.

<sup>24</sup> The Task Force recognizes that there are other challenges related to teacher quality, such as ongoing professional development for veteran teachers and administrative leadership. Although the Task Force did not include such issues in the scope of its work, we believe another effort should be undertaken to address them.

<sup>25</sup> Approximately 60 percent of Illinois teacher preparation enrollments (full-and part-time) are in undergraduate programs, and the remaining 40 percent are in graduate programs. ISBE 2002 *Supply and Demand Report*, page 7.

<sup>26</sup> “Data on Illinois Alternative Certification Programs” presented at November 2002, ISBE Board meeting. <http://www.isbe.net/board/meetings/nov02meeting/altrout.esdata.pdf>.

<sup>27</sup> ISBE 2003 *Illinois State Report Card*, page 2.

<sup>28</sup> “Teacher Preparation and Competency.” Illinois Board of Higher Education. February 5, 2002.

<sup>29</sup> *Testing Teacher Candidates: The Role of Licensure Tests in Improving Teacher Quality*. National Research Council. 2001.

<sup>30</sup> To accomplish the goal of using student achievement as a measurement of teacher quality, Illinois needs to adopt a student ID system that links to individual teachers. Tennessee has such an information system. Data generated from this system is available at the state level for research, as well as at the local level for individual teacher assessment.

<sup>31</sup> Title II of the 1998 Amendments to the Higher Education Reauthorization Act imposes accountability expectations on institutions of higher education that prepare teachers and the states in which they operate. ISBE is required under this law to prepare and publish a State Report Card with specific information and assessment results compiled for each preparation program in the state.

The *Illinois Commitment* was established by IBHE in February 1999 as an agenda for higher education in the state. The Commitment consists of six goals, including one that calls for higher education to join with elementary and secondary education to improve teaching and learning at all levels. As part of this initiative, all institutions are to select specific results or benchmarks and use them to measure their contributions. Institutions are to report results annually, and IBHE compiles them in a statewide “Results Report.”

<sup>32</sup> *Testing Teacher Candidates: The Role of Licensure Tests in Improving Teacher Quality*. National Research Council. 2001.

<sup>33</sup> The study used various industry cost models, including a conservative model that estimated turnover costs as a percentage of an employee’s wages and benefits (the \$8,000 estimate reflected about 25 percent of a beginning teacher’s salary) and a more expansive model that estimated costs related to termination, recruitment and hiring, substitute salaries, learning curve loss, and training (the \$52,000 estimate). Under the more expansive model the cost of new teacher turnover was \$216 million. *The Cost of Teacher Turnover*. A.D. Benner. Texas Center for Educational Research. Austin, Texas, November 2000.

<sup>34</sup> According to ISBE, between 6,000 and 7,000 new teachers are hired annually in Illinois (2001 and 2002 *Supply and Demand Reports*). This adds up to an average of 32,500 new teachers every five years. With an attrition rate among new teachers at about 40 percent over five years, Illinois could be losing 10,400 of those 32,500 teachers. With the conservative estimated turnover cost of \$8,000 per new teacher lost, the total cost could be at least \$83.2 million over five years or \$16.6 million annually.

<sup>35</sup> The attrition and turnover rate is estimated as high as 73 percent in certain schools. Under a more expansive cost model, the estimate rises to \$34.7 million. *Where Have All the Teachers Gone?* ACORN, June 2003.

<sup>36</sup> *Quality Counts 2003*, page 68.

<sup>37</sup> “Considering the Costs of Teacher Induction,” The Southeast Center for Teaching Quality, February 22, 2003. See [www.teachingquality.org/resources/SECTQppt.htm](http://www.teachingquality.org/resources/SECTQppt.htm).

<sup>38</sup> *Developing Careers, Building a Profession: The Rochester Career in Teaching Plan*. Julia Koppich, Carla Asher, and Charles Kerchner. National Commission on Teaching and America’s Future, 2002.

<sup>39</sup> Curriculum-based portfolios create a rich picture of a teacher’s knowledge and skill through deep documentation of a specific unit of instruction in a specific curricular area. Elements of the portfolio include: standards and outcomes, unit and lesson plans, samples of student work, assessment procedures and results and videotape samples of instruction. PRAXIS III is an interview and observation protocol that identifies elements of knowledge, practice and disposition that have a documented relationship with improved teacher effectiveness. Danielson’s Framework for Teaching elaborates PRAXIS criteria into 22 components of teaching practice that are organized into four broad domains. In contrast to PRAXIS III, the Framework for Teaching provides a template for ongoing professional support, assessment and reflection over an extended period of time.

<sup>40</sup> In Connecticut, portfolios are evaluated by practitioners trained as independent assessors to make licensure decisions for beginning teachers. PRAXIS III is

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designed for use by independent assessors to make licensure decisions for beginning teachers and is currently used as a formal part of the licensure process in two states.

<sup>41</sup> *Survey and Analysis of Teacher Salary Trends 2002*. American Federation of Teachers. The AFT study points out that part of the salary difference between teaching and other professions is due to the shorter work year for teachers. According to the study, the teacher work year is about 190 days, while the work year for other occupations is about 225 days. Equalizing the average teacher salary to a 225-day work year increases the salary to \$52,534.

<sup>42</sup> ISBE 2003 *Condition of Public Education*, page 30.

<sup>43</sup> “The Teacher Labor Market in Illinois.” Presentation to the Task Force by Jennifer B. Presley, Director of the Illinois Education Research Council, December 5, 2002.

<sup>44</sup> ISBE 2002 *Supply and Demand Report*, page 8.

<sup>45</sup> ISBE 2003 *State Report Card*, page 1.

<sup>46</sup> ISBE 2002 *Supply and Demand Report*, pages 23-24, 35.

<sup>47</sup> IERC *Teacher Supply in Illinois*.

<sup>48</sup> *Taking Stock: A Report to Education Policymakers in Illinois*. Achieve, Inc. April 2000, page 8.

<sup>49</sup> The certification board has 19 members, including representatives from higher education institutions, teachers’ unions and administrators. It meets about 10 times per year. Its responsibilities include acting on audit committee reports for initial and continuing accreditation of teacher preparation programs; reviewing proposals for new programs of educator preparation; holding hearings regarding suspension and revocation of certificates; and advising ISBE on administrative rules and legislation related to certification.

<sup>50</sup> The P-16 Partnership for Educational Excellence, which was formalized in 1999, is the result of the State Board of Education, the Community College Board and the Board of Higher Education’s commitment to improve their relationships under the direction of the Governor’s office. The partnership has three primary goals: 1) to smooth the transition from high school to college; 2) to improve the recruitment, preparation, and development of classroom teachers; and 3) to increase learning opportunities through technology.

<sup>51</sup> *Illinois State Board of Education Organizational Effectiveness Review*, Executive Summary – Final Report. Deloitte & Touche, June 20, 2002. ISBE has reported significant progress in implementing many of the recommendations in the report.

<sup>52</sup> Another promising example of a self-regulatory body for the teaching profession is found not in the U.S., but

in Canada. The Ontario College of Teachers (OCT) was founded in 1996 to license and regulate teaching in the public interest, transferring the responsibility from the government (Ontario Ministry of Education and Training). It is now the largest professional self-regulatory body in Canada with about 185,000 members, which includes teachers, principals and vice-principals, superintendents and university education directors (deans) and faculty. OCT is financially independent of the government. It is self-funded with membership fees paid by teachers (currently \$104 annually). Teachers in publicly funded schools in Ontario must be members in good standing with the College. The OCT board is also independent of the teachers’ unions in Ontario. OCT board members are elected by their peers (although the unions slate candidates). Overall, OCT has 31 board members – 17 members are elected by College members and the remaining 14 are public representatives appointed by the provincial government (parents, school trustees, business representatives, etc.).

<sup>53</sup> The broader higher education program approval powers related to teacher education retained by IBHE and ICCB should be aligned with the functions of the Council.

<sup>54</sup> Title II of the Federal Higher Education Act provides for Teacher Quality Enhancement (TQE) grants, including a separate program entitled “Partnership Grants for Improving Teacher Education.” Congress appropriated \$89,415,000 in FY03 for the overall TQE grant program. There also is funding available through the “Improving Teacher Quality State Grant Program” under NCLB (Title II, part A). State agencies and education institutions in Illinois are already receiving some of these funds.

<sup>55</sup> The system of support is designed to cover a range of services for school improvement. The services must cover four components: 1) data analysis and school improvement plan development; 2) standards-aligned curriculum, instruction, and classroom assessment; 3) teacher and administrator enhancement; and 4) student, family and community support services. Schools are placed on the Academic Early Warning List (AEWL) when less than 50 percent of their test scores meet or exceed state standards for two consecutive years. Schools are expected to make Adequate Yearly Progress (AYP), defined as the incremental amount it takes to have 50 percent of students meet state standards in five years. Schools that make AYP and still remain under 50 percent stay on the list; those that exceed 50 percent earn removal from the list. Two consecutive years on the AEWL without making AYP leads to placement on the Watch List. The 2002 AEWL includes 664 schools from 124 districts and the Watch List includes 52 schools from six districts, including Chicago.



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